

Sheboygan Transit Development Program (TDP) 2012 – 2016



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SHEBOYGAN TRANSIT DEVELOPMENT PROGRAM (TDP)
2012 – 2016

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Bay-Lake Regional Planning Commission
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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:

The mission of Shoreline Metro is to enhance residents' mobility, accessibility and economic well-being through the provision of public transportation services that are comprehensive, affordable, efficient, reliant, safe and environmentally sound. Shoreline Metro seeks to achieve productivity, professionalism and exceptional customer service.

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.

Ridership Opinion

The TDP includes documentation of ridership opinion in Chapter 3. An on-board ridership survey was conducted in October of 2009, 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 school, shopping, work related and personal business. Medical, social/recreational, and “other” 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.
- Over 29 percent of survey respondents rode Shoreline Metro ten or more times in any given week. Nearly 48 percent of survey respondents rode Shoreline Metro seven or more times per week. Nearly 85 percent of survey respondents rode Shoreline Metro three or more times per week, and over 96 percent of survey respondents had a habit of using Shoreline Metro at least once a week.

- Nearly 54 percent of respondents lived within one block of a Shoreline Metro bus stop, while nearly 80 percent of respondents lived within three blocks of a bus stop.
- Transit service was a factor in residence location for nearly 42 percent of survey respondents.
- Over 86 percent of respondents did not have a vehicle available for the trip they were making on the transit system, and over 82 percent of the respondents were not licensed drivers.
- Over 50 percent of respondents lived in households with no vehicle available, while an additional 25 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.
- Over 56 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.
- Nearly 24 percent of respondents were employed part time, and an additional 22 percent of respondents were unemployed at the time of the survey. Only 19 percent of respondents were employed full time, and an additional 19 percent of respondents were students. Less than 10 percent of respondents stated that they were retired.
- Nearly 72 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. Two of the nine attributes of transit service that were measured received strongly positive mean ratings, while five additional attributes received positive mean ratings. Driver courtesy and passenger safety were rated the highest, while cost of service and hours of service were rated lowest among the nine attributes.
- Respondents were asked how several factors would influence their usage of transit. Seven of the nine factors had potential to increase ridership, while survey respondents were more neutral toward two 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 3 also documents changes in responses by transit riders over time between the 1996, 2001, 2005 and 2009 on-board ridership surveys.

Route Ridership Patterns

The TDP includes documentation of route ridership patterns in Chapter 4. A boarding and alighting survey was conducted in October of 2009, and focused on: total daily outbound and inbound boardings and alightings; maximum loads by route; 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 route segments with zero boardings and alightings for consideration of route restructuring, as well as on identifying bus stops with seven or more daily boardings for consideration in the placement of passenger shelters. Since the data in Chapter 4 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 5. 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: Beloit, Janesville and Wausau, 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; cost per passenger trip; and average age of the fixed-route fleet. This analysis was conducted for 2007 and 2008 with data provided by the Federal Transit Administration's *National Transit Database (NTD) Agency Profiles*. Shoreline Metro had the lowest passenger per revenue hour ratio of the six peer transit operations in 2007, but had the fourth highest such ratio in 2008. Shoreline Metro had the fifth highest passenger per revenue mile ratio of the six peer transit operations in 2007, but had the fourth highest such ratio in 2008. Shoreline Metro had the fourth highest cost per revenue hour of the six peer transit operations in both 2007 and 2008. Shoreline Metro had the highest cost per passenger trip ratio of the six peer transit operations in 2007, but dropped to having the third highest such ratio in 2008. Finally, Shoreline Metro had the fourth oldest average fixed-route fleet age in 2007, but had the third oldest average fixed-route fleet age in 2008.

Chapter 5 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 2008 (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 5.

GOALS, OBJECTIVES AND STANDARDS

Chapter 6 consists of the goals, objectives and standards developed for this TDP. These goals, objectives and standards were developed by the TDP Review Committee in July 2010, and were refined by the TDP Review Committee over portions of three meetings in August, September and October of 2010. In addition, resolution of one minor issue related to the goals, objectives and standards occurred at two meetings of the TDP Review Committee in November and December of 2010. 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 and local funding sources.
- GOAL 2:** To assure that the transit operation remains affordable to passengers and to local units of government.
- GOAL 3:** To increase ridership above levels observed in recent years as part of an effort to improve community support of the transit operation.

GOAL 4: To maintain access and transportation options for riders most in need of transit services.

GOAL 5: To actively influence land use planning decisions regarding land use patterns in the transit service area, 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 6: 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 6 to examine the detailed objectives and standards which support each of the above goals.

ALTERNATIVES ANALYSIS

Chapter 7 of the TDP outlines the alternatives analysis process used in the completion of this document. In December 2010 and in the first half of 2011, the Bay-Lake Regional Planning Commission developed and analyzed several alternatives that were to be considered in the completion of the Sheboygan TDP. Some 14 alternatives and sub-alternatives were developed and analyzed through this process.

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. All of the alternatives were examined as though they were implemented in the 2008 base year used in the completion of the TDP.

The first seven alternatives and sub-alternatives were reviewed at the December 2010 meeting of the TDP Review Committee. These alternatives and sub-alternatives were as follows:

- **Alternative A: Continuation of Status Quo Fixed-Route Transit Service;**
- **Alternative B: Replace Fixed-Route Service with Demand Response Service** (included two sub-alternatives involving variations in the fare: Alternative B-1 involved a cash fare of \$1.75, while Alternative B-2 involved a doubling of the cash fare to \$3.50 along with similar adjustments to all other fare media);
- **Alternative C: Dual Hub System, with the Downtown Transfer Point and a Second Transfer Point at the Taylor Heights Shopping Center;**
- **Alternative D: Restoration of 30 Minute Service on Saturdays; and**
- **Alternative E: Restoration of 15 Minute Peak Hour Service on Weekdays** (included two sub-alternatives involving inclusion and exclusion of school tripper service on weekdays when school is in session).

One alternative was reviewed at the January 2011 meeting of the TDP Review Committee. This alternative was as follows:

- **Alternative F: Major Route Restructuring Involving Mostly 40 Minute Trips on Most Routes** (this alternative was suggested by some of the transit drivers in late 2010).

Another five alternatives and sub-alternatives were reviewed at the March 2011 meeting of the TDP Review Committee. These alternatives and sub-alternatives were as follows:

- **Alternative G: Route Deviation During Non-Peak Periods (Using Status Quo Fixed-Route Service as a Base);**
- **Alternatives H-1 and H-2: Demand Response Service During Weeknights: With Status Quo Fixed-Route Service** (included two sub-alternatives involving variations in the fare: Alternative H-1 involved a cash fare of \$1.75 at all times, while Alternative H-2 involved a cash fare of \$1.75 most of the time and a cash fare of \$3.50 when demand response service is in operation); and
- **Alternatives H-3 and H-4: Demand Response Service During Weeknights: With a Dual Hub System** (also included two sub-alternatives involving variations in the fare: Alternative H-3 involved a cash fare of \$1.75 at all times, while Alternative H-4 involved a cash fare of \$1.75 most of the time and a cash fare of \$3.50 when demand response service is in operation).

After several months of delay in determining the fate of several state policy issues and of the 2011 – 2013 state biennial budget, one final alternative was reviewed at the June 2011 meeting of the TDP Review Committee. This alternative was as follows:

- **Alternative I: Route Consolidation, Reduction in Weekday Evening Service, and Slight Enhancement to Saturday Service.**

Alternative I was refined based on changing circumstances through the summer of 2011, and was used to develop a 2012 budget and level of service. Much of the third quarter of 2011 was spent developing an appropriate level of service for 2012 and assessing its budgetary impacts. The main characteristics of 2012 service were as follows:

- Route restructuring, including combining Routes 1 North and 5 North into a new Route 5 North;
- Weeknight service in 2012 would conclude about an hour earlier than it concluded in 2011;
- Transit service would operate in a shorter window on Saturdays, but would involve half hour service;
- Trips on the Mall Route and on the Industrial Park Route would now be one hour in length; and
- A total of seven school tripper routes would operate on weekdays when school is in session.

Public information meetings regarding these changes were held in early October of 2011. The main substantive comment heard at these meetings was that the ridership needed a full day of Saturday service, even if it involved one hour frequencies. In addition, some routing related comments were received.

Following the public information meetings, Shoreline Metro prepared a set of four scenarios for service on Saturdays, and Bay-Lake Regional Planning Commission staff assessed the scenarios in terms of their reasonableness from a budgetary standpoint. At the same time that the scenarios

were being developed and evaluated, Shoreline Metro staff asked Bay-Lake Regional Planning Commission staff to revise several of the proposed route revisions; these changes were made in consultation with drivers and passengers.

Unfortunately, Alternatives A through H-4 could not be advanced for further consideration due to budgetary constraints that were imposed legislatively (at the state and local levels) in 2011; this left Alternative I as the remaining alternative that could be feasibly implemented. The Sheboygan Transit Commission, at its October 2011 meeting, approved implementation of Alternative I in providing transit service in light of constraints to state and local funding. Most of the above noted parameters were recommended for implementation in 2012; the only differences being:

- Minor changes to several routes suggested since the early October 2011 public information meetings; and
- On Saturdays, transit service would involve the operation of most routes every 60 minutes between the hours of 7:45 a.m. and 5:45 p.m., and would include North and South Shuttles operating to serve the part of the city not served by transit in any given half hour.

Shoreline Metro staff spent the remainder of October 2011 and all of November 2011 planning for the route and schedule restructuring. The changes to routing and level of service were generally scheduled to be implemented in early December of 2011.

RECOMMENDED PLAN

Chapter 8 of the TDP is the recommended plan. Highlights of the recommended plan are as follows:

Recommended Changes to General Service

Two systemic service changes have been recommended, which are as follows:

1. Discontinuation of the final hour of transit service on weekday evenings; and
2. Reinstatement of the North and South Shuttles throughout the service day on Saturdays.

Discontinuation of the final hour of transit service on weekday evenings would mean the following:

- The final trip on the following routes would return to the downtown transfer point at 8:15 p.m.: Routes 3 North, 5 North, 7 North and 10 North;
- The final trip on the following routes would return to the downtown transfer point at 8:45 p.m.: Routes 3 South, 5 South, 7 South and 10 South, as well as the Industrial Park Route (Note: The Industrial Park Route involves one hour trips on weekdays); and
- The final North and South Shuttles for the evening leave the downtown transfer point at 8:45 p.m.

It should be noted that weekday evening service (after 5:45 p.m.) will continue to be available on all routes once each hour, and the North and South Shuttles will continue to be available to serve the portion of the city not covered by fixed routes in any given half hour.

With reinstatement of the North and South Shuttles throughout the service day, Saturday service would have the following characteristics:

- The following four routes would leave at 15 minutes after the hour beginning at 8:15 a.m.: Routes 3 South, 5 South, 7 South and 10 South. The final trip on each of these routes would return to the downtown transfer point at 5:45 p.m.;
- The following four routes would leave at 45 minutes after the hour beginning at 7:45 a.m.: Routes 3 North, 5 North, 7 North and 10 North. The final trip on each of these routes would return to the downtown transfer point at 5:15 p.m.;
- The Industrial Park Route would leave at 45 minutes after the hour, with the final trip returning to the downtown transfer point at 5:45 p.m. (Note: As with weekday service, the Industrial Park Route involves one hour trips); and
- North Shuttles would leave at 15 minutes after the hour, while South Shuttles would leave at 45 minutes after the hour between the hours of 7:45 a.m. and 5:45 p.m. on Saturdays. Early morning North and South Shuttles will leave the downtown transfer point at 7:15 a.m. to start the service day on Saturdays. The final North and South Shuttles would leave the downtown transfer point at 5:45 p.m.

With this enhancement, North and South Shuttles will be available to serve the portion of the city not covered by fixed routes in any given half hour on Saturdays.

Recommended Route-Specific Service Changes

Route-specific changes are recommended for all routes, and are detailed in Chapter 8. One important change is that Route 1 North has been eliminated, and most of the coverage area for Route 1 North has been combined with Route 5 North. In addition, the Mall Route has been divided into two routes to better serve the west side of the City of Sheboygan (Routes 10 North and South). No changes were made to the structure of the North and South Shuttles.

Most of the route changes were implemented in early December of 2011, with a few of the changes implemented in February through April of 2012.

Map 8.1 illustrates the recommended route structure for Shoreline Metro.

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. ADA paratransit service hours are recommended to be the same as regular fixed-route service hours (5:15 a.m. to 9:15 p.m. on weekdays and 7:15 a.m. to 6:15 p.m. on Saturdays).

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 8.2 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 5 of the TDP (adjusted for increases in costs in future years) and the estimated operating characteristics of transit service from 2012 to 2016.

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 are assumed to increase at a rate of one percent per year between 2012 and 2016. These costs are below 2011 levels due to cuts in federal, state and local governmental funding of Shoreline Metro between 2011 and 2012 that were the product of the 2011 – 2013 state biennial budget, coupled with employee concessions.

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 54 percent of WisDOT recognized base service level costs for all years covered by this TDP, which was a decrease from the 57.5 percent that was available in 2011.

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 in 2012, and is assumed to be \$45,000 each year from 2013 through 2016. These are slight increases from the \$40,000 in CDBG grant funding utilized for transit operations in 2011.

Municipal funding of transit begins at a base level of \$554,052 for the City of Sheboygan, \$33,503 for the City of Sheboygan Falls, and \$11,572 for the Village of Kohler in 2012. No increases in municipal funding of transit are assumed between 2012 and 2014. Modest increases (2 percent) in municipal funding of transit are assumed in 2015 and 2016. The City of Sheboygan decreased its municipal contribution to funding transit significantly between 2011 and 2012, while municipal contributions from the City of Sheboygan Falls and the Village of Kohler remained unchanged between 2011 and 2012.

Revenue which Sheboygan County directly provides for the Metro Connection (countywide paratransit service for the elderly and disabled) begins at a base level of \$339,901 in 2012. This revenue will remain flat in 2013, and then is expected to increase modestly (by 2 percent) in 2014, 2015 and 2016. Sheboygan County's contribution to Metro Connection services was expected to increase slightly (by about 1.5 percent) between 2011 and 2012.

Farebox revenues used to finance regular fixed-route transit service amount to \$305,000 in 2012. The TDP Review Committee has established as policy that every effort should be made not to increase fares over the period covered by this TDP, so farebox revenues remain flat from 2012 through 2016. Farebox revenues from regular fixed-route transit service were expected to decrease somewhat between 2011 and 2012, due to a combination of decreased service and the availability of more economical options to pay fares (such as the day pass).

Farebox revenues from Metro Connection/paratransit passengers begin at a base level of \$442,000 in 2012, then are expected to stay flat each year throughout the period covered by this TDP. Farebox revenues from Metro Connection/paratransit passengers were projected to increase significantly from 2011 to 2012 due to the full implementation of agency fares. The individual paratransit passenger does not pay the full agency fare; most of this fare is passed on to the agency requesting the trip on behalf of the passenger.

Other revenues (advertising services, rental of buildings and other property, investment income, etc.) are expected to increase fairly aggressively between 2012 and 2014, then will increase at a fairly low rate between 2014 and 2016.

Table 1.1
Proposed Financial Plan

Item	Expenses					
	2011	2012	2013	2014	2015	2016
Total Transit and Paratransit Operations	\$4,436,396	\$4,089,408	\$4,130,302	\$4,171,605	\$4,213,321	\$4,255,454
Source	Revenues					
	2011	2012	2013	2014	2015	2016
Federal (Section 5307) and State (Section 85.20)	\$2,550,928	\$2,158,849	\$2,180,437	\$2,202,242	\$2,224,264	\$2,246,507
HUD CDBG Entitlement Funds	\$40,000	\$42,493	\$45,000	\$45,000	\$45,000	\$45,000
City of Sheboygan	\$638,595	\$554,040	\$554,040	\$554,040	\$565,121	\$576,423
City of Sheboygan Falls	\$33,503	\$33,503	\$33,503	\$33,503	\$34,173	\$34,857
Village of Kohler	\$11,572	\$11,572	\$11,572	\$11,572	\$11,803	\$12,040
Sheboygan County (Paratransit)	\$334,761	\$339,901	\$339,901	\$346,699	\$353,633	\$360,706
Farebox - General Operating	\$367,417	\$305,000	\$305,000	\$305,000	\$305,000	\$305,000
Farebox - Metro Connection/Paratransit	\$294,558	\$442,000	\$442,000	\$442,000	\$442,000	\$442,000
Other Revenue	\$165,062	\$202,050	\$218,849	\$231,549	\$232,327	\$232,923
Total Revenues	\$4,436,396	\$4,089,408	\$4,130,302	\$4,171,605	\$4,213,321	\$4,255,454
Balance	\$0	\$0	\$0	\$0	\$0	\$0

Source: City of Sheboygan Parking and Transit Utility, 2011 and 2012 (for 2011 and 2012 expenses and revenues); and Bay-Lake Regional Planning Commission, 2011 and 2012.

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 2011 fare structure.

Full cash fares should remain at \$1.75 throughout the period covered by this TDP. Adult tokens should remain at \$1.30 (ten for \$13.00) and student tokens should remain at \$1.10 (ten for \$11.00) throughout the period covered by this TDP. The student 10-ride pass should remain at \$11.00 throughout the period covered by this TDP. The monthly pass should remain at \$48.00, although Shoreline Metro should continue to make efforts to reduce the cost of the monthly pass (such as applying for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes). Fares should continue to be established in five-cent increments so that providing correct change remains as convenient as possible.

One new fare option that was introduced in 2011 is the day pass, which is priced at \$3.00. The day pass should continue to be offered for \$3.00 throughout the period covered by this TDP.

Table 1.2 also indicates that children under the age of 5 should continue to ride free of charge with appropriate supervision. In addition, transfers should remain free of charge once a fare payment has been made throughout the period covered by this TDP.

Shoreline Metro will maintain discounted fares for senior citizens and individuals with disabilities during non-peak hours of operation, in accordance with federal law. The discounted fare for these passengers will be approximately 50 percent of the full cash fare. The elderly and disabled half fare is recommended to be 85 cents over the period covered by this TDP. Elderly and disabled riders also have the option to purchase a half fare 10-ride pass for \$8.50; this fare option should also be continued throughout the period covered by this TDP.

Table 1.2
Recommended Fare Structure

Fare Category	Actual Fare	Recommended Fare				
	2011	2012	2013	2014	2015	2016
Full Cash Fare	\$1.75	\$1.75	\$1.75	\$1.75	\$1.75	\$1.75
Adult Tokens - each*	\$1.30	\$1.30	\$1.30	\$1.30	\$1.30	\$1.30
Student Tokens - each* (K - 12)	\$1.10	\$1.10	\$1.10	\$1.10	\$1.10	\$1.10
Student 10-Ride Pass (K - 12)	\$11.00	\$11.00	\$11.00	\$11.00	\$11.00	\$11.00
Elderly and Disabled Half Fare**	\$0.85	\$0.85	\$0.85	\$0.85	\$0.85	\$0.85
Elderly and Disabled Half Fare 10-Ride Pass**	\$8.50	\$8.50	\$8.50	\$8.50	\$8.50	\$8.50
Children Under Age 5 (with appropriate supervision)	Free	Free	Free	Free	Free	Free
Transfers (with fare payment)	Free	Free	Free	Free	Free	Free
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

*All tokens are sold in packages of ten.

**Elderly riders must produce Medicare card as proof of eligibility. Disabled riders must produce a Shoreline Metro disabled identification card or ADA paratransit certification as proof of eligibility. Half fare is valid during early morning, mid-day off-peak and evening periods on weekdays, as well as all day on Saturdays.

Source: City of Sheboygan Parking and Transit Utility, 2011; and Bay-Lake Regional Planning Commission, 2011.

Although not shown in Table 1.2, the cash fare for complementary paratransit service provided in accordance with the Americans with Disabilities Act of 1990 (ADA) will continue to be \$3.50 over the period covered by this TDP, or double the adult cash fare of \$1.75.

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 2012, five capital items are recommended for 2013, four capital items are recommended for 2014, three capital items are recommended for 2015, and two capital items are recommended for 2016. The projects are described in detail in Chapter 8, and recommended locations for passenger shelter placement can be found on Map 8.3 in that chapter.

In most cases, the Federal Transit Administration (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. The federal funding for these purchases would normally result from FTA Sections 5307 or 5309 (or FTA Section 5310 in the case of county paratransit vehicles as well as some ADA paratransit vehicles), but could also occasionally come from the Congestion Mitigation and Air Quality Improvement Program (CMAQ) or FTA's "State of Good Repair" program.

For one purchase (replacement of a service van and/or purchase of a four wheel drive vehicle in 2012), the FTA would provide 100 percent of transit capital funds through an American Reinvestment and Recovery Act (ARRA) grant.

Table 1.3
2012 - 2016 Capital Improvements Program
Shoreline Metro

Project Description	Quantity	Total Cost	Year
Replacement of County Paratransit Vehicle**	1	\$66,000	2012
Replacement of Service Vehicles*	1 - 2	\$70,000	2012
Acquisition of AVL/GPS System and Dispatch Software for Paratransit Component of the Transit Operation	1	\$100,000	2012
Installation of Customer Service Office at Downtown Transfer Point	1	\$10,000	2012
Replacement of Forklift	1	\$40,000	2013
Upgrade Camera System for Fixed-Route and Paratransit Vehicles, and Video Security at Downtown Transfer Point	1	\$100,000	2013
Replacement of ADA Paratransit Vehicles**	2	\$124,000	2013
Replacement of County Paratransit Vehicle**	1	\$62,000	2013
Purchase of New Passenger Shelters for Installation at Recommended Locations	5	\$30,000	2013
Replacement of 29-Foot Fixed-Route Buses	3	\$750,000	2014
GFI Farebox Replacement/Farebox Data System Upgrade	1	\$150,000	2014
Replacement of ADA Paratransit Vehicle**	1	\$60,000	2014
Replacement of County Paratransit Vehicles**	2	\$124,000	2014
Replacement of 35-Foot Fixed-Route Buses	4	\$1,400,000	2015
Replacement of County Paratransit Vehicle**	1	\$62,000	2015
Installation of Air Conditioning in Shelter at Downtown Transfer Point	1	\$10,000	2015
Replacement of County Paratransit Vehicle**	1	\$62,000	2016
Purchase of New Passenger Shelters for Installation at Recommended Locations	5	\$30,000	2016

*To be acquired through an ARRA grant (100 percent Federal funding).

**To be wholly or partially acquired through the Section 5310 program (80 percent Federal funding).

Source: Sheboygan Parking and Transit Utility, 2012; and Bay-Lake Regional Planning Commission, 2012.

Marketing Recommendations

Chapter 8 of the TDP includes narrative which describes various marketing recommendations for Shoreline Metro. These recommendations come from the *Sheboygan Transit System Marketing Plan* prepared by Brecon Hill Consulting. Recommendations were provided in the following categories: (1) youth outreach; (2) build adult ridership; (3) revise, produce and promote new public information materials; (4) promote current fare prepayment options and research potential changes that could be used to increase ridership; (5) create ongoing evaluation tools for Shoreline Metro and its marketing programs (including market research activities); and (6) research and structure potential partnership and sponsorship opportunities.

Monitoring Program

Chapter 8 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 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 8 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 be afforded an ex-officio position on the City of Sheboygan Redevelopment Authority. 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 2014. 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.

Implementation Strategy

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

2011

- Apply for Community Development Block Grant (CDBG) funding for transit operations, and apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Discontinuation of the final hour of transit service on weekday evenings.
- Reinstatement of the North and South Shuttles throughout the service day on Saturdays.
- Restructuring of most Shoreline Metro routes.
- Initiate implementation of marketing recommendations.

2012

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of one county paratransit vehicle (Section 5310 project).
- Replacement of one service van and/or purchase of one four-wheel drive vehicle (ARRA project).

- Acquisition of AVL/GPS system and dispatch software for the paratransit component of the transit operation.
- Installation of a customer service office at the downtown transfer point.
- Continued restructuring of Shoreline Metro routes.
- Continue to implement marketing recommendations.
- Conduct ridership opinion survey.

2013

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of forklift.
- Upgrade camera system for fixed-route and paratransit vehicles and for video security at the downtown transfer point.
- Replacement of two ADA paratransit vehicles (one vehicle will be funded through Section 5310).
- Replacement of one county paratransit vehicle (Section 5310 project).
- Purchase of five (5) new passenger shelters for installation at recommended locations.
- Continue to implement marketing recommendations.
- Conduct boarding and alighting survey.

2014

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of three (3) 29-foot fixed-route buses.
- Upgrade of farebox data system (including replacement of GFI fareboxes).
- Replacement of one ADA paratransit vehicle (Section 5310 project).
- Replacement of two county paratransit vehicles (Section 5310 project).
- Continue to implement marketing recommendations.
- Conduct “mid-course review” of the TDP.
- Conduct ridership opinion survey.

2015

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of four (4) 35-foot fixed-route buses.

- Replacement of one county paratransit vehicle (Section 5310 project).
- Installation of air conditioning in the shelter at the downtown transfer point.
- Continue to implement marketing recommendations.
- Conduct boarding and alighting survey.
- Begin work on a TDP Update.

2016

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of one county paratransit vehicle (Section 5310 project).
- Purchase of five (5) new passenger shelters for installation at recommended locations.
- Continue to implement marketing recommendations.
- Conduct ridership opinion survey.
- Complete updated TDP.

Fare and service changes for 2012 through 2016 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).

CHAPTER 2: INTRODUCTION

STUDY PURPOSE

The Bay-Lake Regional Planning Commission (BLRPC) completed a Transit Development Program (TDP) for the Sheboygan Parking and Transit Utility for the period between 2012 and 2016. The area considered in this study consists of the Cities of Sheboygan and Sheboygan Falls and the Village of Kohler, located within the Sheboygan Urbanized Area in Wisconsin.

Public transit services have been provided for decades in Sheboygan. Similar to several other communities, the City of Sheboygan had to assume operation of the public transportation system when that system was no longer profitable for a private operator in the early 1970s. The City of Sheboygan has continued to operate Shoreline Metro as a service to the community and area.

Shoreline Metro has exhibited a trend in public transportation which is common to many communities of similar size. This trend has involved the decline of ridership while operating costs have continued to increase. With this trend, the increased scrutiny of transit funding at all levels of government, and increased public demands for improved transit services, it is appropriate to develop a short-range plan for public transportation services in the community and area. This planning process permits careful consideration of factors expected to impact transit services (including the need for such services) over the next five years, as well as the development of a strategy to optimize the use of capital and operational funding to meet the needs of the service area. This plan involves careful consideration of the appropriate future direction for public transportation services in the Sheboygan area, as well as the appropriate manner in which such services should be provided.

ISSUES TO BE ADDRESSED

Specific issues addressed in the TDP planning process included the following:

- What do passengers think of Shoreline Metro? (See Chapter 3).
- At what locations do passengers board the bus the most in the transit service area? (Chapter 4).
- What are the most productive and least productive routes and route segments of Shoreline Metro? (Chapters 4 and 5).
- How does Shoreline Metro compare to peer transit operations around the Midwest in terms of various performance measures? (Chapter 5).
- What goals, objectives and standards are appropriate for the future of Shoreline Metro? (Chapter 6).
- Are fixed-route transit operations the most appropriate strategy for the Sheboygan area, or should other operational strategies be pursued? (Chapter 7).
- What types of transit service (fixed-route, demand response, route deviation, or a combination of these) are appropriate for the many individual transit markets in the Sheboygan area? (Chapter 7).
- If fixed-route service is appropriate for the transit service area, then does fixed-route service need radical reform, or are minor modifications to routes adequate? (Chapter 7).

- What additions and deletions to transit service are appropriate? (Chapter 8).
- What is the short-term outlook for operating revenues from federal and state sources? (Chapter 8).
- Should communities in the service area be willing to assume an increased local funding responsibility for transit services? (Chapter 8).
- What appropriate fare policy should be implemented by Shoreline Metro? (Chapter 8).
- What capital projects should be pursued to achieve transit goals? (Chapter 8).
- How should Shoreline Metro market itself over the next five years? (Chapter 8).
- How can changing demographics and land use patterns best be accommodated by Shoreline Metro? (Chapter 8).
- What methods should Shoreline Metro utilize to internally monitor its performance? (Chapter 8).
- What land use policies should be established to facilitate public transportation service? (Chapter 8).
- How can transit be used to achieve mobility and land use goals? (Chapter 8).
- What is the appropriate implementation sequence for recommendations made in this plan? (Chapter 8).

PLANNING PROCESS

The development of this Sheboygan TDP involved a substantial amount of research in the service area and the analysis of 14 alternative service configurations for the provision of transit service in the Sheboygan area. The Bay-Lake Regional Planning Commission collected and analyzed data concerning current characteristics of the transit system and of the service area. Two separate surveys were conducted to obtain: (1) the opinions of transit riders; and (2) a sense of route ridership patterns. Other items developed in the planning process included: a peer system analysis; a cost allocation model; analysis of productivity by route; and goals, objectives and standards for the TDP. All of this information was used to develop alternative service configurations which were analyzed in the process of developing a recommended plan for public transportation in the Sheboygan area. The “implementation strategy” section of the recommended plan establishes the direction for achieving key recommendations in this TDP.

Meetings and public input sessions were conducted throughout this study. The meetings included the Sheboygan Transit Commission, Shoreline Metro staff, the Sheboygan Metropolitan Planning Organization (MPO) Technical and Policy Advisory Committees, and the Bay-Lake Regional Planning Commission. The TDP Review Committee met on 13 occasions to review TDP elements from May 2010 to June 2012. Two public input meetings regarding recommended plan elements to be implemented in 2012 were held at the Mead Public Library in October of 2011. In addition, a public comment period on the draft TDP was held in May and early June of 2012; this included a public information meeting regarding the TDP that was held in mid May of 2012. This TDP is a joint effort of the Sheboygan Transit Commission, local citizens, the Bay-Lake Regional Planning Commission, the affected local governmental bodies, and the Wisconsin Department of Transportation.

CHAPTER 3: RIDERSHIP OPINION

INTRODUCTION

A survey was conducted by the Bay-Lake Regional Planning Commission (with the assistance of a subcontractor) to assess ridership opinion concerning Shoreline Metro services. The first section of this report discusses findings from the 2009 passenger opinion survey. The second section of this report compares the results of the 2009 survey to previous passenger opinion surveys; all of these surveys were conducted by the Bay-Lake Regional Planning Commission.

2009 ON-BOARD RIDERSHIP OPINION SURVEY

Methodology

The ridership opinion survey was conducted to gather data from users of Shoreline Metro. The survey was conducted on October 13, 2009. Riders on all regular (non-school tripper) transit routes were surveyed for the span of one day of typical weekday service. The objectives of the survey were to identify the profile of existing transit users, to determine how current users rate Shoreline Metro, and to determine how various factors would influence riders' use of the transit system. A total of 755 usable questionnaires was collected; of these, 508 involved completion of the full survey, while an additional 247 forms involved completion of the first two questions of the survey (repeat riders).

The questionnaire for the ridership opinion survey was designed to rate Shoreline Metro on nine attributes of transit service. The attributes included: (1) riding comfort of buses; (2) interior and exterior cleanliness of buses; (3) timeliness of buses; (4) courtesy of drivers; (5) ease of understanding bus routes; (6) cost of service; (7) time it takes to reach one's destination using bus service; (8) passenger safety; and (9) hours of service.

The passenger opinion survey consisted of 18 questions with a free response section at the end. These questions were designed to be brief and easily completed in a short period of time. The survey was presented to riders as a single two-sided sheet, and alternative formats of the survey were available in large print for the visually impaired as well as in Spanish. First-time riders were asked to complete the entire questionnaire, while repeat riders were asked to complete only the first two questions of the survey.

Characteristics of Transit Riders

Trip Purpose

The most common trip purposes were: school (232 responses, or 30.7 percent); shopping (230 responses, or 30.5 percent); work related (216 responses, or 28.6 percent); and personal business (159 responses, or 21.1 percent). Other common trip purposes were: medical (131 responses, or 17.4 percent); social/recreational (97 responses, or 12.8 percent); and "other" trip purposes (67 responses, or 8.9 percent). Only 40 respondents (or 5.3 percent of all respondents) listed a human service agency visit as their trip purpose. Percentages in this trip category added to over 100 percent because respondents were encouraged to check all responses that applied, and some individuals had multiple purpose trips.

Method of Travel if the Bus Were Not Available

Respondents were asked how they would get to their destinations if the bus were not available. Some 206 respondents (27.3 percent) stated that they would walk to their destinations if the bus were not available. Equal numbers of respondents (104 respondents for each option, or 13.8

percent) indicated that they would either ride as a passenger in someone's vehicle or would not make their trip at all if transit service were not available. Some 77 respondents (10.2 percent) indicated that they would utilize taxi service if transit service were not available. In addition, 41 respondents (5.4 percent) stated that they would travel by bicycle to their destinations if transit service were not available. Another 23 respondents (3.0 percent) noted that they would drive a vehicle to their destinations if transit service were not available. Finally, ten respondents (1.3 percent) gave other responses to this question. Some 190 respondents (25.2 percent) did not answer this question.

Frequency of Ridership

The highest percentage of respondents (37.0 percent) rode Shoreline Metro 3 to 6 times per week, with 29.2 percent riding more than 10 times per week, and with 18.7 percent riding 7 to 10 times per week. Some 11.5 percent of respondents rode Shoreline Metro 1 to 2 times per week, and only about 3.7 percent of respondents rode Shoreline Metro less than once per week. Some 487 of the 508 respondents to the full survey answered this question.

Residential Distance from Nearest Bus Stop

Some 53.8 percent of the respondents stated that they lived within one block of a Shoreline Metro bus stop, with 79.8 percent of the respondents living within three blocks of a Shoreline Metro bus stop, the traditional service area standard. Some 476 of the 508 respondents to the full survey answered this question.

Availability of Public Transportation as a Factor in Choice of Housing Location

Some 41.9 percent of the respondents stated that the availability of public transportation was a factor in where they chose to reside. Some 434 of the 508 respondents to the full survey answered this question.

Possession of Driver's License

Some 82.4 percent of the respondents did not possess a driver's license. Some 484 of the 508 respondents to the full survey answered this question.

Vehicle Availability for This Trip

Some 86.4 percent of the respondents did not have a personal vehicle available for the transit trip which they were making. Some 470 of the 508 respondents to the full survey answered this question.

Number of Vehicles in Household

Some 50.5 percent of the respondents had no vehicle in their household, with an additional 25.1 percent of respondents having only one vehicle in their household. Some 475 of the 508 respondents to the full survey answered this question.

Disability Which Impacts Use of Transit Service

Over 12.2 percent of the respondents stated that they had some type of disability which impacted their use of transit service. Some 466 of the 508 respondents to the full survey answered this question.

Gender of Respondents

Females constituted the majority of respondents (56.5 percent), while males comprised 43.5 percent of respondents. Some 414 of the 508 respondents to the full survey answered this question.

Age of Respondents

Some 26.5 percent of respondents were under 18 years of age; of these, 14.6 percent were under age 16, while 11.9 percent were age 16 or 17. Other frequent age categories among respondents included: 18 to 24 (13.8 percent); 25 to 34 (12.2 percent); 35 to 44 (11.9 percent); and 45 to 54 (13.6 percent). Only 8.6 percent of respondents were age 65 or older. Some 419 of the 508 respondents to the full survey answered this question.

Ethnic Background of Respondents

Some 72.6 percent of respondents were Caucasian, 9.5 percent were Hispanic/Latino, 6.0 percent were African American, 5.8 percent were Asian American, 5.1 percent were Native American, and slightly less than 1.0 percent were of “other” ethnic background. Some 431 of the 508 respondents to the full survey answered this question.

Number of Persons in Household

Some 29.4 percent of respondents resided in a one person household, while an additional 18.7 percent of respondents lived in a two person household. In addition, some 15.4 percent of respondents resided in a three person household, while an additional 11.9 percent of respondents had four persons in their household. Finally, 24.6 percent of respondents had five or more persons in their household. Some 395 of the 508 respondents to the full survey answered this question.

Occupational Status of Respondents

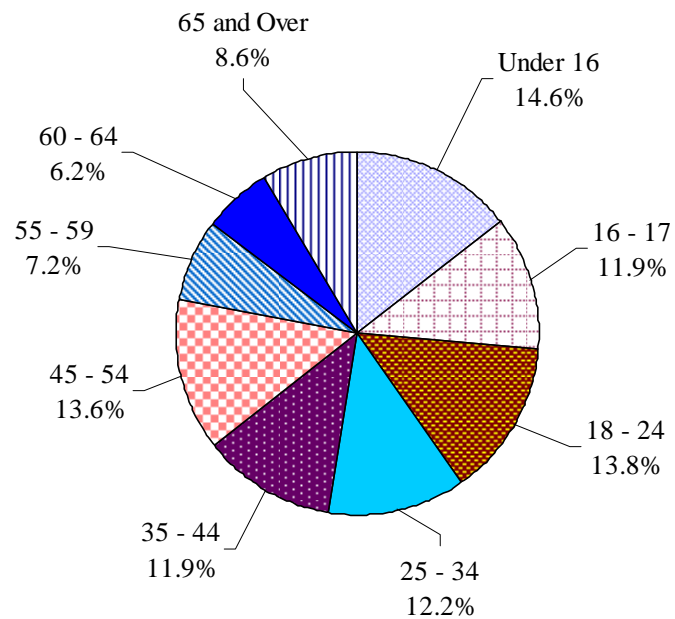
Some 23.6 percent of respondents stated that they were employed part time. Another 22.0 percent of respondents indicated that they were unemployed. Equal numbers of respondents (19.1 percent) were either employed full time or were students. Some 9.5 percent of respondents reported that they were retired. An additional 1.9 percent of respondents commented that they were homemakers. Some 1.2 percent of respondents stated that they were temporarily laid off. Finally, 3.6 percent of respondents indicated “other” as their employment status, with “disability,” “self employment,” “military service” and “volunteering” given as typical responses under this category. Some 419 of the 508 respondents to the full survey answered this question.

Household Income Levels of Respondents

The largest annual household income group represented among respondents was the under \$10,000 income group (47.2 percent), with the second highest being the \$10,000 to \$19,999 income group (24.5 percent), and with the third highest being the \$20,000 to \$29,999 income group (12.2 percent). Generally, as annual household income increases, percentage of respondents in the income category decreases. Some 335 of the 508 respondents to the full survey answered this question, which is a higher response rate to this question than what was obtained in previous ridership opinion surveys.

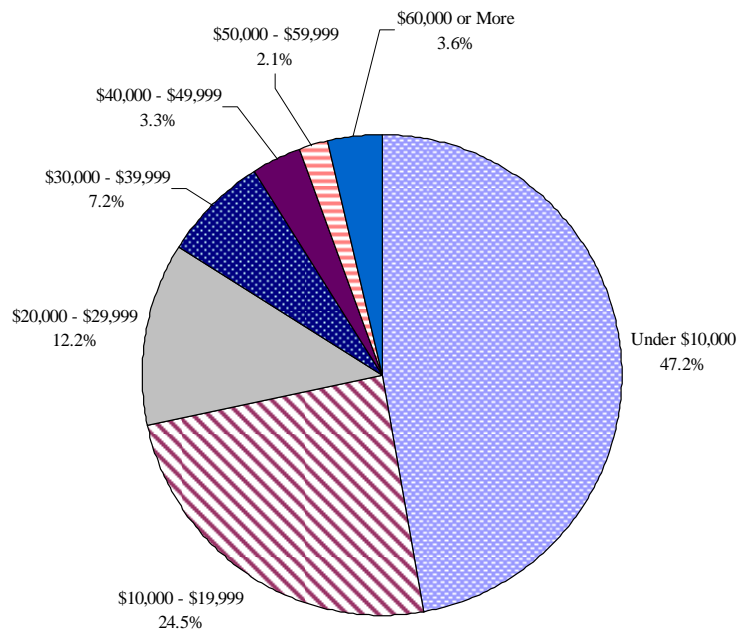
These and other demographic characteristics are shown in Figures 3.1 and 3.2, as well as in Tables 3.1 through 3.4.

Figure 3.1: Ages of 2009 Ridership Opinion Survey Respondents



Source: Bay-Lake Regional Planning Commission, 2009.

Figure 3.2: Annual Household Income Levels of 2009 Ridership Opinion Survey Respondents



Source: Bay-Lake Regional Planning Commission, 2009.

Table 3.1: Employment Status of 2009 Ridership
Opinion Survey Respondents

Employment Status	Percentage
Part-Time Employment	23.6%
Unemployed	22.0%
Full-Time Employment	19.1%
Student	19.1%
Retired	9.5%
Homemaker	1.9%
Temporarily Laid Off	1.2%
Other	3.6%

Source: Bay-Lake Regional Planning Commission, 2009.

Table 3.2: Ages of 2009 Ridership Opinion Survey Respondents

Age Category	Percentage
Under 16	14.6%
16 - 17	11.9%
18 - 24	13.8%
25 - 34	12.2%
35 - 44	11.9%
45 - 54	13.6%
55 - 59	7.2%
60 - 64	6.2%
65 and Over	8.6%

Source: Bay-Lake Regional Planning Commission, 2009.

Table 3.3: Household Income Levels of 2009
Ridership Opinion Survey Respondents

Household Income Level	Percentage
Under \$10,000 Annually	47.2%
\$10,000 to \$19,999 Annually	24.5%
\$20,000 to \$29,999 Annually	12.2%
\$30,000 to \$39,999 Annually	7.2%
\$40,000 to \$49,999 Annually	3.3%
\$50,000 to \$59,999 Annually	2.1%
\$60,000 or More Annually	3.6%

Source: Bay-Lake Regional Planning Commission, 2009.

Table 3.4: Trip Purposes of 2009 Ridership Opinion Survey Respondents

Trip Purpose	Percentage
School	30.7%
Shopping	30.5%
Work Related	28.6%
Personal Business	21.1%
Medical	17.4%
Social/Recreational	12.8%
Human Service Agency Visit	5.3%
Other	8.9%

Source: Bay-Lake Regional Planning Commission, 2009.

NOTE: Percentages add to over 100 percent because respondents were encouraged to check all responses that applied, and some respondents had multiple purpose trips.

Rating of Shoreline Metro Attributes

Overall, respondents to the passenger opinion survey rated Shoreline Metro very well. Most characteristics received strongly positive mean ratings. There were no characteristics which had a mean rating of less than 2.00 on a scale with “1” being poor and with “3” being good. The rated attributes of Shoreline Metro are shown in Table 3.5, with the most positively rated attribute appearing first.

Using the scale for rating attributes, any attribute rated at 2.50 or higher overall is considered to have a positive rating. An attribute rated at 2.75 or higher overall is considered to have a strongly positive rating. Two of the nine attributes (driver courtesy and passenger safety) received strongly positive mean ratings, while five additional attributes received positive mean ratings. Two other attributes (cost of service and hours of service) received mean ratings in the neutral to slightly positive range.

Table 3.5: Ranked Attributes of Shoreline Metro According to 2009 Ridership Opinion Survey Respondents

Rank	Attribute	Mean Rating
1	Courtesy of Driver	2.79
2	Passenger Safety	2.75
3	Interior/Exterior Cleanliness of Bus	2.71
4	Ease of Understanding Bus Routes	2.66
5	Length of Ride Time	2.60
6	Buses Run on Schedule	2.59
7	Riding Comfort of Buses	2.54
8	Hours of Service	2.42
9	Cost of Service	2.32

Source: Bay-Lake Regional Planning Commission, 2009.

For further analysis of the data collected from Shoreline Metro users, the respondents were divided into subcategories. The categories of age, trip purpose and gender of the respondents were analyzed separately. The age classification divided respondents into two categories: under age 18 and age 18 and over. The trip purpose classification was based on work trips and non-

work trips. Table 3.6 shows the rating of the Shoreline Metro attributes by age category and by work or non-work trip purpose.

As seen by the responses in Table 3.6, passengers 18 years of age and older gave higher ratings for eight of nine attributes of the Shoreline Metro operation when compared to passengers under 18 years of age, the only exception being hours of service. Both groups came closest in their ratings regarding hours of service; both age groups were within one tenth of a point of one another for this attribute. The two groups came within one and two tenths of a point of each other in regard to the following attributes: passenger safety; ease of understanding bus routes; length of ride time; and riding comfort of buses. The two groups came within two and three tenths of a point of one another in regard to the following attributes: courtesy of driver; interior/exterior cleanliness of buses; and buses run on schedule. Both groups were furthest in their ratings regarding the cost of service, with a nearly four tenths of a point difference between the age groups. Respondents from both age groups rated passenger safety and driver courtesy as their top two attributes (but in reverse order). Respondents under age 18 rated the cost of service as their lowest attribute, while respondents age 18 and over rated hours of service as their lowest attribute.

Table 3.6 indicates that ratings of transit system attributes were fairly similar regardless of work or non-work trip purpose. Respondents with a work trip purpose tended to rate the attributes higher than respondents with a non-work trip purpose, with one exception: hours of service. Both categories of respondents were within one tenth of a point of one another for the following attributes: courtesy of driver; interior/exterior cleanliness of buses; length of ride time; buses run on schedule; and riding comfort of buses. Both categories of respondents were within one and two tenths of a point of each other in regard to the following attributes: passenger safety; ease of understanding bus routes; cost of service; and hours of service. Both categories of respondents rated seven of the nine attributes of transit service as “good.” However, both categories of respondents rated hours of service and cost of service in the “neutral” to “good” range.

Table 3.6: Ranking and Rating of Attributes of Shoreline Metro by Age and Trip Purpose Respondent

Rank	Respondents Under Age 18	Respondents Age 18 and Over	Respondents with a Non-Work Trip Purpose	Respondents with a Work Trip Purpose
1	Passenger Safety (2.64)	Courtesy of Driver (2.87)	Courtesy of Driver (2.77)	Courtesy of Driver (2.85)
2	Courtesy of Driver (2.64)	Passenger Safety (2.80)	Passenger Safety (2.71)	Passenger Safety (2.82)
3	Ease of Understanding Bus Routes (2.58)	Interior/Exterior Cleanliness of Bus (2.79)	Interior/Exterior Cleanliness of Bus (2.70)	Ease of Understanding Bus Routes (2.75)
4	Interior/Exterior Cleanliness of Bus (2.56)	Ease of Understanding Bus Routes (2.72)	Ease of Understanding Bus Routes (2.62)	Interior/Exterior Cleanliness of Bus (2.73)
5	Length of Ride Time (2.52)	Buses Run on Schedule (2.66)	Length of Ride Time (2.59)	Length of Ride Time (2.64)
6	Hours of Service (2.47)	Length of Ride Time (2.64)	Buses Run on Schedule (2.57)	Buses Run on Schedule (2.63)
7	Riding Comfort of Buses (2.47)	Riding Comfort of Buses (2.59)	Riding Comfort of Buses (2.54)	Riding Comfort of Buses (2.56)
8	Buses Run on Schedule (2.44)	Cost of Service (2.43)	Hours of Service (2.45)	Cost of Service (2.40)
9	Cost of Service (2.05)	Hours of Service (2.40)	Cost of Service (2.28)	Hours of Service (2.33)

Source: Bay-Lake Regional Planning Commission, 2009.

NOTE: Numbers in parentheses are the weighted averages for respondents under each of the above categories.

The responses of male passengers and female passengers also have been compared. Table 3.7 indicates the relationship between these two classifications of respondents. Ratings between male and female respondents were less than one tenth of a point apart for eight of the nine attributes. Males rated hours of service 0.15 of a point higher than females. Males also rated interior/exterior cleanliness of buses slightly higher than females. Males and females essentially gave the same rating to the transit attribute “buses run on schedule.” For all other attributes, females rated the attributes slightly higher than males.

Table 3.7: Ranking and Rating of Attributes of Shoreline Metro by Gender

Male Respondents			Female Respondents		
Rank	Attribute	Average Rating	Rank	Attribute	Average Rating
1	Courtesy of Driver	2.80	1	Courtesy of Driver	2.81
2	Interior/Exterior Cleanliness of Bus	2.76	2	Passenger Safety	2.76
3	Passenger Safety	2.75	3	Interior/Exterior Cleanliness of Bus	2.71
4	Ease of Understanding Bus Routes	2.67	4	Ease of Understanding Bus Routes	2.69
5	Length of Ride Time	2.60	5	Length of Ride Time	2.62
6	Buses Run on Schedule	2.60	6	Buses Run on Schedule	2.60
7	Riding Comfort of Buses	2.53	7	Riding Comfort of Buses	2.59
8	Hours of Service	2.50	8	Cost of Service	2.36
9	Cost of Service	2.28	9	Hours of Service	2.35

Source: Bay-Lake Regional Planning Commission, 2009.

NOTE: Numbers in parentheses are the weighted averages for respondents under each of the above categories.

Transit Usage Influence Factors

In addition to the rating of Shoreline Metro attributes, respondents were asked to indicate how a series of factors would influence their usage of transit. The rating scale for these factors ranges from “1,” indicating that the respondent would ride less often, to “2,” having no effect, to “3,” indicating that the respondent would ride more often.

Table 3.8 indicates influences which would increase or decrease the amount of usage by existing weekday transit riders. Factors which had the greatest potential to increase ridership according to survey respondents included: (1) more frequent bus travel; (2) building better waiting areas (passenger shelters); (3) having the bus stop at the nearest corner to one’s house; (4) making transfers easier; (5) making it easier to know all of the routes and schedules; (6) having special discounts to ride the bus offered through one’s employer; and (7) implementing a weekly bus pass. Factors in which survey respondents were more neutral as to the factor’s ability to attract or decrease ridership included: (1) having transit maps and schedules available in one’s language; and (2) providing training on how to use the bus. 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 route 7 to 8 blocks from one’s house. Tabulations in Table 3.8 are for the entire survey sample.

Table 3.8: Transit Usage Influence Factor Ratings According to 2009 Ridership Opinion Survey Respondents

Rank	Factor	Mean Rating
1	Buses Travel More Frequently	2.55
2	Better Waiting Areas are Built	2.45
3	Bus Stops on Nearest Corner to House	2.42
4	Transfers Become Much Easier	2.42
5	Becomes Easier to Know Routes/Schedules	2.38
6	Special Discounts Offered Through Employer	2.35
7	Weekly Bus Pass is Implemented	2.32
8	Transit Maps/Schedules Become Available in One's Language	2.22
9	Training Provided on How to Use the Bus	2.17
10	Fares Increase by 25 Cents	1.71
11	Bus Route is Moved 7 to 8 Blocks from House	1.51

Source: Bay-Lake Regional Planning Commission, 2009.

Table 3.9 indicates transit usage influence factors based on the age category and work or non-work trip purpose of the respondent. Table 3.9 indicates that the top transit usage influence factor for respondents under age 18 was making transfers much easier, while the top transit usage influence factor for respondents age 18 and over was having buses travel more frequently. Other leading (top three) transit usage influence factors in both age groups included: (1) having the bus stop on the nearest corner to one’s house; and (2) building better waiting areas (passenger shelters). Table 3.9 also indicates that the two factors that would drive respondents away from transit usage in both age groups are: (1) a 25 cent fare increase; and (2) having the bus route moved 7 to 8 blocks from the home of the respondent.

Table 3.9 indicates that there were certain factors which, not surprisingly, were rated and ranked higher among the age 18 and over group, including: (1) having buses travel more frequently; (2) offering special discounts through employers; and (3) implementing a weekly bus pass. “Convenience” factors (such as building better waiting areas, having the bus stop at the nearest corner to one’s house, and making transfers easier) were rated higher among those under age 18

than among those age 18 and over. Respondents under age 18 also rated making it easier to know routes and schedules, having transit maps and schedules available in other languages, and providing training on how to use the bus higher than respondents age 18 and over. Among the two factors that drove respondents away from transit usage, respondents under age 18 were more sensitive to a fare increase, while respondents age 18 and over were more sensitive to moving a bus route 7 to 8 blocks further from their house.

Table 3.9: Transit Usage Influence Factors by Age and Trip Purpose of Respondent

Rank	Respondents Under Age 18	Respondents Age 18 and Over	Respondents with a Non-Work Trip Purpose	Respondents with a Work Trip Purpose
1	Transfers Become Much Easier (2.49)	Buses Travel More Frequently (2.59)	Buses Travel More Frequently (2.48)	Buses Travel More Frequently (2.68)
2	Bus Stops on Nearest Corner to House (2.48)	Better Waiting Areas are Built (2.44)	Better Waiting Areas are Built (2.43)	Special Discounts Offered Through Employer (2.50)
3	Better Waiting Areas are Built (2.47)	Bus Stops on Nearest Corner to House (2.41)	Bus Stops on Nearest Corner to House (2.42)	Better Waiting Areas are Built (2.50)
4	Becomes Easier to Know Routes/Schedules (2.44)	Transfers Become Much Easier (2.40)	Transfers Become Much Easier (2.40)	Transfers Become Much Easier (2.45)
5	Transit Maps/Schedules Become Available in One's Language (2.36)	Special Discounts Offered Through Employer (2.37)	Becomes Easier to Know Routes/Schedules (2.38)	Bus Stops on Nearest Corner to House (2.43)
6	Buses Travel More Frequently (2.31)	Becomes Easier to Know Routes/Schedules (2.36)	Special Discounts Offered Through Employer (2.28)	Weekly Bus Pass is Implemented (2.41)
7	Special Discounts Offered Through Employer (2.28)	Weekly Bus Pass is Implemented (2.35)	Weekly Bus Pass is Implemented (2.28)	Becomes Easier to Know Routes/Schedules (2.37)
8	Training Provided on How to Use the Bus (2.24)	Transit Maps/Schedules Become Available in One's Language (2.19)	Transit Maps/Schedules Become Available in One's Language (2.25)	Transit Maps/Schedules Become Available in One's Language (2.16)
9	Weekly Bus Pass is Implemented (2.19)	Training Provided on How to Use the Bus (2.15)	Training Provided on How to Use the Bus (2.18)	Training Provided on How to Use the Bus (2.13)
10	Fares Increase by 25 Cents (1.66)	Fares Increase by 25 Cents (1.73)	Fares Increase by 25 Cents (1.70)	Fares Increase by 25 Cents (1.75)
11	Bus Route is Moved 7 to 8 Blocks from House (1.60)	Bus Route is Moved 7 to 8 Blocks from House (1.49)	Bus Route is Moved 7 to 8 Blocks from House (1.52)	Bus Route is Moved 7 to 8 Blocks from House (1.49)

Source: Bay-Lake Regional Planning Commission, 2009.

NOTE: Numbers in parentheses are the weighted averages for respondents under each of the above categories.

Table 3.9 indicates that for seven of the eleven transit usage influence factors, respondents with a work trip purpose rated factors higher than respondents with a non-work trip purpose. Of the four factors rated higher by respondents with a non-work trip purpose, three of these relate to educational materials and efforts (making it easier to know all the routes and schedules, making transit maps and schedules available in one's language, and providing training on how to use the bus). This indicates that respondents with a work trip purpose feel less of a need to learn about transit services, most likely because they feel that they are already very familiar with these services.

Table 3.9 indicates that having buses travel more frequently was rated highest by respondents in both groups (non-work trip purpose and work trip purpose), with building better waiting areas also being among the top three factors in both groups. Respondents with a non-work trip purpose thought that having the bus stop on the nearest corner to their house was a "top three factor," while respondents with a work trip purpose were of the opinion that having special discounts offered through their employer was a "top three factor." Making transfers easier was ranked fourth by both groups, and the four lowest ranked factors were identical for both groups. Again, increasing fares by 25 cents and moving the bus route 7 to 8 blocks away from one's home tended to drive respondents away from transit usage, although respondents with a non-

work trip purpose were more sensitive to a fare increase, while respondents with a work trip purpose were more sensitive to moving a bus route 7 to 8 blocks further from their home.

Table 3.10 indicates transit usage influence factors based on the gender of the respondent. Generally, male passengers tended to rate the transit usage influence factors lower than female respondents, with two exceptions noted below. Both male and female respondents considered more frequent travel by buses as their highest ranked transit usage influence factor, and considered the building of better waiting areas to be their second highest ranked transit usage influence factor. Both male and female respondents had the same transit usage influence factors ranked third through fifth (although they were in a different order between male and female respondents), and had similar rankings on their sixth, seventh, eighth and ninth highest transit usage influence factors. In addition, both male and female respondents indicated that there were two factors that would decrease their amount of transit usage: (1) a 25 cent fare increase; and (2) having the bus route moved 7 to 8 blocks from the home of the respondent; female respondents were more sensitive to these transit usage influence factors (i.e.: lower ratings) than their male counterparts.

Table 3.10: Transit Usage Influence Factors by Gender of Respondent

Male Respondents			Female Respondents		
Rank	Factor	Average Rating	Rank	Factor	Average Rating
1	Buses Travel More Frequently	2.45	1	Buses Travel More Frequently	2.63
2	Better Waiting Areas are Built	2.41	2	Better Waiting Areas are Built	2.51
3	Becomes Easier to Know Routes/Schedules	2.37	3	Bus Stops on Nearest Corner to House	2.48
4	Bus Stops on Nearest Corner to House	2.35	4	Transfers Become Much Easier	2.46
5	Transfers Become Much Easier	2.35	5	Becomes Easier to Know Routes/Schedules	2.40
6	Special Discounts Offered Through Employer	2.33	6	Special Discounts Offered Through Employer	2.39
7	Weekly Bus Pass is Implemented	2.26	7	Weekly Bus Pass is Implemented	2.37
8	Transit Maps/Schedules Become Available in One's Language	2.20	8	Transit Maps/Schedules Become Available in One's Language	2.23
9	Training Provided on How to Use the Bus	2.14	9	Training Provided on How to Use the Bus	2.18
10	Fares Increase by 25 Cents	1.77	10	Fares Increase by 25 Cents	1.67
11	Bus Route is Moved 7 to 8 Blocks from House	1.58	11	Bus Route is Moved 7 to 8 Blocks from House	1.46

Source: Bay-Lake Regional Planning Commission, 2009.

NOTE: Numbers in parentheses are the weighted averages for respondents under each of the above categories.

Opinion on Whether Bus Service Hours Should be Adjusted

Some 400 survey respondents answered the question “Should the bus service hours be adjusted?” Of these, 170 (42.5 percent) responded affirmatively. Of the 170 affirmative responses, 125 individuals took the time to explain their affirmative response. Of these respondents:

- Some 34 respondents wanted a combination of expanded services (any combination of early morning service, late night service, longer Saturday service, and/or reinstatement of some form of Sunday service), with two or more of these listed in the response;
- Some 24 respondents asked for reinstatement of Sunday transit service;
- Some 23 respondents asked for reinstatement of late night transit service;
- Some 21 respondents asked for more frequent (usually meaning half hour) transit service in the early morning, weekday evenings and on Saturdays; and
- Ten respondents requested a longer service day on Saturdays.

In addition, smaller numbers of respondents requested that (1) the 40 minute headways for the main city routes of Shoreline Metro during the afternoon peak period be restored to 30 minute headways (three responses); that there be more service on the Kohler/Sheboygan Falls Route (three responses); that there be 15 minute headways on the main city routes of Sheboygan Transit during the afternoon peak period (two responses); that half hour service be restored to the Mall Route at all times (two responses); that more frequent service be provided to UW Sheboygan (one response); and that a route be established (with infrequent service) to connect the transit service area to the City of Plymouth (one response). There were also a small number of written responses that did not specify a form of expanded service.

COMPARISON OF PASSENGER OPINION SURVEY FINDINGS

Demographics Compared

Age, gender and household income statistics were compared to better establish the relationship between the various populations being discussed in this analysis. In Table 3.11, Shoreline Metro's 1996, 2001, 2005 and 2009 passenger opinion survey and 2000 Census demographic data are presented. These comparisons are important in assessing the strengths and weaknesses of each type of data discussed.

Table 3.11: Comparison of Survey Respondent Groups

Characteristic	1996 Ridership Opinion Survey	2001 Ridership Opinion Survey	2005 Ridership Opinion Survey	2009 Ridership Opinion Survey	2000 Census Data
Age					
Under 18	31%	26%	24%	26%	25%
18 - 24	13%	18%	16%	14%	9%
25 - 34	14%	14%	12%	12%	14%
35 - 44	13%	17%	16%	12%	16%
45 - 54	10%	13%	15%	14%	12%
55 - 64	9%	6%	11%	13%	8%
65 and Over	10%	6%	6%	9%	16%
Gender					
Male	38%	40%	44%	43%	49%
Female	62%	60%	56%	57%	51%
Annual Household Income					
Under \$10,000	39%	34%	33%	47%	7%
\$10,000 - \$19,999	27%	25%	28%	24%	12%
\$20,000 - \$29,999	12%	18%	14%	12%	15%
\$30,000 or More	22%	23%	25%	16%	66%

Source: U.S. Bureau of the Census, 2000; and Bay-Lake Regional Planning Commission, 1996, 2001, 2005 and 2009.

As Table 3.11 illustrates, the proportion of individuals under the age of 18 utilizing regular routes of the transit operation and responding to the survey has declined somewhat since 1996, but has stayed relatively stable since 2001, and is proportional to the share of the population in this age group in the transit service area according to the 2000 Census. The proportion of young adults (ages 18 to 24) responding to the survey was lower than it was in 2001 and in 2005, but is higher than it was in 1996, and is higher than the share of the population in this age group in the transit service area according to the 2000 Census. The proportion of persons in the 25 to 34 age group responding to this survey is slightly lower than it was in 1996 and in 2001, and is also slightly lower than the share of the population in this age group in the transit service area according to the 2000 Census, but is equivalent to the proportion in this age group from the 2005 survey.

Table 3.11 also indicates that the proportion of persons in the 35 to 44 age group was lower in 2009 than it was in 1996, 2001 and 2005, and was also lower than the share of the population in this age group in the transit service area according to the 2000 Census. The proportion of individuals in the 45 to 54 age group in 2009 was higher than it was in 1996, was equivalent to what it was in 2001 and 2005, and was slightly higher than the share of the population in this age group in the transit service area according to the 2000 Census. The proportion of persons age 55 to 64 in the universe responding to the 2009 survey was higher than what was observed in 1996, 2001 and 2009, and is significantly higher than the share of the population in this age group according to the 2000 Census. Finally, the proportion of persons age 65 and over in the universe responding to the 2009 survey was similar to what was observed in 1996 and higher than what was observed in 2001 and 2005, but is significantly lower than the share of the population in this age group in the transit service area according to the 2000 Census.

In the four most recent passenger opinion surveys that have been conducted for Shoreline Metro, the percentage of females responding to the survey has exceeded the proportion of females in the transit service area according to the 2000 Census. However, the gap between female and male respondents has narrowed, and the percentages of female respondents to the 2005 and 2009 surveys are not as high as they were for the 1996 and 2001 surveys.

In all four of the most recent passenger opinion surveys that have been conducted for Shoreline Metro, a higher percentage of respondents reported lower annual household incomes (less than \$20,000) than what was observed for the service area in the 2000 Census. In fact, a majority of survey respondents reported an annual household income of less than \$20,000 in all four survey years. The proportion of respondents reporting an annual household income of less than \$20,000 decreased from 1996 to 2001, increased slightly from 2001 to 2005, and increased significantly from 2005 to 2009. The economic situation in the aftermath of September 11, 2001, was likely a contributing factor to the increased percentage of transit rider households making less than \$20,000 per year between the 2001 and 2005 surveys. In addition, the 2008 economic crisis (which has lingered into 2009 and 2010) was a contributing factor to the increased percentage of transit rider households making less than \$20,000 per year between the 2005 and 2009 surveys. While 71 percent of respondents to the 2009 survey lived in a household with an income of less than \$20,000, only about 19 percent of households in the transit service area (Cities of Sheboygan and Sheboygan Falls and Village of Kohler) were at this income level according to the 2000 Census. It should also be noted that the real “buying power” of the dollar decreases over time.

Comparison of Transportation Characteristics of Respondents

Transportation characteristics of respondents to the passenger opinion survey were compared for the four most recent years in which the survey was administered. In Table 3.12, transportation characteristics of ridership opinion survey respondents are compared for 1996, 2001, 2005 and 2009.

In 2009, over 82 percent of survey respondents did not possess a driver’s license; this statistic is higher than what was observed in the 1996, 2001 and 2005 survey efforts.

In 2009, nearly 51 percent of survey respondents did not have a motor vehicle available in their household, which is higher than what was observed in the 1996, 2001 and 2005 survey efforts. Also in 2009, over three-fourths of survey respondents had either no vehicle or one vehicle available in their household; this was a few percentage points higher than what was observed in

the 2001 and 2005 survey efforts, and was significantly higher than the approximately two-thirds of survey respondents having similar circumstances in 1996.

Table 3.12: Transportation Characteristics of Ridership Opinion Survey Respondents 1996, 2001, 2005, and 2009

Characteristic	1996 Results	2001 Results	2005 Results	2009 Results
Licensed Driver				
Yes	20%	20%	24%	18%
No	80%	80%	76%	82%
Household Motor Vehicles				
None Available	39%	49%	44%	51%
One Available	27%	24%	28%	25%
Two Available	25%	17%	21%	17%
Three or More Available	9%	10%	7%	8%
Distance from Bus Stop				
One Block	61%	59%	52%	54%
Two Blocks	18%	17%	18%	17%
Three Blocks	7%	8%	10%	9%
Four Blocks	5%	4%	4%	4%
Five or More Blocks	9%	12%	16%	16%
Trips Made Per Week				
Less Than One Trip	4%	5%	4%	4%
1 - 2 Trips	10%	12%	10%	11%
3 - 6 Trips	41%	35%	43%	37%
7 - 10 Trips	24%	26%	19%	19%
More Than 10 Trips	21%	22%	24%	29%

Source: Bay-Lake Regional Planning Commission, 1996, 2001, 2005 and 2009.

While 86 percent of survey respondents lived within three blocks of a bus stop in 1996, this proportion decreased to 84 percent in 2001, to 80 percent in 2005, and remained at 80 percent in 2009. These decreases are possibly indicative of the continued decentralization of the urban area population even at its core, the transit service area. These decreases are also possibly indicative of the willingness of an increasingly dependent ridership base to walk longer distances in order to access transit services.

The proportion of survey respondents who are “frequent riders” (three or more trips per week) has remained in the 80 to 90 percent range since 1996. More interestingly, the most dependent sector of the ridership (those who ride ten or more times per week) has increased with each survey period, and increased from 24 percent of all respondents in 2005 to 29 percent of all respondents in 2009.

Comparison of Passenger Opinions

Opinions of respondents to the survey in 1996, 2001, 2005 and 2009 were compared. As was stated previously, a rating of “1” is “poor,” “2” is “neutral,” and “3” is “good” for purposes of the 2009 survey. Since the rating system was less elaborate than what was used in 1996, 2001 and 2005 (a scale of 1 to 5 was used in each of those years where “1” was “very poor,” “3” was “neutral,” and “5” was “very good”), average ratings from the previous years were converted to the scale used for the 2009 survey effort so that scores could be directly compared.

Table 3.13 shows how passengers rated various attributes of Shoreline Metro in the 1996, 2001, 2005 and 2009 opinion surveys; six of nine attributes rated in 2009 were also rated in 1996, 2001 and 2005, and are compared in Table 3.13.

The 2009 survey asked passengers to rate interior and exterior cleanliness of buses as one rating, while interior and exterior bus cleanliness were rated separately in previous survey efforts; therefore, these ratings were not directly comparable. In addition, the 2009 survey asked passengers to rate two attributes of transit service that were not rated in previous survey efforts; these attributes were (1) riding comfort of buses; and (2) hours of service.

Table 3.13: Comparison of Rated Attributes of Shoreline Metro According to Ridership Opinion Survey Respondents 1996, 2001, 2005 and 2009

Attribute	1996 Mean Rating	2001 Mean Rating	2005 Mean Rating	2009 Mean Rating
Courtesy of Driver	2.65	2.68	2.67	2.79
Length of Ride Time	2.49	2.54	2.53	2.60
Bus Service Information/Ease of Understanding Bus Routes	2.60	2.64	2.64	2.66
Passenger Safety	2.56	2.58	2.63	2.75
Timeliness of the Bus/Buses Run on Schedule	2.47	2.52	2.55	2.59
Cost of Service	2.05	2.41	2.36	2.32

Source: Bay-Lake Regional Planning Commission, 1996, 2001, 2005 and 2009.

According to Table 3.13:

- Driver courtesy and passenger safety were rated significantly higher in 2009 than they were rated in all previous survey years;
- Length of ride time, bus service information/ease of understanding bus routes, and timeliness of the bus/buses run on schedule were rated somewhat higher in 2009 than they were rated in all previous survey years;
- The cost of service was rated higher in 2009 than it was rated in 1996, but was rated lower in 2009 than what it was rated in 2001 and 2005;
- Driver courtesy was the highest rated attribute in all four survey years; and
- The cost of service was the lowest rated attribute in all four survey years.

Comparison of Transit Usage Influence Factors

Eight of the eleven transit usage influence factors in the 2009 survey were addressed in two or more previous survey efforts (although the wording was slightly different in two cases between survey years). As was stated previously, a rating of “1” meant “ride less often,” “2” meant “have no effect,” and “3” meant “ride more often” for purposes of the 2009 survey. Since the rating system was less elaborate than what was used in 1996, 2001 and 2005 (a scale of 1 to 5 was used in each of those years where “1” meant “definitely ride less often,” “3” meant “have no effect,” and “5” meant “definitely ride more often”), average ratings from the previous years were converted to the scale used for the 2009 survey effort so that scores could be directly compared.

Table 3.14 shows how passengers rated transit usage influence factors for Shoreline Metro in the 1996, 2001, 2005 and 2009 opinion surveys; five of eight transit usage influence factors were rated for all four years, while three other transit usage influence factors were only rated in 1996, 2005 and 2009.

Table 3.14: Comparison of Transit Usage Influence Factor Ratings According to Ridership Opinion Survey Respondents 1996, 2001, 2005 and 2009

Factor	1996 Mean Rating	2001 Mean Rating	2005 Mean Rating	2009 Mean Rating
Fares Increase 20 Cents (1996)/Fares Increase 25 Cents (2001, 2005 and 2009)	1.59	1.69	1.80	1.71
Transfers Become Much Easier	2.26	2.30	2.30	2.42
Better Waiting Areas are Built (1996, 2005 and 2009)/Build More Passenger Shelters at Bus Stops That are Used Frequently (2001)	2.33	2.26	2.40	2.45
Bus Stops on Nearest Corner to House	2.27	2.26	2.35	2.42
Buses Travel More Frequently	2.41	2.40	2.46	2.55
Special Discounts Offered Through Employer	2.29	NA	2.35	2.35
Easier to Know All Routes and Schedules	2.26	NA	2.34	2.38
Bus Route Moved 7 to 8 Blocks from House	1.52	NA	1.68	1.51

Source: Bay-Lake Regional Planning Commission, 1996, 2001, 2005 and 2009.

According to Table 3.14:

- Fare increases were rated lower than they were in 2005, but not as low as they were rated in 1996 and in 2001. Not surprisingly, fare increases made riders less likely to use transit in all four surveys;
- Making transfers easier, building better waiting areas, having the bus stop on the nearest corner to one's house, and having buses travel more frequently were all rated higher in 2009 than they were rated in the 1996, 2001 and 2005 surveys;
- Having special discounts offered through one's employer to use transit was rated higher in 2009 than it was rated in 1996, but was rated the same in 2009 as it was rated in 2005 (this factor was not addressed in the 2001 survey);
- Making it easier to know all of the routes and schedules was rated higher in 2009 than it was rated in 1996 and in 2005 (this factor was not addressed in the 2001 survey); and
- Moving the bus route 7 to 8 blocks from one's house was rated lower in 2009 than it was rated in 1996 and in 2005 (this factor was not addressed in the 2001 survey). Not surprisingly, this factor made riders less likely to use transit in all three surveys where respondents were asked about this factor.

In addition to the information presented in Table 3.14, three transit usage influence factors were on the 2005 and 2009 surveys. In all three cases, these factors were rated slightly higher in 2009 than they were rated in 2005, as follows:

- Training is provided on how to use the bus: overall ratings of 2.14 in 2005 and 2.17 in 2009;
- Transit maps and schedules become available in one's language: overall ratings of 2.20 in 2005 and 2.22 in 2009; and
- A weekly bus pass is started/implemented: overall ratings of 2.27 in 2005 and 2.32 in 2009.

CHAPTER 4: ROUTE RIDERSHIP PATTERNS

BOARDING AND ALIGHTING SURVEY METHODOLOGY

A boarding and alighting survey was conducted by the Bay-Lake Regional Planning Commission (with the assistance of a subcontractor, Labor Ready of Sheboygan) to assess the amount of usage and maximum loads in detail along standard routes of Shoreline Metro during all times of a typical service weekday. The boarding and alighting survey was conducted on October 6, 2009, with a small amount of retake surveying conducted on October 13, 2009. Only regular (non-school tripper) routes were examined in the boarding and alighting survey.

The objectives of the survey were to: examine total daily boardings and alightings; determine maximum loads on all regular route runs; examine boardings and alightings on individual routes by broad time period; and provide route specific boarding and alighting information. The survey was taken with the assistance of nineteen individuals working on October 6, 2009, and with one individual doing retake surveying on October 13, 2009.

TOTAL DAILY BOARDINGS AND ALIGHTINGS

Table 4.1 indicates boardings and alightings for all regular routes (not including special trips that primarily transport students to and from school) of Shoreline Metro during the survey period.

Table 4.1: Boardings and Alightings, All Regular Routes

Boardings	Alightings
1,549	1,549

Source: Bay-Lake Regional Planning Commission, 2009.

Throughout the transit system on regular routes, there were 1,549 boardings and 1,549 alightings during the survey period.

MAXIMUM LOADS

Maximum loads on buses were calculated on a cumulative basis on all boarding and alighting survey forms. The length of a trip in which the maximum load is valid varies from trip to trip; on some trips, the maximum load occurs for only one block, while on other trips, the maximum load occurs for half or more of the trip. This information is useful in planning for the type of bus best suited for individual route runs. While Shoreline Metro has predefined peak and non-peak times of service, each individual route tends to have its own peak periods.

Table 4.2 indicates maximum loads for the seven numbered city routes of Shoreline Metro.

Table 4.2: Maximum Loads for Standard City Routes

Time of Day	Route						
	1 North	3 North	3 South	5 North	5 South	7 North	7 South
5:45 - 6:15 a.m.	NA	1	2	3	2	2	2
6:15 - 6:45 a.m.	4	5	0	2	2	0	3
6:45 - 7:15 a.m.	2	10	15	11	7	9	6
7:15 - 7:45 a.m.	26	4	2	4	7	5	20/9*
7:45 - 8:15 a.m.	7	5	2	15	4	4	6
8:15 - 8:45 a.m.	5	5	1	8	5	2	7
8:45 - 9:15 a.m.	NA	2	1	7	3	1	1
9:15 - 9:45 a.m.	5	2	4	11	11	3	2
9:45 - 10:15 a.m.	NA	1	2	10	3	2	6
10:15 - 10:45 a.m.	7	2	5	4	1	5	4
10:45 - 11:15 a.m.	NA	2	3	4	3	2	6
11:15 - 11:45 a.m.	3	2	3	2	3	4	4
11:45 a.m. - 12:15 p.m.	NA	3	2	4	4	2	1
12:15 - 12:45 p.m.	2	4	5	7	4	3	4
12:45 - 1:15 p.m.	NA	1	1	7	5	6	3
1:15 - 1:45 p.m.	4	1	4	4	3	6	1
1:45 - 2:15 p.m.	NA	1	1	2	3	1	3
2:15 - 2:45 p.m.	7	5	2	8	6	1	6
2:45 - 3:25 p.m.	14	11	4	25	6	5	21
3:25 - 4:05 p.m.	15	19	13	18	8	12	8
4:05 - 4:45 p.m.	3	3	3	11	14	6	6
4:45 - 5:15 p.m.	4	6	5	7	5	6	3
5:15 - 5:45 p.m.	1	5	3	7	4	2	1
5:45 - 6:15 p.m.	NA	1	NA	6	NA	3	NA
6:15 - 6:45 p.m.	2	NA	7	NA	4	NA	5
6:45 - 7:15 p.m.	NA	1	NA	4	NA	5	NA
7:15 - 7:45 p.m.	3	NA	2	NA	3	NA	0
7:45 - 8:15 p.m.	NA	1	NA	4	NA	0	NA
8:15 - 8:45 p.m.	3	NA	1	NA	4	NA	2
8:45 - 9:15 p.m.	NA	5	NA	1	NA	1	NA
9:15 - 9:45 p.m.	1	NA	1	NA	2	NA	1

*Two buses operate on Route 7 South from 7:15 to 7:45 a.m. due to a large travel volume to South High School.

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.3 indicates maximum loads for the Mall Route.

Table 4.3: Maximum Loads for the Mall Route

Time of Day	Maximum Load
6:15 - 6:45 a.m.	2
6:45 - 7:15 a.m.	12
7:45 - 8:15 a.m.	6
8:45 - 9:15 a.m.	9
9:45 - 10:15 a.m.	7
10:45 - 11:15 a.m.	4
11:45 a.m. - 12:15 p.m.	9
12:45 - 1:15 p.m.	4
1:45 - 2:15 p.m.	6
2:15 - 2:45 p.m.	6
2:45 - 3:25 p.m.	6
3:25 - 4:05 p.m.	17
4:05 - 4:45 p.m.	8
4:45 - 5:15 p.m.	3
5:15 - 5:45 p.m.	7
5:45 - 6:15 p.m.	5
6:45 - 7:15 p.m.	2
7:45 - 8:15 p.m.	3
8:45 - 9:15 p.m.	2

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.4 indicates maximum loads for the Industrial Park Route.

Table 4.4: Maximum Loads for the Industrial Park Route, October 6, 2009

Time of Day	Maximum Load
5:45 - 6:30 a.m.	1
6:30 - 7:30 a.m.	4
7:00 - 8:00 a.m.*	11
7:30 - 8:30 a.m.	2
8:00 - 9:00 a.m.	2
9:00 - 10:00 a.m.	3
10:00 - 11:00 a.m.	5
11:00 a.m. - 12:00 p.m.	4
12:00 - 1:00 p.m.	7
1:00 - 2:00 p.m.	5
1:30 - 2:30 p.m.	3
2:00 - 3:00 p.m.	3
2:30 - 3:30 p.m.**	5
3:00 - 4:00 p.m.	6
3:30 - 4:30 p.m.	6
4:00 - 5:00 p.m.*	8
5:00 - 6:00 p.m.	8
6:00 - 7:00 p.m.	4
7:00 - 8:00 p.m.	1
8:00 - 9:00 p.m.	6
9:00 - 9:45 p.m.***	2

*Includes Stop at Acuity Insurance Office Entrance

**Includes Kohler Company Afternoon Special Run

***Includes South Shuttle at Conclusion of Outbound Trip

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.5 indicates maximum loads for the Kohler/Sheboygan Falls Route.

Table 4.5: Maximum Loads for the Kohler/Sheboygan Falls Route, October 6, 2009

Time of Day	Maximum Load
5:15 - 6:15 a.m.	2
5:45 a.m. Kohler Company Special Run	0
8:15 - 9:45 a.m.	5
12:15 - 1:45 p.m.	3
2:30 - 4:00 p.m.	4
5:45 - 7:15 p.m.	3

NOTE: The Kohler Company Afternoon Special Run is included as part of the 2:30 p.m. trip on the Industrial Park Route.

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.6 indicates maximum loads for the two shuttle routes of Shoreline Metro.

Table 4.6: Maximum Loads for Shuttle Routes, October 6, 2009

Time of Day	Route	
	North Shuttle	South Shuttle
5:15 - 5:45 a.m.	2	3
5:45 - 6:15 p.m.	NA	5
6:15 - 6:45 p.m.	4	NA
6:45 - 7:15 p.m.	NA	3
7:15 - 7:45 p.m.	1	NA
7:45 - 8:15 p.m.	NA	2
8:15 - 8:45 p.m.	4	NA
8:45 - 9:15 p.m.	NA	4
9:15 - 9:45 p.m.	3	NA
9:45 - 10:15 p.m.	3	3

Source: Bay-Lake Regional Planning Commission, 2009.

PEAK AND OFF-PEAK BOARDING AND ALIGHTING COMPARISON

Table 4.7 indicates boardings and alightings by generalized time period for Shoreline Metro routes. The numbered city routes, the Mall Route and the North and South Shuttles have the same generalized time periods. Because of route length and/or frequency of service, the Industrial Park Route and the Kohler/Sheboygan Falls Route have unique generalized time periods. The following are generalized time periods for Shoreline Metro routes:

Pre-AM Peak Numbered City Routes/Mall Route/Shuttles – 5:15 to 6:15 a.m.

Industrial Park Route – 5:45 to 6:30 a.m.

Kohler/Sheboygan Falls Route – 5:15 to 6:15 a.m. and Kohler Special 5:45 a.m. trips

AM Peak Numbered City Routes/Mall Route/Shuttles – 6:15 to 8:45 a.m.

Industrial Park Route – 6:30 to 9:00 a.m.

Kohler/Sheboygan Falls Route – No AM Peak Period

Mid-Day Off-Peak Numbered City Routes/Mall Route/Shuttles – 8:45 a.m. to 2:15 p.m.

Industrial Park Route – 9:00 a.m. to completion of the 2:00 to 3:00 p.m. trip

Kohler/Sheboygan Falls Route – 8:15 to 9:45 a.m. and 12:15 to 1:45 p.m. trips

PM Peak Numbered City Routes/Mall Route/Shuttles – 2:15 to 5:45 p.m.

Industrial Park Route – The start of the 2:30 to 3:30 p.m. to 6:00 p.m.

Kohler/Sheboygan Falls Route – The 2:30 to 4:00 p.m. trip

Evening Numbered City Routes/Mall Route/Shuttles – 5:45 to 10:15 p.m.

Industrial Park Route – 6:00 to 9:45 p.m.

Kohler/Sheboygan Falls Route – 5:45 to 7:15 p.m. trip

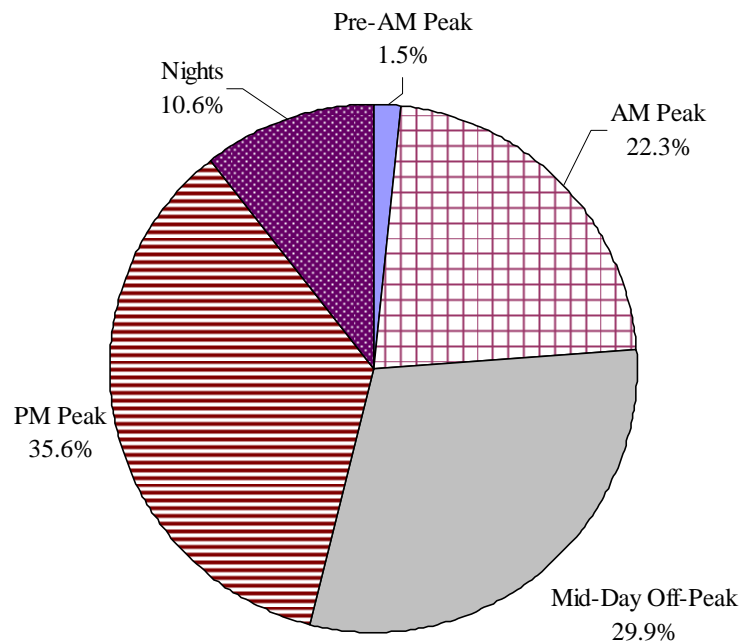
Table 4.7: Boardings and Alightings by Generalized Time Period, October 6 & 13, 2009

Route	Generalized Time Period									
	Pre-AM Peak		AM Peak		Mid-Day Off-Peak		PM Peak		Nights	
	Boardings	Alightings	Boardings	Alightings	Boardings	Alightings	Boardings	Alightings	Boardings	Alightings
1 North	NA	NA	58	58	25	25	60	60	10	10
3 North	2	2	36	37	35	36	65	63	9	9
3 South	3	4	19	18	44	44	39	41	13	13
5 North	4	4	57	59	88	90	109	114	23	25
5 South	2	2	33	31	55	54	58	53	17	15
7 North	2	2	25	25	45	44	38	39	11	11
7 South	2	2	64	67	48	49	61	60	12	12
Mall	NA	NA	24	20	56	55	62	62	15	14
Industrial Park	2	1	31	31	53	53	51	51	19	19
Kohler/Sheboygan Falls	3	3	NA	NA	12	13	9	9	4	4
North Shuttle	2	1	NA	NA	NA	NA	NA	NA	14	15
South Shuttle	3	3	NA	NA	NA	NA	NA	NA	17	17
TOTALS	25	24	347	346	461	463	552	552	164	164

Source: Bay-Lake Regional Planning Commission, 2009.

Figure 4.1 indicates the distribution of boardings by generalized time period. Some 25 boardings occurred during the pre-AM peak period (1.6 percent), while 347 boardings occurred during the AM peak period (22.4 percent), 461 boardings occurred during the mid-day off-peak period (29.8 percent), 552 boardings occurred during the PM peak period (35.6 percent), and 164 boardings occurred during nights (10.6 percent).

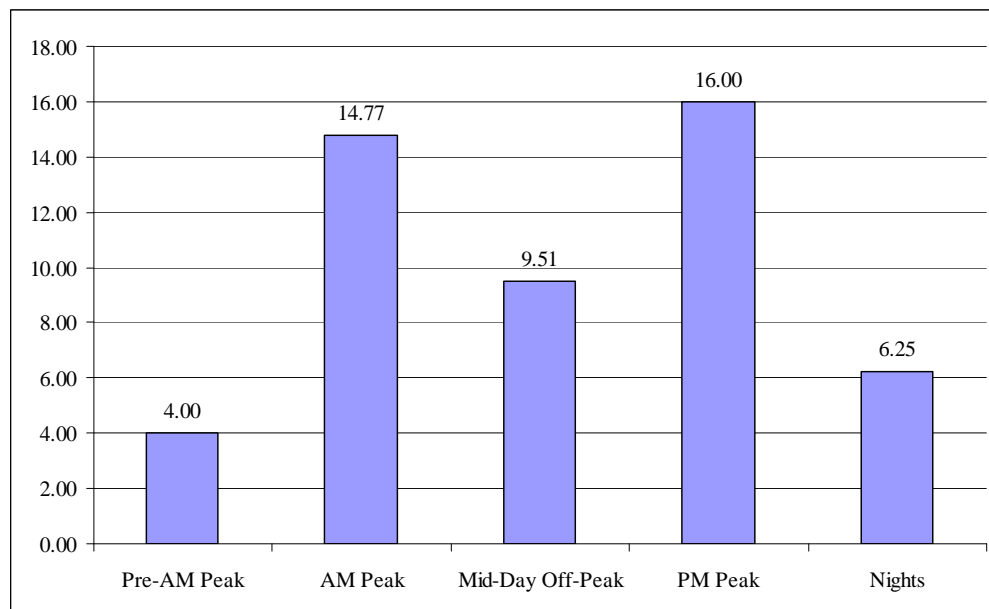
Figure 4.1: Boardings by Generalized Time Period



Source: Bay-Lake Regional Planning Commission, 2009.

Figure 4.2 indicates the average number of boardings per revenue hour of service during each of the five generalized time periods. The average number of boardings per revenue hour of service was 4.00 during the pre-AM peak period, 14.77 during the AM peak period, 9.51 during the mid-day off-peak period, 16.00 during the PM peak period, and was 6.25 during nights.

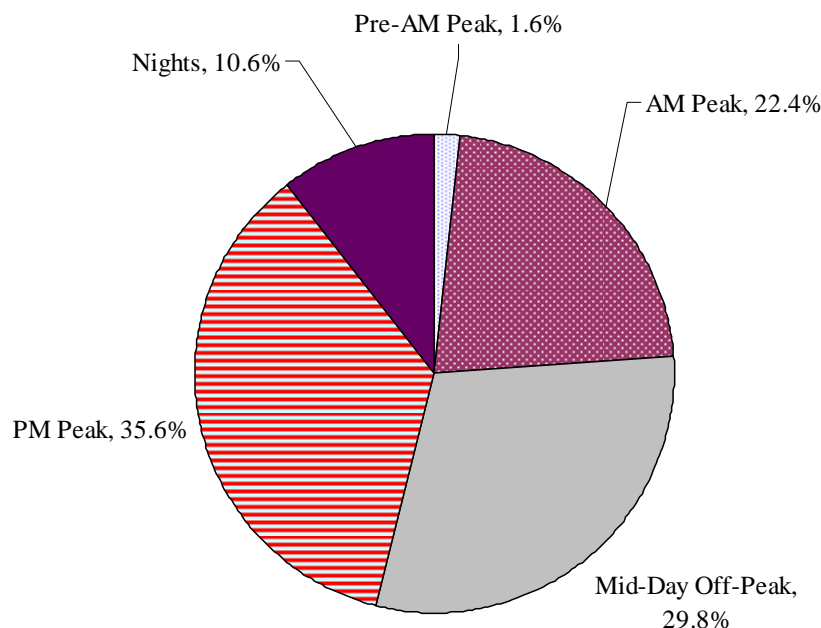
Figure 4.2: Average Number of Boardings per Revenue Hour by Generalized Time Period



Source: Bay-Lake Regional Planning Commission, 2009.

Figure 4.3 indicates the distribution of alightings by generalized time period. Some 24 alightings occurred during the pre-AM peak period (1.6 percent), while 346 alightings occurred during the AM peak period (22.4 percent), 463 alightings occurred during the mid-day off-peak period (29.8 percent), 552 alightings occurred during the PM peak period (35.6 percent), and 164 alightings occurred during nights (10.6 percent).

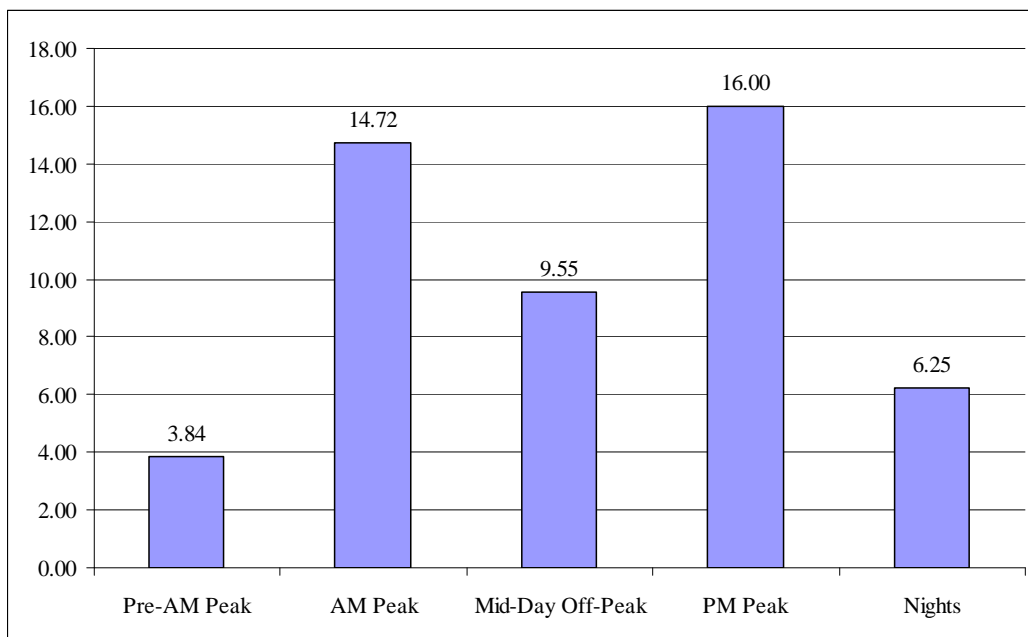
Figure 4.3: Alightings by Generalized Time Period



Source: Bay-Lake Regional Planning Commission, 2009.

Figure 4.4 indicates the average number of alightings per revenue hour of service during each of the five generalized time periods. The average number of alightings per revenue hour of service was 3.84 during the pre-AM peak period, 14.72 during the AM peak period, 9.55 during the mid-day off-peak period, 16.00 during the PM peak period, and was 6.25 during nights.

Figure 4.4: Average Number of Alightings per Revenue Hour by Generalized Time Period



Source: Bay-Lake Regional Planning Commission, 2009.

DETAILED ROUTE BOARDING AND ALIGHTING INFORMATION

Various tables indicate in detail boardings and alightings for the various trips of the individual routes of Shoreline Metro.

Table 4.8 indicates detailed boardings and alightings for all trips on the seven standard city routes of Shoreline Metro.

Table 4.8: Boardings and Alightings for Standard City Routes, October 6, 2009

Time of Day	1 North			3 North			3 South			5 North			5 South			7 North			7 South*		
	Boardings	Alightings	NA	Boardings	Alightings	NA	Boardings	Alightings	NA	Boardings	Alightings	NA	Boardings	Alightings	NA	Boardings	Alightings	NA	Boardings	Alightings	NA
5:45 - 6:15 a.m.	NA	NA	NA	2	2	NA	3	4	4	4	4	4	2	2	2	2	2	2	2	2	2
6:15 - 6:45 a.m.	5	5	3	7	6	11	0	0	15	12	11	2	3	3	8	0	0	10	5	11	5
6:45 - 7:15 a.m.	3	3	3	11	11	29	14	2	2	10	7	7	8	8	10	8	8	32	32	35	11
7:15 - 7:45 a.m.	29	29	5	5	5	12	2	0	25	22	25	4	4	4	5	5	5	8	8	8	8
7:45 - 8:15 a.m.	12	12	8	8	8	9	2	1	14	14	14	8	8	8	4	2	2	8	8	8	8
8:15 - 8:45 a.m.	9	9	5	5	7	NA	1	1	1	9	10	4	4	4	1	1	1	2	2	2	2
8:45 - 9:15 a.m.	NA	NA	6	4	4	NA	7	7	15	15	15	12	6	6	4	4	4	2	2	2	2
9:15 - 9:45 a.m.	6	6	NA	2	2	NA	2	2	8	8	14	5	5	5	2	2	2	9	9	9	9
9:45 - 10:15 a.m.	NA	NA	10	3	4	NA	5	5	6	6	6	2	2	2	7	7	7	6	6	6	6
10:15 - 10:45 a.m.	10	10	NA	3	3	NA	6	6	8	8	5	4	4	4	4	4	4	7	7	7	7
10:45 - 11:15 a.m.	NA	NA	3	3	3	3	5	5	5	5	5	5	2	2	5	2	2	6	6	6	6
11:15 - 11:45 a.m.	3	3	3	3	3	NA	3	3	3	5	5	5	5	5	5	5	5	1	1	1	1
11:45 a.m. - 12:15 p.m.	NA	NA	2	6	6	2	7	7	13	13	13	5	5	5	5	5	5	3	3	4	4
12:15 - 12:45 p.m.	2	2	2	6	6	NA	2	2	8	8	6	7	7	7	6	6	6	6	6	6	6
12:45 - 1:15 p.m.	NA	NA	4	2	2	NA	5	5	2	2	3	4	4	4	7	7	7	2	2	2	2
1:15 - 1:45 p.m.	4	4	NA	2	2	NA	1	1	1	1	3	8	8	8	4	4	4	1	1	4	4
1:45 - 2:15 p.m.	NA	NA	9	5	5	9	4	4	11	11	11	6	6	6	2	2	2	8	8	7	7
2:15 - 2:45 p.m.	9	9	18	15	13	22	5	5	32	32	32	6	6	6	6	6	6	22	22	22	22
2:45 - 3:25 p.m.	18	18	22	23	23	4	14	16	16	33	33	8	8	8	13	13	13	14	14	14	14
3:25 - 4:05 p.m.	22	22	4	4	4	NA	5	5	17	17	17	22	17	17	7	7	7	12	12	12	12
4:05 - 4:45 p.m.	4	4	6	10	10	6	5	5	4	4	9	9	9	9	9	9	9	4	4	4	4
4:45 - 5:15 p.m.	6	6	1	8	8	1	6	6	12	12	12	7	7	7	2	2	2	1	1	1	1
5:15 - 5:45 p.m.	1	1	NA	1	1	NA	NA	NA	10	10	10	NA	NA	NA	5	5	5	NA	NA	NA	NA
5:45 - 6:15 p.m.	NA	NA	2	NA	NA	2	7	7	NA	NA	NA	5	5	5	NA	NA	NA	9	9	9	9
6:15 - 6:45 p.m.	2	2	NA	2	2	NA	NA	NA	5	5	5	NA	NA	NA	5	5	5	NA	NA	NA	NA
6:45 - 7:15 p.m.	NA	NA	4	NA	NA	4	2	2	NA	NA	NA	4	4	4	3	NA	NA	0	0	0	0
7:15 - 7:45 p.m.	4	4	NA	1	1	NA	NA	NA	6	6	7	NA	NA	NA	0	0	0	NA	NA	NA	NA
7:45 - 8:15 p.m.	NA	NA	3	NA	NA	3	2	2	NA	NA	NA	6	6	6	5	NA	NA	2	2	2	2
8:15 - 8:45 p.m.	3	3	NA	5	5	NA	NA	NA	2	2	3	NA	NA	NA	1	1	1	NA	NA	NA	NA
8:45 - 9:15 p.m.	NA	NA	1	NA	NA	1	2	2	NA	NA	NA	2	2	2	NA	NA	NA	1	1	1	1
9:15 - 9:45 p.m.	1	1	153	147	147	NA	118	120	281	292	292	165	155	155	121	121	121	187	187	187	187
TOTALS	153	153	153	147	147	147	118	120	281	292	292	165	155	155	121	121	121	187	187	187	187

*The 7:15 a.m. trip on Route 7 South involves two buses; a large proportion of the passenger load on both buses is traveling to South High School.

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.9 indicates detailed boardings and alightings for all trips on the Mall Route.

Table 4.9: Boardings and Alightings on the Mall Route, October 6 & 13, 2009

Time of Day	Boardings	Alightings
6:15 - 6:45 a.m.	3	3
6:45 - 7:15 a.m.	14	11
7:45 - 8:15 a.m.	7	6
8:45 - 9:15 a.m.	11	11
9:45 - 10:15 a.m.	9	8
10:45 - 11:15 a.m.	6	6
11:45 a.m. - 12:15 p.m.	11	11
12:45 - 1:15 p.m.	7	7
1:45 - 2:15 p.m.	12	12
2:15 - 2:45 p.m.	8	8
2:45 - 3:25 p.m.	7	7
3:25 - 4:05 p.m.	18	18
4:05 - 4:45 p.m.	12	12
4:45 - 5:15 p.m.	9	9
5:15 - 5:45 p.m.	8	8
5:45 - 6:15 p.m.	6	6
6:45 - 7:15 p.m.	2	2
7:45 - 8:15 p.m.	5	5
8:45 - 9:15 p.m.	2	1
TOTALS	157	151

Source: Bay-Lake Regional Planning Commission, 2009.

Table 4.10 indicates detailed boardings and alightings for all trips of the Industrial Park Route.

Table 4.10: Boardings and Alightings on the Industrial Park Route, October 6, 2009

Time of Day	Boardings	Alightings
5:45 - 6:30 a.m.	2	1
6:30 - 7:30 a.m.	7	8
7:00 - 8:00 a.m.*	16	15
7:30 - 8:30 a.m.	3	3
8:00 - 9:00 a.m.	5	5
9:00 - 10:00 a.m.	7	7
10:00 - 11:00 a.m.	9	8
11:00 a.m. - 12:00 p.m.	9	10
12:00 - 1:00 p.m.	11	11
1:00 - 2:00 p.m.	9	9
1:30 - 2:30 p.m.	5	5
2:00 - 3:00 p.m.	3	3
2:30 - 3:30 p.m.**	7	6
3:00 - 4:00 p.m.	13	13
3:30 - 4:30 p.m.	7	8
4:00 - 5:00 p.m.*	12	11
5:00 - 6:00 p.m.	12	13
6:00 - 7:00 p.m.	8	8
7:00 - 8:00 p.m.	1	1
8:00 - 9:00 p.m.	7	7
9:00 - 9:45 p.m.***	3	3
TOTALS	156	155

*Includes Stop at Acuity Insurance Office Entrance

**Includes Kohler Company Afternoon Special Run

***Includes South Shuttle at Conclusion of Outbound Trip

Source: Bay-Lake Regional Planning Commission, 2009

Table 4.11 indicates detailed boardings and alightings for all trips of the Kohler/Sheboygan Falls Route.

Table 4.11: Boardings and Alightings on the Kohler/Sheboygan Falls Route, October 6, 2009

Time of Day	Boardings	Alightings
5:15 - 6:15 a.m.	3	3
5:45 a.m. Kohler Company Special Run	0	0
8:15 - 9:45 a.m.	8	9
12:15 - 1:45 p.m.	4	4
2:30 - 4:00 p.m.	9	9
5:45 - 7:15 p.m.	4	4
TOTALS	28	29

NOTE: The Kohler Company Afternoon Special Run is included as part of the 2:30 p.m. trip on the Industrial Park Route.

Source: Bay-Lake Regional Planning Commission, 2009.

Finally, Table 4.12 indicates detailed boardings and alightings for all trips of the North and South Shuttle Routes.

Table 4.12: Boardings and Alightings for Shuttle Routes, October 6, 2009

Time of Day	Route			
	North Shuttle		South Shuttle	
	Boardings	Alightings	Boardings	Alightings
5:15 - 5:45 a.m.	2	1	3	3
5:45 - 6:15 p.m.	NA	NA	5	5
6:15 - 6:45 p.m.	4	4	NA	NA
6:45 - 7:15 p.m.	NA	NA	3	3
7:15 - 7:45 p.m.	1	1	NA	NA
7:45 - 8:15 p.m.	NA	NA	2	2
8:15 - 8:45 p.m.	4	4	NA	NA
8:45 - 9:15 p.m.	NA	NA	4	4
9:15 - 9:45 p.m.	2	3	NA	NA
9:45 - 10:15 p.m.	3	3	3	3
TOTALS	16	16	20	20

Source: Bay-Lake Regional Planning Commission, 2009.

LOW DEMAND SEGMENTS FOR INDIVIDUAL ROUTES

Map 4.1 indicates route segments that had zero boardings and alightings during the October 2009 survey. The following is an analysis of the low demand segments along individual routes.

Route 1 North

Eleven segments along Route 1 North had no boardings or alightings. The segments on this route which had no boardings or alightings included: Center Avenue between North 8th and North 6th Streets (outbound portion of trip); North 6th Street between Center and Pennsylvania Avenues (outbound portion of trip); Pennsylvania Avenue between 6th and 5th Streets; Broughton Drive between Pennsylvania and New York Avenues; Broughton Drive between Niagara and Ontario Avenues; North 3rd Street between Lincoln and Bluff Avenues (outbound portion of trip); Bluff Avenue between North 3rd and North 4th Streets (outbound portion of trip); North 5th Street between Clifton and North Avenues; North Avenue between North 9th and North 8th Streets (inbound portion of trip); North 4th Street between Bluff and Park Avenues (inbound portion of trip); and Pennsylvania Avenue between 6th and 7th Streets.

Route 3 North

Seven segments along Route 3 North had no boardings or alightings. The segments on this route which had no boardings or alightings included: North 14th Street between Huron and Superior Avenues (outbound portion of trip); North 21st Street between Schetter Avenue and Milz Court (outbound portion of trip); North 25th Street between Silver Leaf Lane and Mayflower Avenue (inbound portion of trip); North 25th Street between Main and Cooper Avenues (inbound portion of trip); Geele Avenue between North 21st and North 20th Streets (inbound portion of trip); North 20th Street between Geele and Garfield Avenues (inbound portion of trip); and Saemann Avenue between North 19th and North 18th Streets (inbound portion of trip).

Route 3 South

Eight segments along Route 3 South had no boardings or alightings. The segments on this route which had no boardings or alightings included: Pennsylvania Avenue between Commerce Avenue

and Depot Street; South 17th Street between Norma and Marvin Courts; South 17th Street between Grams Court and Elm Avenue (outbound portion of trip); Union Avenue between South 17th Street and South Business Drive; South Business Drive between Union and Oakland Avenues; South Business Drive between the Washington Square Exit and Wilson Avenue (inbound portion of trip); Union Avenue between South 17th and South 25th Streets (inbound portion of trip); and Broadway Avenue between South 19th Street and Sauk Trail Road (inbound portion of trip).

Route 5 North

Five segments along Route 5 North had no boardings or alightings. The segments on this route which had no boardings or alightings included: North 15th Street between North and School Avenues (outbound portion of trip); Mayflower Avenue between the Piggly Wiggly Exit and North 15th Street (outbound portion of trip); North 15th Street between Mayflower and Pershing Avenues (outbound portion of trip); North 13th Street between Pershing and Grand Avenues (inbound portion of trip); and North 13th Street between Main and Logan Avenues (inbound portion of trip).

Route 5 South

Eight segments along Route 5 South had no boardings or alightings. The segments on this route which had no boardings or alightings included: South Commerce Street between Jefferson and Maryland Avenues; Union Avenue between South 15th and South 16th Streets (outbound portion of trip); South 16th Street between Union and Mead Avenues (outbound portion of trip); Mead Avenue between South 16th and South 17th Streets (outbound portion of trip); South 18th Street between Greenfield and Carmen Avenues (outbound portion of trip); Wilson Avenue between South 21st and South 17th Streets (inbound portion of trip); Wilson Avenue between South 14th and Henry Streets (inbound portion of trip); and South 12th Street between Humboldt and Mead Avenues (inbound portion of trip).

Route 7 North

Twelve regular segments along Route 7 North had no boardings or alightings. The regular segments on this route which had no boardings or alightings included: North 7th Street between Center and New York Avenues (outbound portion of trip); North 7th Street between Niagara and St. Clair Avenues (outbound portion of trip); Superior Avenue between North 8th and North 9th Streets (outbound portion of trip); Superior Avenue between North 23rd Street (northbound) and North 23rd Street (southbound – outbound portion of trip); Superior Avenue between North 30th and North 31st Streets (outbound portion of trip); Superior Avenue between North 38th and North 40th Streets (outbound portion of trip); Saemann Avenue between North 38th and North 34th Streets (outbound portion of trip); Geele Avenue between North Taylor Drive and North 29th Street (inbound portion of trip); North 25th Street between Saemann and Superior Avenues (inbound portion of trip); Superior Avenue between North 25th Street and North 23rd (southbound) Street (inbound portion of trip); North 9th Street between St. Clair and Ontario Avenues (inbound portion of trip); and Center Avenue between North 9th Street and the entrance to the transfer point (inbound portion of trip).

In addition, three demand response segments along Route 7 North had no boardings or alightings during the survey period. The demand response segments on this route which had no boardings or alightings included: North Taylor Drive between Geele Avenue and North Mark Drive; Main Avenue between North 31st and North 29th Streets; and North 29th Street between Main and Geele Avenues.

Route 7 South

Seven regular segments along Route 7 South had no boardings or alightings. The regular segments on this route which had no boardings or alightings included: Pennsylvania Avenue between the transfer point exit and 9th Street (outbound portion of trip); South 9th Street between Pennsylvania Avenue and the 7th/9th Street couplet (outbound portion of trip); South 8th Street between the 7th/9th Street couplet and Virginia Avenue; South 8th Street between High and Dillingham Avenues; South 12th Street between Camelot Boulevard and Sunnyside Avenue; South 8th Street between the 7th/9th Street couplet and Pennsylvania Avenue (inbound portion of trip); and Pennsylvania Avenue between 8th Street and the entrance to the transfer point (inbound portion of trip).

In addition, three demand response segments along Route 7 South had no boardings or alightings during the survey period. The demand response segments on this route which had no boardings or alightings included: Parkwood Boulevard between South 14th and South 15th Streets; South 15th Street between Parkwood and Camelot Boulevards; and Camelot Boulevard between South 15th and South 12th Streets. It must also be noted that demand response trips to the South Pier District and Blue Harbor Resort (from South 8th Street) were not requested on the day the survey was administered.

Mall Route

Nine regular segments along the Mall Route had no boardings or alightings. The regular segments on this route which had no boardings or alightings included: Pennsylvania Avenue between 9th and Water Streets (outbound portion of trip); Water Street between Pennsylvania Avenue and North 10th Street (outbound portion of trip); North 10th Street between Water Street and New York Avenue (outbound portion of trip); Erie Avenue between North 17th and North 18th Streets; Wilgus Avenue (Kohler Memorial Drive Frontage Road) between North 26th and North 29th Streets (outbound portion of trip); Erie Avenue between the Taylor Heights Frontage Road and North Evans Street (inbound portion of trip); North 19th Street between Erie Avenue and Kohler Memorial Drive (inbound portion of trip); Erie Avenue between North 10th and North 9th Streets (inbound portion of trip); and North 9th Street between New York and Center Avenues (inbound portion of trip).

In addition, demand response segments of the route south of Taylor Heights Shopping Center had no boardings or alightings during the survey period. This included portions of: Taylor Drive; New Jersey Avenue; and Taylor Heights Frontage Road.

Industrial Park Route

Eight regular segments along the Industrial Park Route had no boardings or alightings. The regular segments on this route which had no boardings or alightings included: South 14th Street between Illinois and Indiana Avenues; South 14th Street between Indiana and Georgia Avenues (outbound portion of trip); Georgia Avenue between South 14th and South 15th Streets (outbound portion of trip); Georgia Avenue between South 23rd and South 25th Streets; the Acuity Insurance Entrance west of South Taylor Drive; South Taylor Drive between the Acuity Insurance Entrance and Paine Avenue; Paine Avenue between South Taylor Drive and South 31st Street; and South 15th Street between Alabama and Kentucky Avenues (inbound portion of trip).

In addition, seven segments of the Industrial Park Route that only have transit service during the first two trips of the day (5:45 a.m. and 6:30 a.m.) had no boardings or alightings. The limited service segments on this route which had no boardings or alightings included: Pennsylvania

Avenue between 14th Street and South River Street; South River Street between Pennsylvania Avenue and South 15th Street; South 15th Street between South River Street and New Jersey Avenue; New Jersey Avenue between South 15th Street and Taylor Drive; Taylor Drive between New Jersey Avenue and University Drive; South Taylor Drive between Germaine Avenue and Behrens Parkway; and Behrens Parkway between South Taylor Drive and County Highway OK/South Business Drive.

Kohler/Sheboygan Falls Route

Ten segments of the Kohler/Sheboygan Falls Route in the City of Sheboygan had no boardings or alightings. The segments on this route which had no boardings or alightings in the City of Sheboygan included: North 8th Street between New York and Ontario Avenues; Erie Avenue between North 9th and North 14th Streets; Erie Avenue between North 16th and North 17th Streets; North 19th Street between Kohler Memorial Drive and Erie Avenue (outbound portion of trip); Erie Avenue between North 19th Street and Taylor Drive (outbound portion of trip); the Shopko premises (outbound portion of trip); Taylor Drive between the Shopko Exit and the Taylor Heights Shopping Center Entrance (outbound portion of trip); Taylor Heights Frontage Road between Taylor Drive and Erie Avenue (outbound portion of trip); Taylor Drive between Erie Avenue and Kohler Memorial Drive (outbound portion of trip); and Taylor Drive between Kohler Memorial Drive and Wilgus Avenue (outbound portion of trip).

Due to high travel speeds and a limited access highway, there obviously were no boardings and alightings on the portion of the Kohler/Sheboygan Falls Route traveling on State Highway 23 (Kohler Memorial Drive) between Taylor Drive in the City of Sheboygan and County Highway Y in the Village of Kohler.

Seven segments of the Kohler/Sheboygan Falls Route in the Village of Kohler had no boardings or alightings. The segments on this route which had no boardings or alightings in the Village of Kohler included: County Highway Y between State Highway 23 and Willow Creek Drive; Willow Creek Drive between County Highway Y and Woodlake Road; Church Street between Woodlake Road and Upper Falls Road; Upper Falls Road between Church Street and Highland Drive; School Street between Church Street and Woodland Road; Woodland Road between School Street and Greenfield Drive; and Greenfield Drive between Woodland Road and Rangeline Road.

Several segments of the Kohler/Sheboygan Falls Route in the City of Sheboygan Falls had no boardings or alightings. The segments on this route which had no boardings or alightings in the City of Sheboygan Falls included: Rangeline Road between Upper Road/Greenfield Drive and Forest Avenue; Forest Avenue between Range Line Road and Birch Road; Upper Road between Rangeline Road and Fond du Lac Avenue; Fond du Lac Avenue between Michigan Street and the entrance to the Sheboygan Falls Piggly Wiggly store; 6th Street between Fond du Lac and Leavens Avenues; Leavens Avenue between 6th and 5th Streets; Leavens Avenue between 3rd and Main Streets; Main Street between Leavens Avenue and Buffalo Street; Buffalo Street between Main and Maple Streets; Pine Street between Buffalo and Detroit Streets; Pine Street between Short Street and Rochester Drive; Giddings Avenue between Guilford and Elm Streets; Elm Street between Giddings Avenue and Chicago Street; Broadway Street between Elm and Pine Streets; Monroe Street between Water and Poplar Streets; and Poplar Street between Monroe and Madison Streets.

In addition, a few segments of the Kohler/Sheboygan Falls Route in the City of Sheboygan Falls that were on every trip with the exception of the shorter 5:15 a.m. trip had no boardings or alightings. These segments included: Kay Avenue between Giddings and Mark Avenues; Mark Avenue between Kay Avenue and Gregory Place; Gregory Place from Mark Avenue to Rochester Drive; Rochester Drive from Gregory Place to Park Street; and Buffalo Street between Elm and Cedar Streets.

HIGH DEMAND LOADING POINTS FOR INDIVIDUAL ROUTES

The following is an inventory of locations where seven or more boardings occurred on a daily basis, according to the October 2009 boarding and alighting survey. Map 4.2 provides an inventory of existing passenger shelters and recommended shelter locations. Locations indicated with an asterisk (*) already have a passenger shelter in place. In many cases, the number of boardings calculated to determine whether a passenger shelter was recommended involved both outbound and inbound boardings and alightings from a given location; in those cases, the passenger shelter is recommended on the side of the street with the higher number of boardings.

Recommended locations for passenger shelters in Map 4.2 are general guidelines for shelter placement. The Sheboygan Parking and Transit Utility will need wide latitude in negotiating the actual siting of a shelter at a given location based on passenger demands, the degree of cooperation from neighboring property owners, and the feasibility of placing shelters at these locations.

Route 1 North

- Broughton Drive and Wisconsin Avenue (Outbound)
- North 10th Street and School Avenue (Inbound)

Route 3 North

- Michigan Avenue and North 13th Street* (Inbound)
- Huron Avenue and North 14th Street (Inbound)
- Calumet Drive and North 18th Street (Outbound)

Route 3 South

- Pennsylvania Avenue and 13th Street (Inbound)
- Indiana Avenue and South 17th Street (Inbound)
- Washington Square at Piggly Wiggly Stop (Outbound)

Route 5 North

- North 8th Street and Ontario Avenue* (Inbound)
- North 8th Street and Zimbal Avenue (Inbound)
- North 8th Street and Lincoln Avenue* (Inbound)
- Geele Avenue and North 13th Street* (Inbound and Outbound)
- Geele Avenue and North 15th Street (Outbound)
- North Side Piggly Wiggly Stop (Outbound)

- Eisner Avenue and Eisner Court (Inbound)
- North 13th Street and North Avenue (Inbound)
- North 13th Street and Lincoln Avenue (Inbound)

Route 5 South

- South 12th Street and Clara Avenue* (Inbound)
- Carmen Avenue and Sunflower Avenue* (Camelot Manor Apartments - Outbound)
- South Business Drive and Indian Meadows Trailer Park* (Outbound)
- Wilson Avenue and South 12th Street (Inbound)

Route 7 North

- Pick & Save (Includes Lot Entrance and Exit – Outbound)
- St. Nicholas Hospital Entrance and Stop (Outbound)

Route 7 South

- South 8th Street and Kentucky Avenue (Inbound)
- South 8th Street and Georgia Avenue (Inbound)
- South 8th Street and Union Avenue* (Outbound)
- South 12th Street and Orchard Drive (Inbound)

Mall Route

- Erie Avenue and North 16th Street (Inbound)
- Sheboygan County Job Center (Outbound)
- Memorial Mall (West Entrance of Mall Building – Outbound)
- Shopko (Entrance and Building – Outbound)
- Erie Avenue and North 23rd Street (Tamarack – Inbound)

Industrial Park Route

- Georgia Avenue and Union Avenue (Inbound)
- South Side Wal-Mart Supercenter* (Inbound and Outbound)
- Deer Trace Shopping Center (Outbound)
- Washington Square Shopping Center (Inbound)

Kohler/Sheboygan Falls Route










- No specific high demand loading points exist along this route.

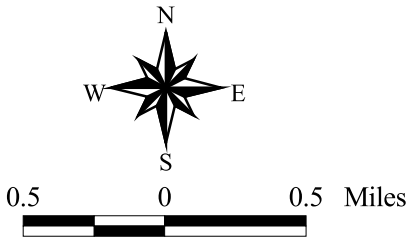
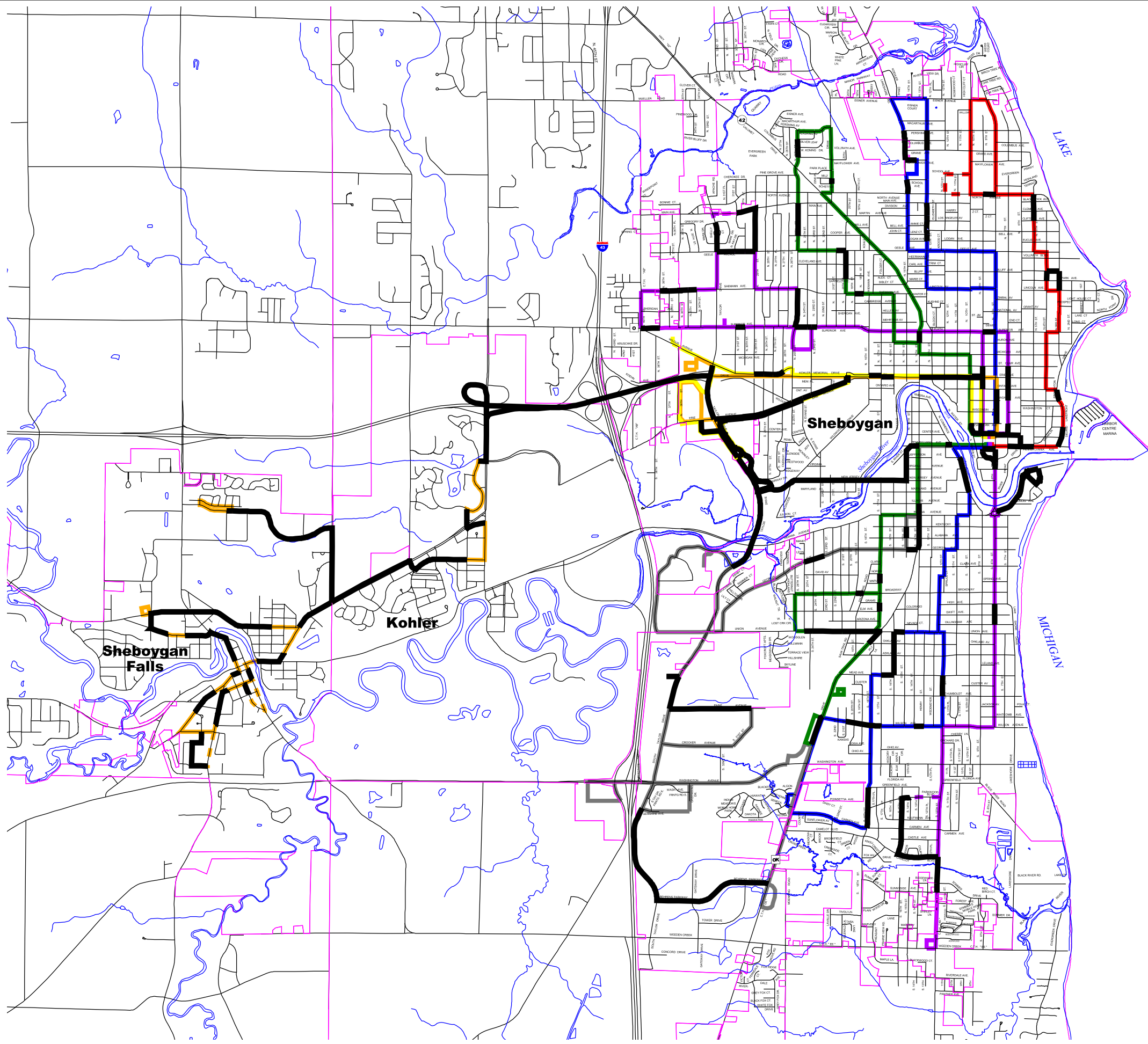
Multiple Routes (Industrial Park and Kohler/Sheboygan Falls)

- University of Wisconsin Sheboygan

Route Segments with Zero Boardings and Alightings: October, 2009

Shoreline Metro Transit Service Area

-  Zero Boardings and Alightings
-  Route No. 1
-  Route No. 3 North-South
-  Route No. 5 North-South
-  Route No. 7 North-South
-  Mall Route
-  Kohler/Sheboygan Falls Route
-  Industrial Park Route
-  Route Deviation



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

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Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.

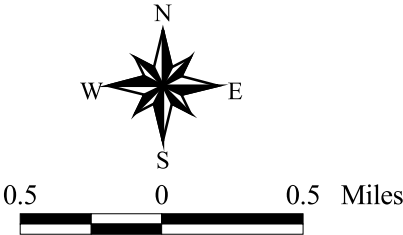


Inventory of Existing Passenger Shelters and Recommended Shelter Locations*

Shoreline Metro Transit Service Area

- Existing Shelters Found to be Unjustified Due to Insufficient Passenger Boardings
- Existing Shelters Which Should Continue to Function Based on Passenger Boardings
- New Locations Which Should be Considered for Shelter Installation Based on Passenger Boardings
- Route No. 1
- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Mall Route
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation

*Note: Private Passenger Shelters are not Included in this Inventory



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Q:\myfiles\sheboyga\tdp\tdp1.apr
Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.



CHAPTER 5: TRANSIT SYSTEM PERFORMANCE

PEER SYSTEM ANALYSIS

A useful way to measure the productivity of a transit operation is to compare it to transit operations in other cities. Although few transit operations are directly comparable, there are transit operations serving small urbanized areas with similar densities and other demographic characteristics to Sheboygan which are useful to analyze for comparative purposes. Five other small urbanized transit operations were selected for use in the comparison. Three of the transit operations are located in Wisconsin and two are located in neighboring Iowa. All of the transit operations are of similar size. The transit operations are located in Wausau, Janesville and Beloit, Wisconsin, and in Dubuque and Waterloo, Iowa. Data for comparison were published in the “agency profiles” section of the National Transit Database (NTD) for 2007 and 2008, published by the Federal Transit Administration.

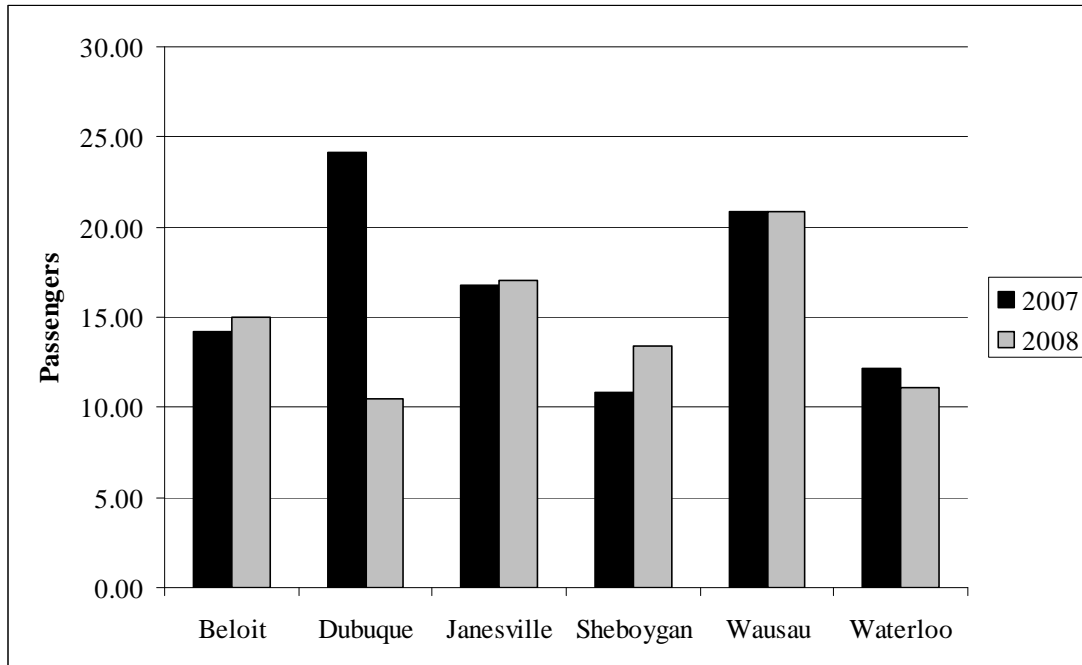
Four measures were selected for comparison of these systems. These are cost and productivity measures which are widely accepted in the public transportation industry. These measures include: passengers per revenue hour; passengers per revenue mile; cost per revenue hour; and cost per passenger trip. A fifth measure was recommended by members of the TDP Review Committee as the draft TDP was reviewed: that measure was average age of the fixed-route fleet.

Please note that this peer system analysis only includes the fixed-route transit component at each transit operation, and typically does not include paratransit services.

Passengers per Revenue Hour

Figure 5.1 shows productivity in terms of passengers per revenue hour. Shoreline Metro, at 10.84 passengers per revenue hour, was the lowest of the six transit systems in the comparison in 2007. Utilization of Shoreline Metro increased to 13.40 passengers per revenue hour in 2008, an increase of over 23 percent in one year; this compared to increases or decreases of less than ten percent at most of the peer transit operations, along with a significant decrease in passengers per revenue hour in Dubuque. The 2008 passenger per revenue hour statistic for Sheboygan was the fourth highest of the peer systems.

Figure 5.1: Passengers per Revenue Hour

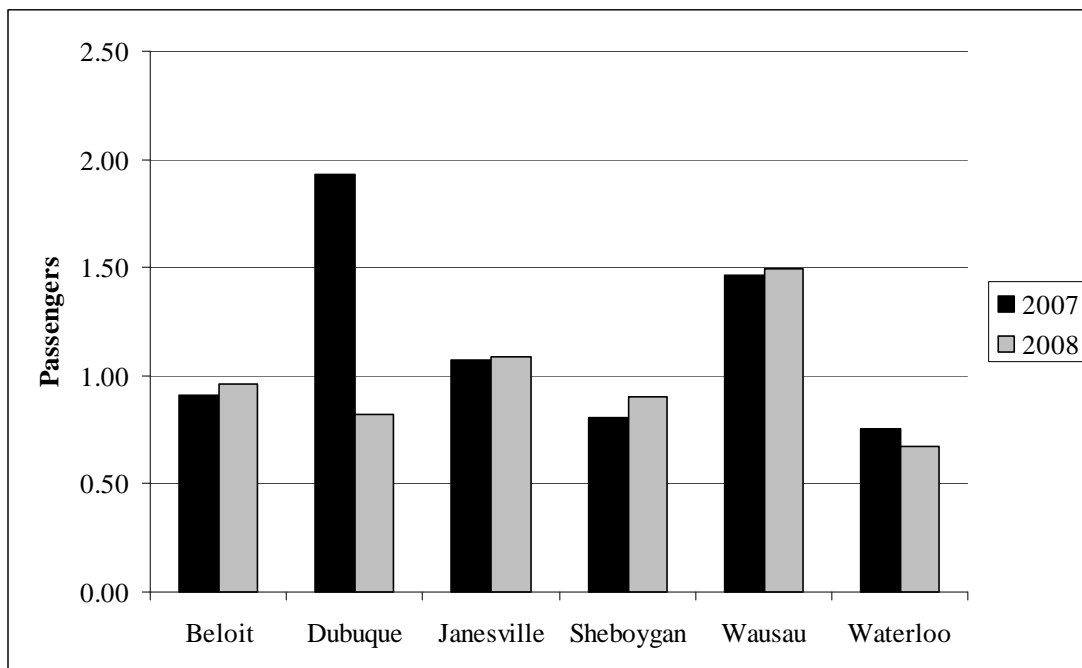


Source: 2007 and 2008 *National Transit Database Agency Profiles*, Federal Transit Administration; and Bay-Lake Regional Planning Commission, 2010.

Passengers per Revenue Mile

The number of passengers per revenue mile is shown in Figure 5.2. Shoreline Metro, at 0.81 passengers per revenue mile, was the fifth highest of the six transit systems in the comparison in 2007. Utilization of Shoreline Metro increased to 0.90 passengers per revenue mile in 2008, an increase of just over 11 percent in one year. Of the other peer systems, Janesville and Wausau had increases in the number of passengers per revenue mile of about two percent each, while Beloit saw a 5.5 percent increase in the number of passengers per revenue mile. Among peer systems with decreases, Waterloo saw a 9.3 percent decrease in the number of passengers per revenue mile, and Dubuque once again had a significant decrease in the number of passengers per revenue mile between 2007 and 2008. The 2008 passenger per revenue mile statistic for Sheboygan was the fourth highest of the peer systems.

Figure 5.2: Passengers per Revenue Mile

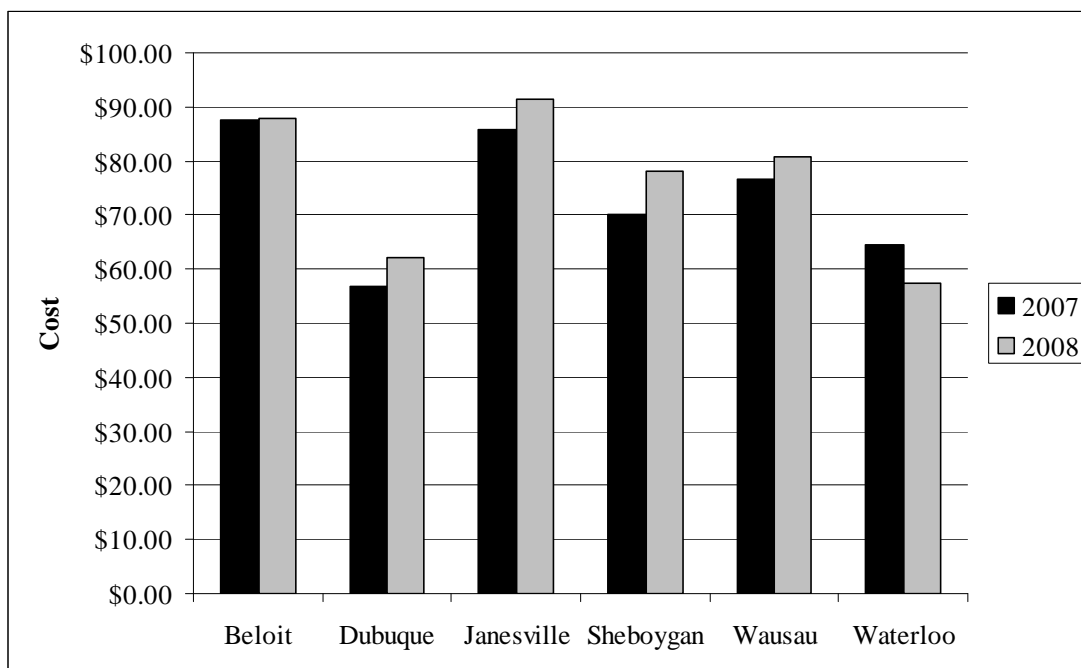


Source: 2007 and 2008 National Transit Database Agency Profiles, Federal Transit Administration; and Bay-Lake Regional Planning Commission, 2010.

Cost per Revenue Hour

The cost per revenue hour reflecting vehicle operating costs is shown for the various transit systems in Figure 5.3. These data indicate that Shoreline Metro had the fourth highest cost per revenue hour of the six systems in the comparison in both 2007 and 2008. Shoreline Metro saw about an 11.5 percent increase in its cost per revenue hour between 2007 and 2008, while four of the remaining five peer systems saw increases in their cost per revenue hour between 2007 and 2008. Waterloo saw an eleven percent decrease in its cost per revenue hour between 2007 and 2008.

Figure 5.3: Cost per Revenue Hour

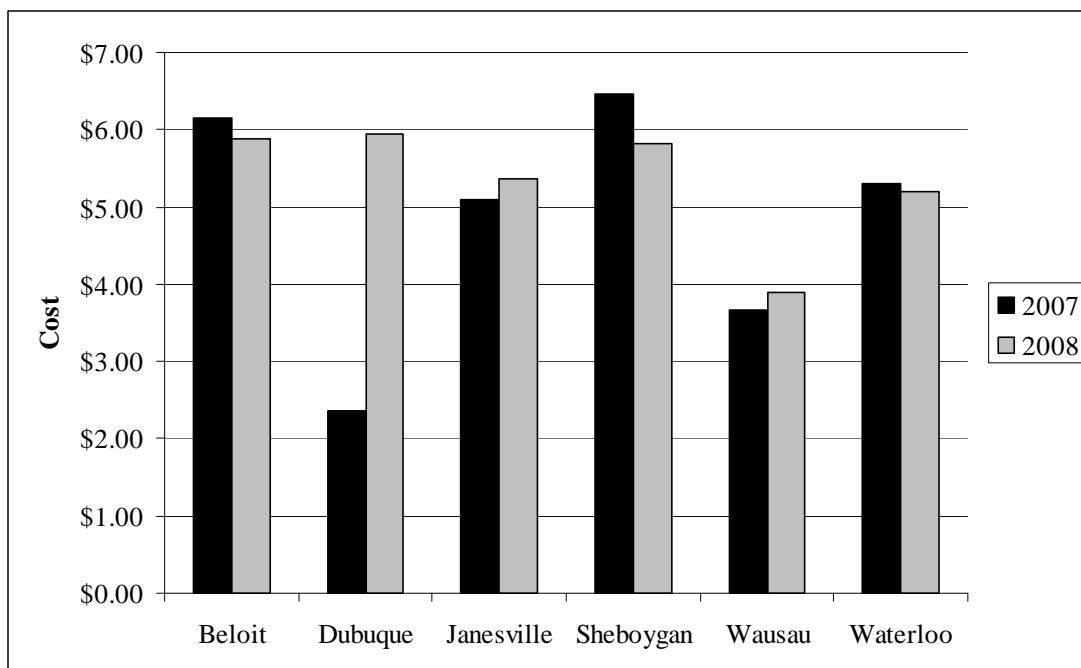


Source: 2007 and 2008 National Transit Database Agency Profiles, Federal Transit Administration; and Bay-Lake Regional Planning Commission, 2010.

Cost per Passenger Trip

The cost per unlinked passenger trip is compared in Figure 5.4. Shoreline Metro, at a cost of \$6.46 per passenger trip, was the highest of the six transit systems in the comparison in 2007. The cost per passenger trip for Shoreline Metro decreased to \$5.82 in 2008, a decrease of 9.9 percent from 2007 to 2008. Waterloo's transit operation saw a 2.1 percent decrease in its cost per passenger trip between 2007 and 2008, and Beloit's transit operation saw a 4.7 percent decrease in its cost per passenger trip between 2007 and 2008, while Janesville and Wausau saw increases in their cost per passenger trip between five and six percent each from 2007 to 2008. Dubuque saw a 151.7 percent increase in its cost per passenger trip between 2007 and 2008. The cost per passenger trip for Shoreline Metro was the third highest of the six peer systems in 2008.

Figure 5.4: Cost per Passenger Trip

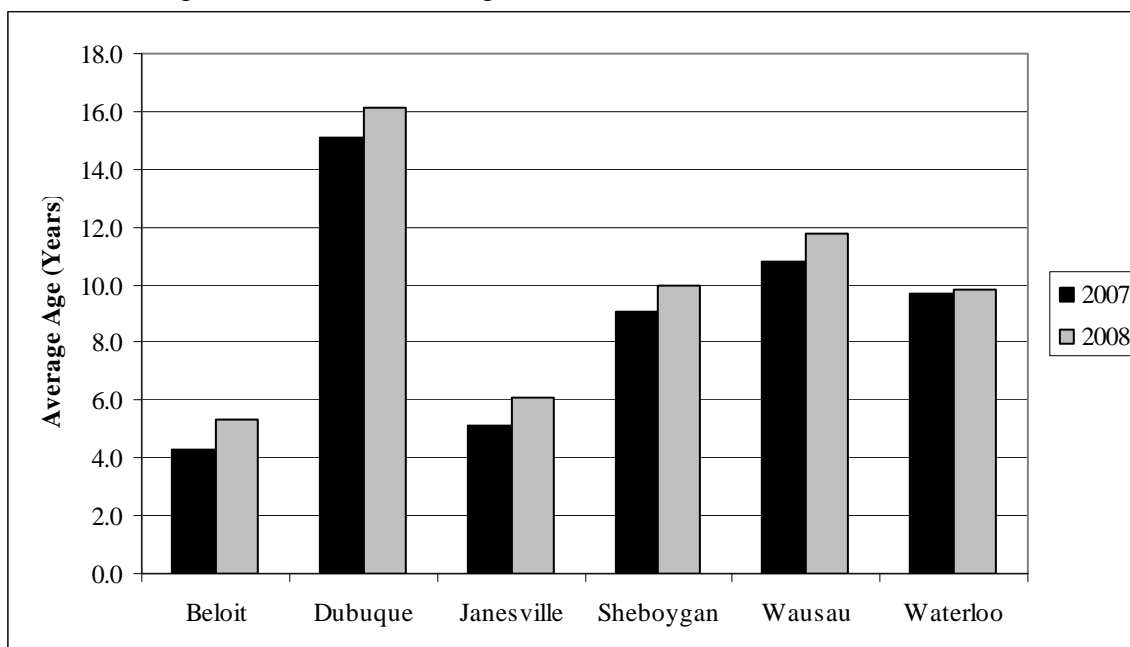


Source: 2007 and 2008 National Transit Database Agency Profiles, Federal Transit Administration; and Bay-Lake Regional Planning Commission, 2010.

Average Fixed-Route Fleet Age

The average age of the fixed-route bus fleet is compared in Figure 5.5. Shoreline Metro, at an average fixed-route fleet age of 9.1 years, was the fourth oldest fixed-route fleet of the six transit systems in the comparison in 2007. The average fixed-route fleet age for Shoreline Metro increased to 10.0 years in 2008, an increase of 0.9 years (9.9 percent) from 2007 to 2008. Most peer transit operations saw an increase of one year in their fixed-route fleet's average age from 2007 to 2008, normally meaning that they had no vehicle replacements in that year; the one exception was Waterloo, which saw an increase in its average fixed-route fleet age of 0.1 years. The average fixed-route fleet age for Shoreline Metro was the third oldest of the six peer systems in 2008.

Figure 5.5: Average Fixed-Route Fleet Age



Source: 2007 and 2008 National Transit Database Agency Profiles, Federal Transit Administration; and Bay-Lake Regional Planning Commission, 2012.

COST ALLOCATION MODEL

Cost information from 2008 was used to develop a three factor cost allocation model of Shoreline Metro operations. Such a model is useful in estimating the costs of various individual routes, as well as in estimating the cost ramifications of any proposed service alternatives. In order to develop such a model, each estimate of cost is allocated to one of two service variables. The two service variables used to allocate costs are the number of revenue hours and the number of revenue miles. In addition, fixed costs are identified as being constant. This is a valid assumption for the short-term future, although fixed costs could change over the long-term future.

Examples of the cost allocation methodology include: allocating fuel costs to revenue miles; allocating operator wages to revenue hours; and allocating training and casualty/liability insurance expenses to fixed costs. Total costs allocated to each variable are then divided by the total route services quantity (i.e.: total revenue hours or total revenue miles in 2008) to determine a cost rate for each variable.

The allocation of cost for the 2008 Shoreline Metro operation is presented in Table 5.1. This cost allocation has been applied to fixed-route services only. Paratransit services provided by the Metro Connection division of Shoreline Metro have been excluded from the cost allocation methodology in order to focus on the productivity of Shoreline Metro's fixed-route service. The cost allocation shown in Table 5.1 yields the following cost equation for fixed-route services:

$$\text{Total Cost} = (\$34.35 \times \text{Revenue Hours}) + (\$1.30 \times \text{Revenue Miles}) + \$713,965$$

Table 5.1: Shoreline Metro Cost Allocation Model, 2008

Annual Expenses	Cost Factor			
		Revenue Hours	Revenue Miles	Fixed Cost
Expenses - Operations				
Salaries and Wages	\$883,467	\$883,467		
Additional Income Paid for Benefits	\$0	\$0		
Employer Paid Payroll Benefits	\$643,915	\$643,915		
Fuel and Lubricants	\$324,424		\$324,424	
Transit Documents	\$962			\$962
Employee Medical Exams	\$3,332			\$3,332
Tires and Tubes	\$21,748		\$21,748	
Total Expenses - Operations	\$1,877,848	\$1,527,382	\$346,172	\$4,294
Expenses - Maintenance				
Salaries and Wages	\$240,549		\$240,549	
Additional Income Paid for Benefits	\$0		\$0	
Employer Paid Payroll Benefits	\$152,283		\$152,283	
Contractual Services	\$29,566		\$29,566	
Fuel and Lubricants	\$5,946		\$5,946	
Repair Parts and Supplies	\$78,446		\$78,446	
Training and Conferences	\$3,753			\$3,753
Total Expenses - Maintenance	\$510,543	\$0	\$506,790	\$3,753
Expenses - Administration				
Salaries and Wages	\$301,181			\$301,181
Additional Income Paid for Benefits	\$0			\$0
Employer Paid Payroll Benefits	\$220,626			\$220,626
Casualty/Liability Insurance	\$111,936			\$111,936
Utilities	\$30,124			\$30,124
Contractual Services	\$25,193			\$25,193
Advertising	\$16,858			\$16,858
Total Expenses - Administration	\$705,918	\$0	\$0	\$705,918
TOTAL EXPENSES	\$3,094,309	\$1,527,382	\$852,962	\$713,965
Service Variable Quantities	---	44,468	658,066.9	1
Cost Equation Factor	---	\$34.35	\$1.30	\$713,965

Source: Sheboygan Parking and Transit Utility, 2009; Bay-Lake Regional Planning Commission, 2010.

ROUTE PRODUCTIVITY

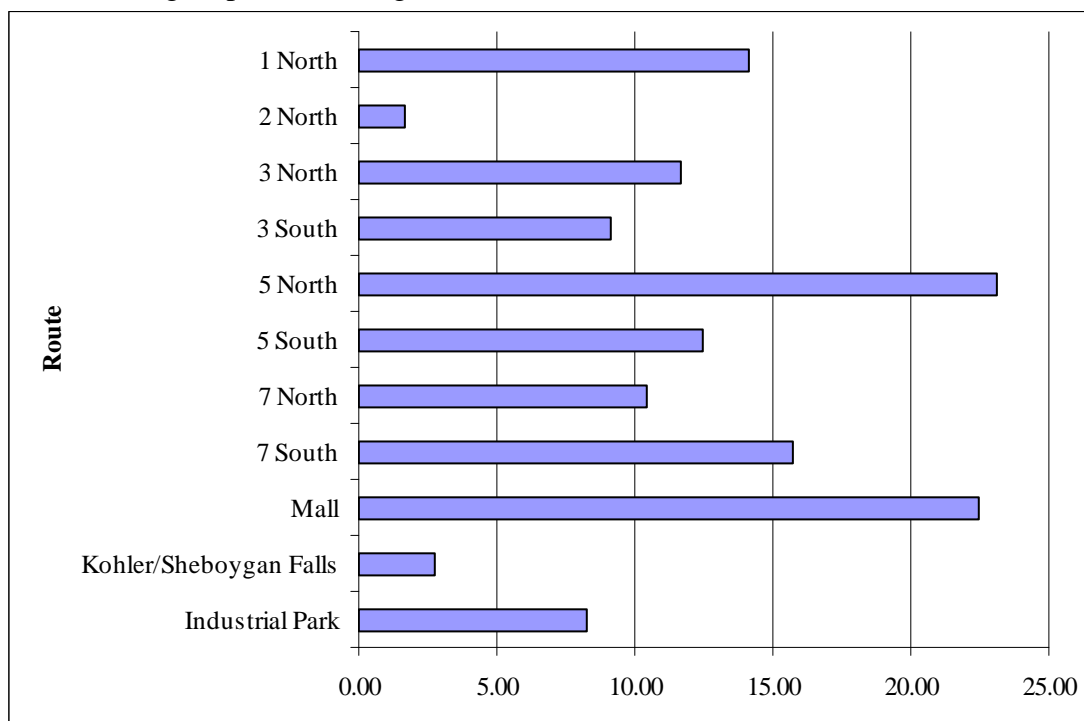
Each individual route has been evaluated to determine its productivity in terms of passengers per hour, passengers per mile, and cost per passenger. Individual route productivity is shown in Table 5.2. Table 5.2 and its accompanying narrative measure productivity for each route for all periods of operation for that route in 2008, including Saturdays for all regular routes.

Passengers per Hour – Regular Routes

The route productivity in passengers per hour for regular routes is shown in Figure 5.6. There was significant variation in the number of passengers per hour, ranging from just over 1.6 passengers per hour to 23.1 passengers per hour. Most regular routes were operating in the range of 8.2 to 15.8 passengers per hour. Route 5 North had the highest productivity using this measure among regular routes, followed by the Mall Route. Regular routes which exhibited the lowest productivity using this measure included Route 2 North, followed by the Kohler/Sheboygan Falls Route. The passenger per hour ratio for regular routes was calculated for all days of service operation in 2008; it should be noted that weekday productivity would be higher than Saturday productivity for most regular routes. It should also be noted that Route 2 North was discontinued at the end of February 2008, as it operated as a service to employees of Aurora Sheboygan Memorial Medical Center under a contract with that facility during a construction period at the hospital.

While not included in Figure 5.6, it is noteworthy that the North and South Shuttles had just over 7.5 passengers per hour in 2008.

Figure 5.6: Passengers per Hour, Regular Routes



Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

Table 5.2: Route Productivity

Route	Passengers per Day	Annual Passengers	Trips per Weekday	Trips per Saturday	Trip Hours	Miles per Trip	Passengers per Hour	Passengers per Mile	Cost per Passenger	Annual Cost per Route
1 North	135	41,510	20	10	0.53	6.9	14.10	1.07	\$4.74	\$196,860
2 North*	30	1,298	73	0	0.25	3.1	1.63	0.14	\$39.83	\$51,698
3 North	141	43,330	27	10	0.50	6.3	11.68	0.93	\$5.64	\$244,482
3 South	114	35,077	27	10	0.52	7.4	9.14	0.64	\$7.52	\$263,954
5 North	279	85,736	27	10	0.50	5.6	23.10	2.06	\$2.75	\$235,729
5 South	156	47,881	27	10	0.52	7.8	12.47	0.83	\$5.62	\$268,956
7 North	126	38,709	27	10	0.50	8.4	10.43	0.62	\$6.99	\$270,744
7 South	196	60,304	27	10	0.52	11.2	15.71	0.73	\$5.17	\$311,475
Mall	178	54,651	19	10	0.45	7.0	22.48	1.45	\$3.15	\$171,929
Kohler/Sheboygan Falls	28	8,531	6	5	1.75	23.6	2.78	0.20	\$24.42	\$208,317
Industrial Park	178	54,569	21	9	1.14	20.2	8.26	0.46	\$9.04	\$493,424
Tripper #101	17	3,041	1	0	2.00	22.0	8.45	0.77	\$7.48	\$22,746
Tripper #102	22	3,935	1	0	2.00	12.0	10.93	1.82	\$5.01	\$19,714
Tripper #103	23	4,060	1	0	2.00	21.0	11.28	1.07	\$5.53	\$22,443
Tripper #104	5	810	1	0	2.00	19.0	2.25	0.24	\$26.96	\$21,837
Tripper #105	14	2,434	1	0	2.00	15.0	6.76	0.90	\$8.47	\$20,623
Tripper #218	25	4,442	1	0	2.00	21.2	12.34	1.16	\$5.07	\$22,504
Tripper #219	21	3,737	1	0	2.00	23.1	10.38	0.90	\$6.18	\$23,080
Tripper #220	18	3,169	1	0	2.00	22.0	8.80	0.80	\$7.18	\$22,746
Tripper #221	29	5,246	1	0	2.00	21.0	14.57	1.39	\$4.28	\$22,443
Tripper #222	24	4,367	1	0	2.00	19.2	12.13	1.26	\$5.01	\$21,897
Tripper #223	47	8,393	1	0	2.00	20.6	23.31	2.26	\$2.66	\$22,322
North and South Shuttles	49	15,196	12	4	0.50	8.0	7.54	0.58	\$8.84	\$134,385
Annual Total Cost										\$3,094,309

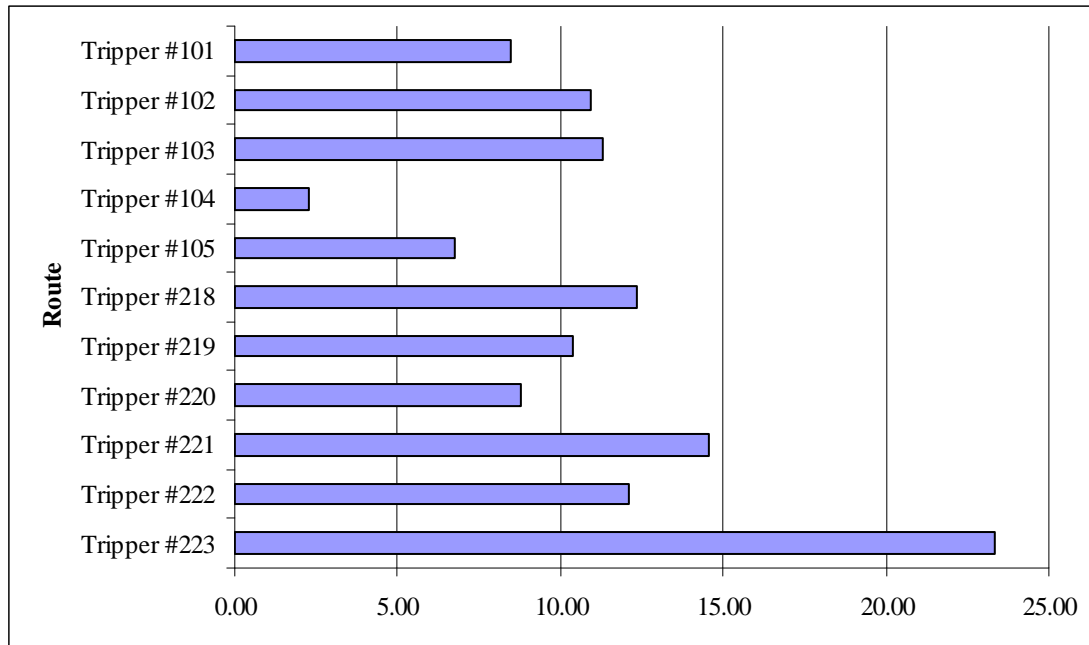
*Route 2 North only operated during the months of January and February 2008, under a contract with Aurora Sheboygan Memorial Medical Center.

Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

Passengers per Hour – School Routes

The route productivity in passengers per hour for school routes is shown in Figure 5.7. Again, there was a significant variation in the number of passengers per hour, ranging from 2.25 passengers per hour to over 23.3 passengers per hour. Most school routes were operating in the range of 8.4 to 12.4 passengers per hour. Tripper 223 had, by far, the highest productivity using this measure among school routes. Other high productivity school routes included Trippers 218, 221 and 222. School routes which exhibited the lowest productivity using this measure included Tripper 104, followed by Tripper 105. All of the school routes operated 180 days in 2008.

Figure 5.7: Passengers per Hour, School Routes



Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

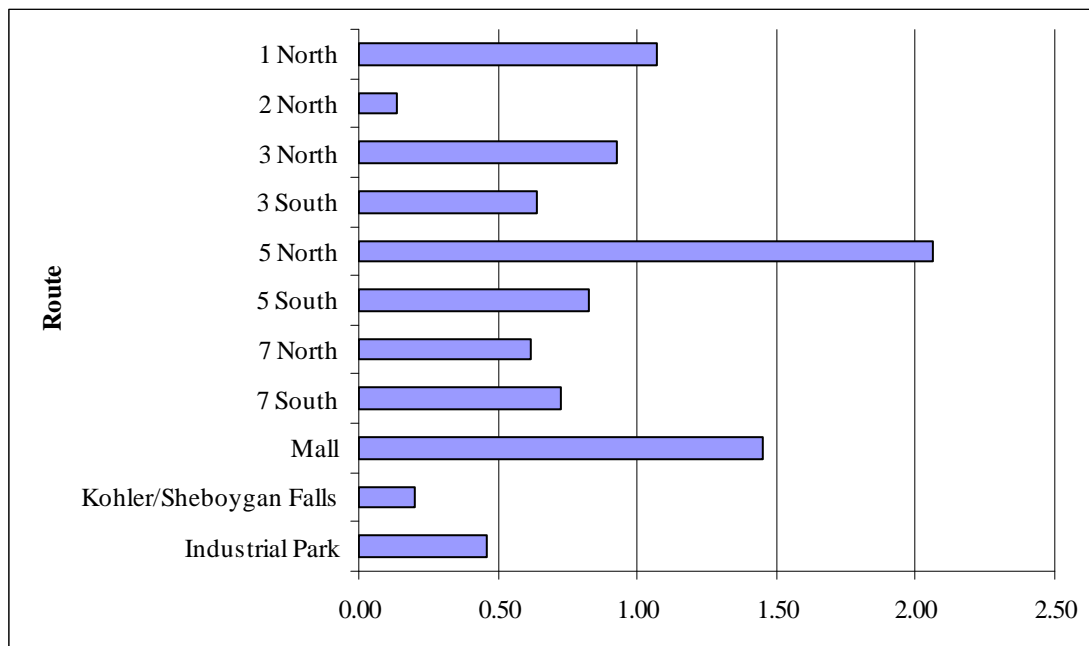
Passengers per Mile – Regular Routes

The route productivity in passengers per mile is shown in Figure 5.8. As is evident in Figure 5.8, there was significant variation in the number of passengers per mile, ranging from 0.14 passengers per mile to 2.06 passengers per mile. Most regular routes were operating in the range of 0.4 to 1.1 passengers per mile. Route 5 North had the highest productivity using this measure among regular routes, followed by the Mall Route. Regular routes which exhibited the lowest productivity using this measure included Route 2 North and the Kohler/Sheboygan Falls Route.

While not included in Figure 5.8, it is noteworthy that the North and South Shuttles had just under 0.6 passengers per mile in 2008.

Again, the passenger per mile ratio for regular routes was calculated for all days of service operation in 2008; it should be noted that weekday productivity would be higher than Saturday productivity for most regular routes.

Figure 5.8: Passengers per Mile, Regular Routes

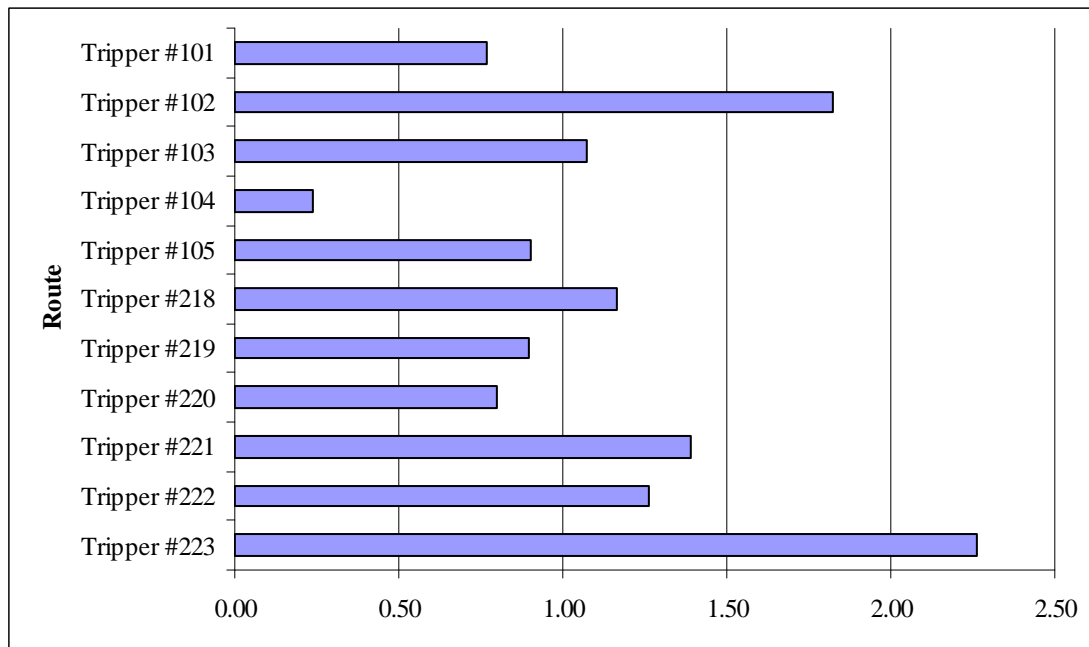


Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

Passengers per Mile – School Routes

The route productivity in passengers per mile for school routes is shown in Figure 5.9. Again, there was significant variation in the number of passengers per mile, ranging from 0.24 passengers per mile to 2.26 passengers per mile. Most school routes were operating in the range of 0.7 to 1.4 passengers per mile. Tripper 223 had, by far, the highest productivity using this measure among school routes. Another very high productivity school route was Tripper 102. The school route which exhibited the lowest productivity using this measure was Tripper 104. Again, all of the school routes operated 180 days in 2008.

Figure 5.9: Passengers per Mile, School Routes



Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

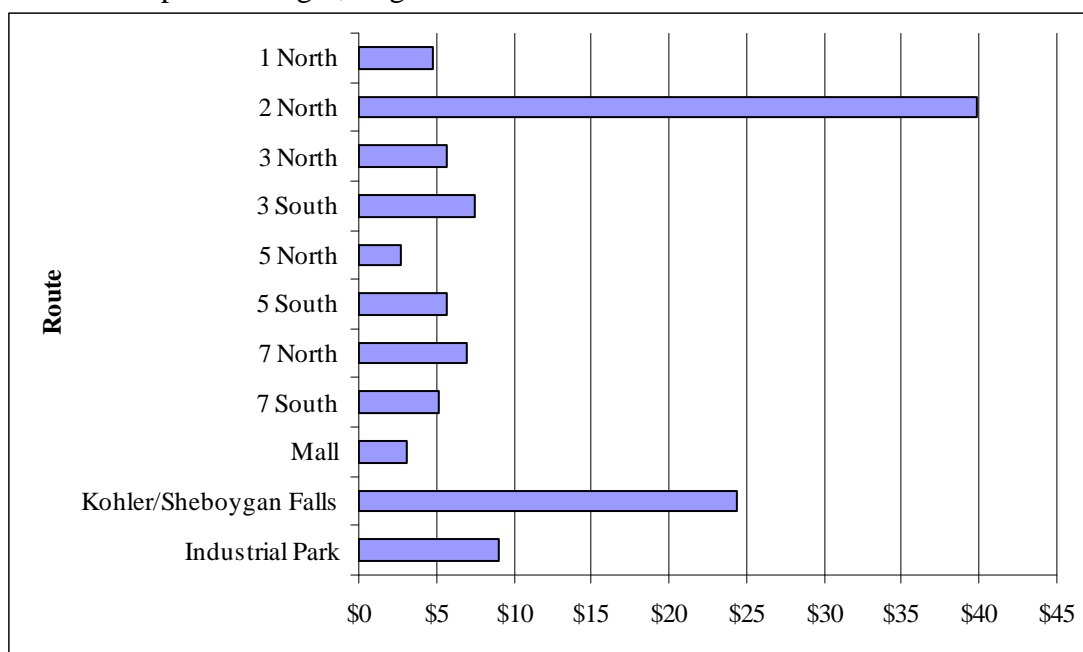
Cost per Passenger – Regular Routes

The route productivity in terms of cost per passenger for regular routes is shown in Figure 5.10. There was significant variation in the cost per passenger among the regular routes, ranging from \$2.75 to \$39.83. Most regular routes were operating in the range of a \$4.70 to \$9.10 cost per passenger trip. At \$2.75 per passenger, Route 5 North had the highest productivity using this measure among regular routes, followed by the Mall Route (\$3.15). Regular routes which exhibited lowest productivity using this measure included Route 2 North (\$39.83), followed by the Kohler/Sheboygan Falls Route (\$24.42).

While not included in Figure 5.10, it is noteworthy that the North and South Shuttles had a cost per passenger of \$8.84 in 2008.

Again, the cost per passenger ratio for regular routes was calculated for all days of service operation in 2008; it should be noted that weekday productivity would be higher than Saturday productivity for most regular routes.

Figure 5.10: Cost per Passenger, Regular Routes

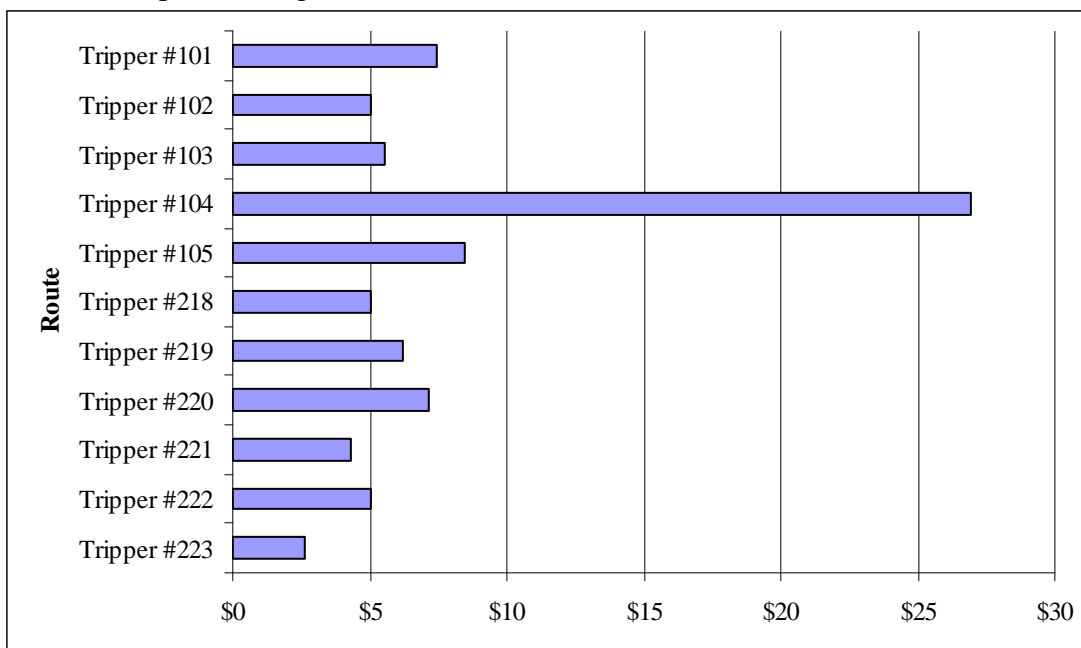


Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

Cost per Passenger – School Routes

The route productivity in terms of cost per passenger for school routes is shown in Figure 5.11. Again, there was significant variation in the cost per passenger, ranging from \$2.66 to \$26.96. Most school routes were operating in the range of a \$5.00 to \$7.50 cost per passenger trip, with two school routes just outside this range (Tripper 221 at \$4.28 and Tripper 105 at \$8.47). At \$2.66 per passenger, Tripper 223 had the highest productivity using this measure among school routes. At the other end of the spectrum, at \$26.96 per passenger, Tripper 104 had the lowest productivity using this measure among school routes. Again, all of the school routes operated 180 days in 2008.

Figure 5.11: Cost per Passenger, School Routes



Source: Sheboygan Parking and Transit Utility, 2008; and Bay-Lake Regional Planning Commission, 2010.

OVERALL SYSTEM PERFORMANCE BY DAY OF THE WEEK

Weekdays

There were a total of 499,215 weekday trips made in 2008, or an average of 1,950 trips per weekday of service. On an “average” weekday in 2008, there were 0.82 passengers per revenue mile, 12.07 passengers per revenue hour, and 7.50 passengers per route run. “Average” weekday statistics are higher than “average” Saturday statistics to a great extent because of school route activity and large numbers of passengers traveling to and from work or other activities occurring primarily on weekdays.

Saturdays

There were a total of 32,499 Saturday trips made in 2008, or an average of 637 trips per Saturday of service. On an “average” Saturday in 2008, there were 0.68 passengers per revenue mile, 10.46 passengers per revenue hour, and 6.25 passengers per route run.

CHAPTER 6: GOALS, OBJECTIVES, STANDARDS AND THEIR USE IN EVALUATING THE CURRENT TRANSIT OPERATION

INTRODUCTION

The mission statement, goals, objectives and standards developed in this chapter are based on consultation with the review committee for this Transit Development Program (TDP), as well as on consultation with the ridership of the transit system, transit driver leaders, and with the general public. The mission statement indicates what transit should strive to achieve over the next five years. In addition to the mission statement, goals, objectives and standards have been developed to guide implementation of this plan. It should be noted that many of the objectives and standards in this chapter are long-range visions of ideal transit service, and can be achieved only as resources permit.

MISSION STATEMENT

Transit service in the Sheboygan area is an essential community service. Transit service will be needed in the future. Current users of public transportation include those who are either unable to drive or those who do not have a vehicle available for their own transportation, along with a limited number of choice riders. These constituencies are expected to remain an integral part of the transit system in the future, and transit should maximize mobility for these groups while remaining productive. However, transit also needs to make efforts at attracting riders from groups that could increase ridership and/or improve the community image of transit, including employees from the various sectors of the economy, as well as students in post-secondary educational institutions. Transit services should be affordable to both the taxpayer and the user of the system, and a balance between raising property tax levies (or other local taxes) and raising fares beyond the affordability range of the ridership is needed. With this in mind, Shoreline Metro should continue to aggressively demonstrate to federal, state and local decision makers the need for their funding and support of transit.

It is important to identify key transit service areas and transit corridors. A significant plurality (nearly 42 percent) of Shoreline Metro riders indicated that transit service was a factor in their choice of residence location. Geographic areas of the transit service area which should receive the highest level of transit service include census block groups with relatively high levels of youth, senior citizens, mobility impaired individuals, persons commuting by bus, low income households, zero vehicle households and one vehicle households, as well as key activity centers. Key activity centers include: larger health care facilities; larger educational facilities (middle and high schools and post-secondary institutions); shopping centers; governmental, social service and non-profit facilities; and entertainment and recreation facilities. It will also be important to influence land use decisions, particularly concerning the location of key transit trip generators. The Sheboygan Parking and Transit Utility (either as staff or acting through its Commission) should make recommendations to the City Redevelopment Authority, the City Plan Commission and to the Common Council regarding proposed locations for such facilities. Higher quality transit service will be possible for those facilities if they are located within the transit service area.

Based on input from the review committee for the TDP, the ridership, transit driver leaders, and from the general public, as well as based on review of community characteristics, the following mission statement indicates the proposed direction of Shoreline Metro over the short-term future:

The mission of Shoreline Metro is to enhance residents' mobility, accessibility and economic well-being through the provision of public transportation services that are comprehensive, affordable, efficient, reliant, safe and environmentally sound. Shoreline Metro seeks to achieve productivity, professionalism and exceptional customer service.

GOALS, OBJECTIVES AND STANDARDS

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

OBJECTIVE 1.1: By continually advocating the needs of transit with federal and state legislators pertinent to transit operations (federal and state legislators) and transit capital needs (federal legislators).

Standard 1.1.1: Shoreline Metro staff should continue to participate in all activities of the Wisconsin Urban and Rural Transit Association (WURTA) in which federal and state funding issues are addressed.

Standard 1.1.2: Shoreline Metro staff should make direct, in-person contact with federal and state legislators in Madison, in Washington, and when these legislators return home during legislative recesses or at other times.

Standard 1.1.3: Shoreline Metro staff should host state and federal legislators for tours of the transit operation and brief "town hall" meetings with passengers, drivers and management at least once each year; this event could precede or follow "town hall" meetings held by these legislators in the Sheboygan area.

Standard 1.1.4: Shoreline Metro staff should continue to participate in meetings in which elected local officials and local interest groups discuss transportation funding issues, acting as an advocate for transit funding at all levels of government.

OBJECTIVE 1.2: By assuring a state-local operational funding floor of at least 58 percent each year throughout the period covered by this TDP.

Standard 1.2.1: The Director of the Sheboygan Parking and Transit Utility should work with the Transit Commission and with the Common Council to maintain sufficient local funding to meet this objective throughout the period covered by this TDP.

OBJECTIVE 1.3: By assuring that 15 percent or more of operational funding comes from users of the transit operation.

Standard 1.3.1: Fares should be established so that farebox revenues do not fall below 15 percent of operational funding or exceed 20 percent of operational funding in any given year.

OBJECTIVE 1.4: By maximizing revenues received from vehicle advertising and other proprietary opportunities, thereby offsetting the costs to users of the transit operation.

Standard 1.4.1: A transit information center should continue to function at the transfer point. This center should continue to include personnel able to sell transit products and answer questions concerning the transit operation, at least on a part-time basis. Tickets for intercity bus service could also be sold at the transfer point. A detailed location map indicating destinations served by the transit system should be available at the transit information center; businesses that would desire to appear on the transit location map kiosk at the transit information center could pay for the service.

Standard 1.4.2: Advertising should be permitted on transit buses, and, where feasible, at passenger shelters. Such advertising should be allowed only within the parameters of an established policy concerning advertising on buses and other transit facilities (i.e.: no tobacco or alcohol advertising).

OBJECTIVE 1.5: By advocating greater flexibility on transit issues with state legislators.

Standard 1.5.1: Work with the Wisconsin Urban and Rural Transit Association (WURTA) to persuade the Wisconsin Legislature to approve enabling legislation that would allow a Regional Transit Authority (RTA) in Sheboygan County and/or the Sheboygan Metropolitan Area, which, if approved locally, would permit local option taxes or fees to be dedicated to transit, such as a local option sales tax.

Standard 1.5.2: Work with the WURTA to persuade the Wisconsin Legislature to consider removing human service needs (including transit) from state imposed spending caps.

OBJECTIVE 1.6: By advocating greater flexibility on transit issues with local elected officials in the service area.

Standard 1.6.1: Work to persuade local decision makers to consider removing human service needs (including transit) from locally imposed spending caps, or to list transit as a separate levy rather than grouping it with all other city general purposes.

Standard 1.6.2: Work to expand Shoreline Metro's service area and revenue base to surrounding towns, particularly the Town of Sheboygan.

Standard 1.6.3: If an RTA is authorized by the state legislature for Sheboygan County and/or the Sheboygan Metropolitan Area, work with local decision makers and with the public to seek approval of a revenue source to implement the RTA.

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

OBJECTIVE 2.1: By maximizing revenues received from vehicle advertising and other proprietary opportunities.

Standard 2.1.1: Revenues received from vehicle advertising and other proprietary opportunities should be used to offset total revenues required of passengers.

Standard 2.1.2: Produce additional non-fare, non-governmental revenues.

OBJECTIVE 2.2: By having adequate commitment on the part of local governments in the transit system service area to maintaining a viable transit system by accepting the responsibility of providing sufficient financial support.

Standard 2.2.1: The staff of the Sheboygan Parking and Transit Utility should continue to educate local decision makers concerning transit finances and revenue sources, and should work with decision makers toward a multi-year staging of increased local commitment toward the transit operation that keeps up with increases in total operational expenses and compensates for possible losses in federal and state operating revenues (adjusted for inflation) each year.

Standard 2.2.2: Keep transit affordable for current and potential participating local units of government.

Standard 2.2.3: Consider sharing of certain services between Shoreline Metro and nearby transit operations (or between Shoreline Metro and other partner governmental entities) in cases where favorable results would be realized for Shoreline Metro and its customers.

Standard 2.2.4: Consider moving away from the property tax as the appropriate mechanism to fund the local share of transit (when legally authorized by the state legislature); possible alternatives may include local option sales or motor fuel taxes.

Standard 2.2.5: Work to rebut the opinions of the “vocal minority” opposed to transit.

OBJECTIVE 2.3: Develop schedules and routes to best serve the ridership that are cost effective.

Standard 2.3.1: Overall fixed-route service should meet productivity levels of 10 passengers per hour and 0.8 passengers per mile. Individual routes should achieve a productivity of 8 passengers per hour and 0.64 passengers per mile. Fixed-route service which does not meet a minimum productivity of 8 passengers per hour or meet a minimum productivity of 0.64 passengers per mile will be evaluated for reconfiguration or for conversion to demand-response service.

Standard 2.3.2: Transit service on regular fixed routes also should be evaluated by time of day to determine if the above productivity levels are being met. If such productivity levels are not being met, policy options include hourly service, reconfiguration or conversion to demand-response service.

Standard 2.3.3: Actions taken to implement Standards 2.3.1 and 2.3.2 should in no way violate Title VI of the Civil Rights Act of 1964; Shoreline Metro staff should evaluate whether service changes resulting from Standards 2.3.1 and 2.3.2 violate Title VI in its triennial Civil Rights Program Updates, and if violations are observed, corrective actions should be taken.

Standard 2.3.4: Requests for new service will be evaluated to ensure that productivity objectives noted in Standard 2.3.1 are met. Estimates of ridership for any new service will be used to determine the expected productivity of the proposed service. Proposed new services should be projected to meet the minimum productivity standards.

Standard 2.3.5: Expand the looping of routes so that more of the City of Sheboygan and overall transit service area is covered by the route structure.

Standard 2.3.6: Offer more seamless transportation between Shoreline Metro's fixed-route service and its Metro Connection service.

OBJECTIVE 2.4: By maintaining the passenger fare structure at a reasonable level through the period covered by the TDP.

Standard 2.4.1: Passenger fares in select categories can be lowered in periodic marketing campaigns and offers.

Standard 2.4.2: The fare structure of the transit operation should be reexamined in this planning effort, and recommendations for simplification of the fare structure should be made where feasible.

Standard 2.4.3: A lower student cash fare should be examined as part of this planning effort.

Standard 2.4.4: Institute a student pass (per year or per semester) to make transit more affordable to students and their families.

Standard 2.4.5: Institution of weekly passes and/or day passes for adults and students should be examined as part of this planning effort.

Standard 2.4.6: A discounted monthly pass should be offered to certified low income passengers if grants are obtained to subsidize such a program.

Standard 2.4.7: Encourage employers to subsidize monthly transit passes for their employees; such subsidization is deductible from federal corporate income taxes.

GOAL 3: To increase ridership above levels observed in recent years as part of an effort to improve community support of the transit operation.

OBJECTIVE 3.1: All fixed-route vehicles shall be rated for a useful life of 12 years or 500,000 miles, as certified by the Altoona bus testing laboratory at the Pennsylvania State University or by any other Federal Transit Administration (FTA) approved testing facility.

Standard 3.1.1: Shoreline Metro management should work with manufacturers of new vehicles to be placed in revenue service to minimize noise levels and to assure that lack of a smooth ride is caused by factors external to the vehicle; pre-award demonstration of the candidate vehicle for these attributes should occur.

Standard 3.1.2: Vehicles which are being considered for purchase by Shoreline Metro should first be tested at transit operations elsewhere in Wisconsin which have experience with these vehicles in revenue service.

OBJECTIVE 3.2: By continuing efforts to coordinate the timing and arrival of transit service with the arrival of intercity mass transportation services.

Standard 3.2.1: Aggressive efforts should be made to retain Jefferson Lines and Indian Trails bus service at the downtown transfer point, as well as to attract other intercity mass transportation services to the downtown transfer point.

Standard 3.2.2: In the event that it is not possible to attract or retain intercity mass transportation services at the downtown transfer point, the transit operation should provide timely service to the locations which these services select as their pick-up and drop-off points in Sheboygan.

OBJECTIVE 3.3: By providing expanded and customized transit service to areas dominated by manufacturing and other large economic activity.

Standard 3.3.1: Transit management should continuously monitor starting and ending times for shifts of manufacturing and other large firms in the service area, and consider minor adjustments to the timing of routes to better coordinate with these starting and ending times.

Standard 3.3.2: In the event that starting or ending times for shifts of manufacturing and other large firms are outside the normal range of hours of service for the transit system, additional transit service should be marketed and tested on a trial basis; if such service meets the provisions of Standard 2.3.1, then such service should be instituted on a long-term basis.

Standard 3.3.3: Fixed-route transit service should run as close as practical to manufacturing and other large firms (or where concentrations of smaller firms occur) with greater than 100 employees and all industrial parks in the transit system service area.

Standard 3.3.4: Continue serving industrial and other large employment centers in Kohler and Sheboygan Falls, and consider expansion of service to larger employers if they develop in surrounding towns and can be justified by projected ridership levels.

OBJECTIVE 3.4: By providing timely, direct service to the University of Wisconsin Sheboygan, and by providing intermittent service to post-secondary educational institutions outside the transit service area, including Lakeshore Technical College in the Village of Cleveland and Lakeland College in the Town of Herman.

Standard 3.4.1: Students who live in the transit service area and who attend either the Lakeshore Technical College campus in Cleveland or the Lakeland College campus west of Howards Grove should be surveyed concerning their willingness to use a transit shuttle to get to and from class, and, if willing to use service, the best times for arrival and departure on either campus which fit their schedule. If survey results appear promising, intermittent service to one or both of these campuses could be instituted on a trial basis. If the service meets the provisions of Standard 2.3.1 during the trial period, the changes should be instituted on a permanent basis. This service could be either demand-response or could be fixed-route with its origin at the transfer point at a time compatible with connections to other routes.

Standard 3.4.2: Assure that satellite campuses of Lakeshore Technical College, Lakeland College and Silver Lake College are adequately served by Shoreline Metro. Important satellite campuses for Lakeshore Technical College and for Silver

Lake College are located at the Sheboygan County Job Center. The satellite campus for Lakeland College in the transit service area is located at the Kohler Company.

OBJECTIVE 3.5: By implementing a public education campaign to reverse a community image of transit being “transportation of last resort for the elderly, the poor, individuals with disabilities and the young.”

Standard 3.5.1: Feature employees from various sectors of the economy giving testimonials concerning how transit is a useful service in getting them to and from their jobs; these testimonials should be developed into persuasive advertising by a professional agency, and used in newspaper and radio spots as part of the transit operation’s advertising budget.

Standard 3.5.2: Have regular newspaper advertising educating the public concerning the environmental benefits of using transit and concerning the real total costs of operating an automobile.

Standard 3.5.3: Continue marketing of the transit operation to individuals in the transit service area who communicate in languages other than English, with special emphasis on marketing in Spanish, Hmong and other prevalent languages in the service area. Such marketing should be placed in media that reach these target groups, including newsletters, posters in churches and stores, or special radio programs.

Standard 3.5.4: Participate in presentations to various interest groups as part of the transit system’s public relations and community outreach program.

OBJECTIVE 3.6: By implementing targeted marketing of identifiable passenger groups as a means of supporting transit, through development of community involvement and partnerships.

Standard 3.6.1: All new services should be marketed through newspaper and radio advertising toward affected populations (students and employees).

Standard 3.6.2: Utilize bus signage to market special offers or new services of the transit system.

Standard 3.6.3: Continue to increase the availability of transit schedules and informational fliers at key locations throughout the service area, including banks, hotel and motel lobbies, shopping centers, schools, libraries, and various public buildings.

Standard 3.6.4: Publish maps of individual routes, and have these available to the public at informational kiosks as well as in a pamphlet format.

Standard 3.6.5: Develop partnerships with local non-profit, business and industry groups, increase community support through marketing and/or chamber of commerce groups (including the Sheboygan County Economic Development Corporation), and integrate transit marketing with economic development initiatives.

Standard 3.6.6: Shoreline Metro should participate in statewide marketing campaigns when they occur.

Standard 3.6.7: Shoreline Metro should consider targeted marketing in specific portions of the transit service area during street construction periods.

Standard 3.6.8: Shoreline Metro should market its services at community events.

Standard 3.6.9: Shoreline Metro should update its route and schedule map and other media in the primary non-English languages of the service area (Spanish, Hmong, etc.) as well as in Braille.

Standard 3.6.10: Offer special days for prospective riders to educate them about they can benefit from transit services (discount day, learn how to use the bus day, etc.).

OBJECTIVE 3.7: By providing service to meet published schedules.

Standard 3.7.1: No vehicles in fixed-route service will operate ahead of schedule.

Standard 3.7.2: At least 95 percent of vehicles in fixed-route service will operate no more than 5 minutes behind schedule.

Standard 3.7.3: Demand-response service will exceed 95 percent of trips within 30 minutes of the requested time for pickup for ADA paratransit service.

Standard 3.7.4: Missed trips (as defined by 30 or more minutes late for fixed-route service, and requests which cannot be served for demand-response service) should be kept to a minimum.

Standard 3.7.5: Exceptions to Standards 3.7.2 through 3.7.4 can be made under unusual circumstances (poor weather conditions, rail or boat traffic, mechanical breakdowns, 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.

Standard 3.7.6: Minimum standards for fixed-route service (with the exception of the Kohler/Sheboygan Falls Route) should be 30 to 45 minute headways during peak periods, and 60 minute headways during non-peak periods.

OBJECTIVE 3.8: By utilizing better planning in order to improve ridership by offering transit service that is quick and convenient for riders.

Standard 3.8.1: Better connect residents and other riders to key destination points in the transit service area.

Standard 3.8.2: Examine restructuring of passenger pick-up points.

Standard 3.8.3: Examine changing demographics in the service area and their potential impacts on ridership.

Standard 3.8.4: Improve the continuity of route timing and structuring.

Standard 3.8.5: More effectively plan routes so that bus drop-off points are positioned on the same side of the street as trip generators (businesses, agencies, etc.).

GOAL 4: To maintain access and transportation options for riders most in need of transit services.

OBJECTIVE 4.1: By adequately serving residential concentrations of and facilities frequented by transit dependent population groups.

Standard 4.1.1: Census block groups with disproportionate racial minority and Hispanic origin populations should be served by the transit system in accordance with Title VI of the Civil Rights Act of 1964.

Standard 4.1.2: Key activity centers should be served by the transit system (i.e.: be as close as practical to those activity centers), including major health care facilities; major educational facilities; shopping centers; governmental, social service and non-profit facilities; entertainment and recreation facilities; and major employment centers.

Standard 4.1.3: Passenger shelters should be considered at important loading points, and all shelters should be adequately and frequently maintained.

Standard 4.1.4: Shoreline Metro should continue to provide service to low income housing facilities and to mobile home parks at the periphery of the transit service area.

OBJECTIVE 4.2: By cooperating with agencies such as the Wisconsin Department of Workforce Development (DWD) to ensure that locations of employment placement are adequately served by the transit system both in terms of walking distance as well as in terms of work start and end times.

Standard 4.2.1: Work with Wisconsin DWD staff to ensure that new employees or others are surveyed as to any need for transit services and are educated as to the existence of the transit operation.

Standard 4.2.2: Shoreline Metro should provide orientation kits to Wisconsin DWD staff for distribution to potential riders. These kits would include the Guide to Routes and Schedules, fare media for free rides on the transit system, and any other materials that would educate these potential riders concerning the transit operation and the benefits of using transit.

Standard 4.2.3: Transit system staff should be available for Wisconsin DWD orientation sessions to promote the transit system and to answer questions concerning how individuals can use the system.

Standard 4.2.4: Encourage employers to subsidize monthly transit passes; such subsidization is deductible from federal corporate income taxes.

OBJECTIVE 4.3: By locating transit routes within reasonable walking distance of larger child care facilities.

Standard 4.3.1: Transit routes should be as close as practical to licensed child care facilities with a capacity of 50 children or greater.

OBJECTIVE 4.4: By having transit service continue to comply with the requirements of the Americans with Disabilities Act of 1990 (ADA).

Standard 4.4.1: Continue complementary paratransit service (or other ADA-compliant alternative service) for qualified individuals.

Standard 4.4.2: Continue to upgrade all transit revenue service vehicles so that they are accessible to the disabled, either through replacement or through rehabilitation, with a preference of using low-floor vehicles.

OBJECTIVE 4.5: By continuing to offer Shoreline Metro’s “Metro Connection” service, and by building upon this service to offer more services to communities within Sheboygan County.

Standard 4.5.1: Better communicate the offerings of Metro Connection to the public and to decision makers in Sheboygan County.

Standard 4.5.2: Offer a “one stop” call center (mobility manager) for transportation/mobility issues in the Sheboygan metropolitan area and throughout Sheboygan County.

GOAL 5: To actively influence land use planning decisions regarding land use patterns in the transit service area, 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.

OBJECTIVE 5.1: By having the Transit Commission comment as appropriate on land use proposals which are located within the transit service area.

Standard 5.1.1: Design of subdivisions, offices and commercial/industrial centers within the transit service area will include access for transit vehicles and accessible walkways from potential bus stops.

Standard 5.1.2: City zoning and subdivision codes should be revised to include maximum parking stall requirements (as opposed to minimum parking stall requirements) in an effort to encourage transportation via transit and other non-single occupant vehicle modes of transportation.

Standard 5.1.3: The Director of the Sheboygan Parking and Transit Utility should be afforded an ex-officio position on the City of Sheboygan Plan Commission.

OBJECTIVE 5.2: By having the Transit Commission comment on proposed locations of major trip generators. For major transit trip generators which 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.

Standard 5.2.1: Key trip generators should be located within the transit service area.

Standard 5.2.2: Transit service to key generators outside the transit service area will be evaluated based on the system productivity thresholds identified in Standard 2.3.1, and will be subject to the local governmental unit financing its share of such service.

GOAL 6: To consider expanded service where warranted, and to consider staffing adjustments in instances in which service expansions occur.

OBJECTIVE 6.1: By considering expansion of the coverage of the service area.

Standard 6.1.1: Consider expansion of routes to new services and businesses while continuing to maintain an efficient transit operation.

Standard 6.1.2: Consider expansion of routes as urban development expands.

Standard 6.1.3: Consider expansion of Shoreline Metro fixed-route services to serve other communities in Sheboygan County and locations immediately adjacent to the county, which would offer more diverse transportation options to all county residents.

Standard 6.1.4: All proposals for expanding the service area will be subject to the local governmental unit benefiting from the expanded service financing its local share of such service. Public-private partnerships may be considered as an alternative model for funding such service expansions.

CHAPTER 7: ALTERNATIVES ANALYSIS

INTRODUCTION

In the completion process for the Sheboygan TDP, several issues have been identified concerning the services of Shoreline Metro. The process used in completing the TDP included discussions with Shoreline Metro staff, meetings with the TDP review committee, and public input sessions. Based on issues that were identified and input from various sources regarding the services of Shoreline Metro, several alternative configurations of the transit system were developed and analyzed. Based on review of the initial alternative configurations of the transit system, such configurations were refined, and the analysis described in this chapter was conducted.

The alternative configurations of the transit system ranged from maintaining status quo fixed-route service, to replacing fixed-route service with demand response service (with variations in the cash fare), to modified fixed-route service (including a dual hub system, minor changes to existing routes, and a major restructuring of the routes that was proposed by some of the transit drivers), to restoration of 30 minute service on Saturdays, to restoration of 15 minute peak hour service on weekdays, to different forms of route deviation (including deviation during non-peak periods, as well as deviation of fixed routes to better serve schools at their starting and ending times as a replacement for school “tripper” routes), to offering demand response service during weeknights (with variations in the cash fare and in the structure of fixed-route transit service), to offering transit service to outlying communities that currently do not have such service. Each of the alternative configurations of the transit system has been evaluated based on the goals for transit service in the area, projected productivity, number of passengers and cost of operation.

ALTERNATIVES EXAMINED IN DECEMBER 2010

Alternative A: Continuation of Status Quo Fixed-Route Transit Service

This alternative would maintain existing fixed-route transit service throughout the area with no changes. In 2008, the service averaged 11.96 non-ADA passengers per revenue hour at a cost per passenger (fixed-route service costs only) of \$5.82. Several assumptions were made in the development of this alternative, including the following:

1. There would be no changes to existing fixed-route service throughout the service area, including route miles and service hours.
2. There would be no changes in fares.
3. Revenue miles, revenue hours and ridership all came from the fixed-route component of the National Transit Database (NTD) report for Sheboygan Transit/Shoreline Metro in 2008.
4. Revenues and expenses account for fixed-route and ADA paratransit services (no county paratransit services were included). This assumption applies to all of the alternatives examined in this analysis.
5. “Other non-subsidy revenues” exclude parking utility revenues. This assumption applies to all of the alternatives examined in this analysis.
6. The federal, state and local shares financing transit service under this alternative were proportioned to fixed-route plus ADA paratransit service, with the combined federal and

state share being 60 percent of expenses. This assumption applies to all of the alternatives examined in this analysis.

7. The costs per passenger, revenue mile and revenue hour all excluded ADA paratransit expenses (covered fixed-route operations only). This assumption applies to all of the alternatives examined in this analysis.
8. The numbers of passengers per revenue mile and revenue hour are for fixed-route operations only. This assumption applies to all of the alternatives examined in this analysis.
9. The farebox revenue per passenger involved fixed-route (non-ADA) revenue divided by fixed-route ridership. This assumption applies to all of the alternatives examined in this analysis.

The route structure was indicated on Map 4.1 and 4.2 of this TDP, and represents the existing route structure. Table 5.2 of this TDP indicates individual 2008 costs by route for this “no change” alternative. Table 7.1 indicates the service, ridership and financial implications of this alternative in the base year of 2008.

Alternative B: Replace Fixed-Route Service with Demand Response Service

This pair of alternatives would convert the entire fixed-route transit operation into a demand-response paratransit system. Several assumptions were made in the development of this pair of alternatives, including the following:

1. Service would continue to be run by the transit utility.
2. A base cash fare of \$1.75 (Alternative B-1) or \$3.50 (Alternative B-2) was assumed.
3. Service characteristics similar to the area’s ADA paratransit service were assumed, including passengers per service hour (3.16), passengers per revenue hour (3.41), passenger miles per trip (5.78), and revenue miles per trip (3.40).
4. “Ridership” would decrease significantly (by nearly 25 percent) due to the elimination of transfers under Alternative B-1.
5. For Alternative B-2, a fare elasticity of -0.43 was applied to the ridership calculated for Alternative B-1. Shoreline Metro staff instructed Bay-Lake Regional Planning Commission staff to apply the fare increase consistently across the board for all fare media for purposes of the alternatives analysis; this essentially meant a doubling of the fare (a 100 percent increase in the fare for all fare media). This 100 percent increase in the fare is predicted to lead to a 43 percent decrease in ridership for Alternative B-2 in comparison to Alternative B-1. These calculations affected ridership, farebox revenues and ADA revenues.
6. ADA ridership would not change under Alternative B-1, but is expected to decrease significantly under Alternative B-2, assuming that the ADA paratransit fare is doubled along with all other fares under Alternative B-2.
7. Some 10 percent of the advertising portion of other non-subsidy revenues was assumed to be cut, due to fewer advertising opportunities.
8. The state share for Alternatives B-1 and B-2 could be lost if Shoreline Metro does not meet state efficiency standards under these alternatives (if implemented).

Table 7.1 Impacts of the First Set of Alternate Configurations for Shoreline Metro Sheboygan Transit Development Program (TDP) (For the 2008 Base Year)							
	Alternative A: Continuation of Status Quo Fixed-Route Transit Service	Alternative B-1: Replace Fixed-Route Service with Demand Response Service: With \$1.75 Base Cash Fare	Alternative B-2: Replace Fixed-Route Service with Demand Response Service: With \$3.50 Base Cash Fare	Alternative C: Dual Hub System, with the Downtown Transfer Point and a Second Transfer Point at Taylor Heights Shopping Center	Alternative D: Restore 30 Minute Service on Saturdays	Alternative E-1: Restore 15 Minute Peak Hour Service on Weekdays: With School Tripper Service	Alternative E-2: Restore 15 Minute Peak Hour Service on Weekdays: Without School Tripper Service
Revenue Miles	658,067	1,358,782	774,506	622,641	678,568	805,329	766,431
Revenue Hours	44,468	117,044	66,715	43,167	45,683	54,081	50,121
Ridership	531,714	399,670	227,812	519,548	540,333	541,311	519,494
Cost per Passenger	\$5.82	\$16.27	\$17.61	\$5.79	\$5.86	\$6.68	\$6.61
Cost per Revenue Mile	\$4.70	\$4.78	\$5.18	\$4.83	\$4.66	\$4.49	\$4.48
Cost per Revenue Hour	\$69.59	\$55.54	\$60.14	\$69.64	\$69.29	\$66.91	\$68.47
Passengers per Revenue Mile	0.81	0.29	0.29	0.83	0.80	0.67	0.68
Passengers per Revenue Hour	11.96	3.41	3.41	12.04	11.83	10.01	10.36
Farebox Revenue per Passenger	\$0.84	\$0.84	\$1.68	\$0.84	\$0.84	\$0.84	\$0.84
Expenses	\$3,402,154	\$6,808,688	\$4,320,330	\$3,314,012	\$3,473,168	\$3,926,429	\$3,739,836
Farebox Revenues	\$445,618	\$334,955	\$381,848	\$435,422	\$452,841	\$453,661	\$435,377
ADA Revenues	\$75,562	\$75,562	\$86,141	\$75,562	\$75,562	\$75,562	\$75,562
Other Non-Subsidy Revenues	\$148,553	\$145,978	\$145,978	\$147,799	\$149,257	\$154,120	\$151,827
Deficit	\$2,732,421	\$6,252,193	\$3,706,363	\$2,655,229	\$2,795,508	\$3,243,086	\$3,077,070
Federal Share	\$1,199,338	\$2,400,220	\$1,523,016	\$1,168,266	\$1,224,372	\$1,384,157	\$1,318,379
HUD Subsidy	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
State Share*	\$841,955	\$1,684,994	\$1,069,183	\$820,142	\$859,529	\$971,701	\$925,523
Local Share	\$641,128	\$641,128	\$641,128	\$641,128	\$641,128	\$641,128	\$641,128
Balance	\$0	(\$1,475,851)	(\$423,036)	\$24,307	(\$20,479)	(\$196,100)	(\$142,040)
*The state share for Alternatives B-1 and B-2 may not be available if Shoreline Metro does not meet state efficiency standards under these alternatives (if implemented).							
Source: Sheboygan Parking and Transit Utility, 2008, 2010 and 2011; and Bay-Lake Regional Planning Commission, 2011.							

9. The cost per passenger trip could increase substantially from the \$10.29 per trip it currently costs to provide ADA paratransit trips in the transit service area. This is because Shoreline Metro fixed-route transit drivers would be assigned to provide this service, and they have a higher starting hourly rate than paratransit drivers.

Table 7.1 indicates the service, ridership and financial implications of this pair of alternatives in the base year of 2008. Analysis for these alternatives was conducted assuming \$1.75 (Alternative B-1) and \$3.50 (Alternative B-2) base cash fare levels.

Alternative C: Dual Hub System, with the Downtown Transfer Point and a Second Transfer Point at Taylor Heights Shopping Center

This alternative would create two transfer points: the existing transfer point and one in the west central portion of the City of Sheboygan in the vicinity of Taylor Heights Shopping Center. Some three routes would use the new western transfer point as a hub, while six other routes and the North and South Shuttles would use the existing downtown transfer point. The Mall Route would travel between the two hubs, and would use both transfer points as its hubs. Several assumptions were made in the development of this alternative, including the following:

1. The configuration of the following routes would remain unchanged: 1 North, 3 North, 3 South, 5 North, 5 South, 7 South, and the North and South Shuttles.
2. The Mall Route would not be reconfigured, but a 5:45 a.m. trip would be added on weekdays. In addition, a half hour service frequency will be needed on the Mall Route at all times on weekdays and Saturdays (and will even be needed on weeknights) if this alternative is to be viable. This would add 12 trips to the Mall Route on weekdays, and would add 10 trips to that route on Saturdays.
3. The following routes are proposed to depart from the western transfer point: 7 North, Industrial Park and Kohler/Sheboygan Falls.
4. The Mall Route would travel between the two hubs, and would use both transfer points as its hubs.
5. Route 7 North would be reconfigured so that buses leave the Taylor Heights Shopping Center, proceed to northbound Taylor Drive, head north on Taylor Drive to Superior Avenue, follow the regular routing loop for Route 7 North in northwest Sheboygan (Superior Avenue between North Taylor Drive and North 40th Street; North 40th Street between Superior Avenue and Saemann Avenue; Saemann Avenue between North 40th Street and North Taylor Drive; North Taylor Drive between Saemann Avenue and Geele Avenue; Geele Avenue between North Taylor Drive and North 29th Street; North 29th Street between Geele Avenue and Saemann Avenue; Saemann Avenue between North 29th Street and North 25th Street; and North 25th Street between Saemann Avenue and Superior Avenue), then would travel east on Superior Avenue from North 25th Street to North 23rd Street, travel down North 23rd Street, access two key destinations on this route (the Sheboygan Clinic and the Pick and Save Supermarket), return to Superior Avenue on North 25th Street, travel west on Superior Avenue from North 25th Street to North Taylor Drive (accessing St. Nicholas Hospital on this segment), then return to the western transfer point via Taylor Drive. Upon request, Route 7 North will continue to serve portions of northwest Sheboygan along: North Taylor Drive between Geele Avenue and Main Avenue; Main Avenue between North Taylor Drive and North 29th Street; and

North 29th Street between Main Avenue and Geele Avenue. This route reconfiguration would subtract an average of 2.9 miles per trip from Route 7 North.

6. The Industrial Park Route would be reconfigured so that buses leave the Taylor Heights Shopping Center, proceed to southbound Taylor Drive to Union Avenue, and join the original configuration of this route at the intersection of Taylor Drive and Union Avenue. After following the regular Industrial Park routing pattern, the route would return to the western transfer point over the same streets, but in reverse order. Certain destinations (such as Lutheran High School, UW Sheboygan and the Sheboygan County Detention Center) would continue to be served upon request, and J. L. French would continue to be served by two early morning trips and by two mid afternoon trips on weekdays. This route reconfiguration would subtract an average of 5.9 miles per trip from the Industrial Park Route.
7. The Kohler/Sheboygan Falls Route would be reconfigured so that the route segment between the downtown transfer point and the western transfer point would be eliminated. All trips involving this route would originate from the western transfer point. On the other hand, this route was configured so that it would travel on Wilgus Avenue, County Highway O/Superior Avenue, and County Highway Y between North Taylor Drive and the Village of Kohler in an effort to attract riders in this part of the urban area. This route reconfiguration would subtract an average of 3.6 miles per trip from the Kohler/Sheboygan Falls Route.
8. All one hour trips on the Industrial Park Route would be reduced to 40 to 50 minutes due to the routing reconfiguration. However, since drivers will need to coordinate with other routes coming into the western transfer point, there is not anticipated to be any savings in hours.
9. The time it takes to complete all trips on the Kohler/Sheboygan Falls Route has been reduced by 20 to 25 minutes per 90 minute trip due to the routing reconfiguration. However, since drivers will need to coordinate with other routes coming into the western transfer point, there is not anticipated to be any savings in hours.
10. It was assumed that half of all riders on deleted route segments would be lost: results from the October 2009 boarding and alighting survey were used to calculate this amount. The other half of riders on deleted route segments would continue to utilize transit, but on other nearby routes. Approximately 2.3 percent of the ridership is assumed to be lost due to these changes. Farebox revenue calculations were derived from estimated ridership.
11. The advertising portion of other non-subsidy revenues decreases by about 2.9 percent under Alternative C, in line with the decrease in service hours under this alternative. This occurs because less service (and consequently, advertising) would be out in the community. The amount of other non-subsidy revenues decreases by \$754, from \$148,553 under the current situation (in 2008) to \$147,799 under Alternative C.
12. ADA ridership and revenues remain unchanged when compared to the baseline.

Table 7.1 indicates the service, ridership and financial implications of this alternative in the base year of 2008.

Map 7.1 indicates the route coverage associated with this alternative.

Alternative D: Restoration of 30 Minute Service on Saturdays

This alternative would involve restoration of 30 minute service during the entire service day. Shoreline Metro “thinned” (reduced from half hour to hour frequency) Saturday service at the beginning of 2004, and then dropped North and South Shuttle service (which compensated for the hour frequencies somewhat) between 7:45 a.m. and 5:45 p.m. in March of 2008. Several assumptions were made in the development of this alternative, including the following:

1. Half hour service would be restored on the following routes: 1 North, 3 North, 3 South, 5 North, 5 South, 7 North, 7 South and the Mall Route. Ten additional trips would be added to each route on Saturdays.
2. There would be no changes to the Kohler/Sheboygan Falls Route and the Industrial Park Route Saturdays.
3. The North and South Shuttles would continue to operate at the beginning (7:15 to 7:45 a.m.) and the end (5:45 to 6:15) of the service day on Saturdays.
4. In order to fairly compare this alternative to the baseline alternative (Alternative A) in 2008, some services that were offered in the first two months of 2008 needed to be subtracted from the analysis. This included removal of Route 2 North on weekdays and the North and South Shuttles during most of the service day (7:45 a.m. to 5:45 p.m.) on Saturdays.
5. Some 52 Saturdays of transit service occurred in 2008.
6. Saturday ridership decreased by nearly 35 percent when Saturday service was thinned between 2003 and 2004. The inverse of this decrease could eventually involve an increase in Saturday ridership of as much as 53 percent over the 32,499 Saturday riders that were observed in 2008. However, riders are not expected to immediately utilize the service once it is restored; only half of the expected increase (26.5 percent) was projected for Saturday ridership. This would lead to over 8,600 additional Saturday riders, for a total of 41,118 Saturday riders and 540,333 total riders under this alternative.
7. Farebox revenues increase commensurate with the overall expected increase in ridership.
8. ADA ridership and revenues remain unchanged when compared to the baseline.

Table 7.1 indicates the service, ridership and financial implications of this alternative in the base year of 2008.

Alternative E: Restoration of 15 Minute Peak Hour Service on Weekdays

This pair of alternatives would involve restoration of 15 minute peak hour service during the morning and afternoon peak periods of Shoreline Metro on weekdays when school is in session. Shoreline Metro eliminated 15 minute peak hour service during the summer months several years ago, and eliminated 15 minute peak hour service at all other times of the year in 1996. One of the sub-alternatives assumes that school tripper service continues to function, while the other sub-alternative assumes elimination of school tripper service. Several assumptions were made in the development of this pair of alternatives, including the following:

1. No 15 minute peak hour service would operate during weeks in the summer in which school is not in session.

2. Morning 15 minute peak hour service would not operate during all other school break periods of one day or more.
3. In 2008, the number of morning 15 minute peak hour service weekdays was assumed to be 182, while the number of afternoon 15 minute peak hour service weekdays was assumed to be 202.
4. The following routes would be affected by the change: 1 North, 3 North, 3 South, 5 North, 5 South, 7 North, 7 South and the Mall Route.
5. One has to go all the way back to the mid 1990s to get an estimate on the types of ridership that could be generated from restoration of this service. In calculating ridership, ridership in 1994, 1995 and 1996 was analyzed by time period to determine what portion of ridership decreases observed between 1995 and 1996 could be attributed to latent effect of the 1995 fare increase versus the impact of thinning peak hour 15 minute service. Changes in ridership between 1994 and 1995, as well as between 1995 and 1996, were examined over the following time periods: 5:00 to 6:00 a.m., 6:00 to 9:00 a.m., 9:00 a.m. to 2:30 p.m., 2:30 to 5:30 p.m., and 5:30 to 10:15 p.m. The rate of decrease in ridership during the 6:00 to 9:00 a.m. period was *lower* than it was during the two surrounding time periods in which 15 minute service did not exist, indicating that restoration of 15 minute service will be of marginal benefit to these riders.
6. The situation appeared to be different for riders during the afternoon peak period (2:30 to 5:30 p.m.) in that their rate of ridership decrease between 1995 and 1996 was about 5.4 percent greater than riders in the two surrounding time periods for which 15 minute service does not exist. This indicates that restoration of 15 minute service would be of some benefit in attracting afternoon peak riders. An increase of 5.4 percent in this group of riders would produce a ridership increase of approximately 9,600 riders. This is an overall ridership increase of approximately 1.8 percent for Alternative E-1. However, under Alternative E-2, this increase is offset by a loss of half of the 43,634 school tripper ridership, leading to a net loss of approximately 12,200 riders (or about 2.3 percent) when compared to Alternative A.
7. The TDP Review Committee recommended that the range of hours for 15 minute service during the afternoon peak period extend from 1:30 p.m. to 5:00 p.m., with the 5:00 p.m. trip departing at around 5:05 p.m. This change was expected to have a negligible impact on ridership.
8. Farebox revenues increase or decrease proportional to the rate of increase or decrease in ridership.
9. No change in ADA revenues was assumed, since hours of service availability have not been expanded.
10. The advertising portion of other non-subsidy revenues increases by about 21.6 percent under Alternative E-1, and by about 12.7 percent under Alternative E-2, in line with the increases in service hours under each sub-alternative. This occurs because additional buses (and consequently, advertising) would be out in the community. The amount of other non-subsidy revenues increases by \$5,567, from \$148,553 under the current situation (in 2008) to \$154,120 under Alternative E-1. The amount of other non-subsidy revenues increases by \$3,274 to \$151,827 under Alternative E-2.

Table 7.1 indicates the service, ridership and financial implications of this alternative in the base year of 2008.

ALTERNATIVES EXAMINED IN JANUARY 2011

Alternative F: Major Route Restructuring Involving Mostly 40 Minute Trips on Most Routes (Suggested by Some of the Transit Drivers)

Two transit drivers presented a proposal for a major restructuring of Shoreline Metro's bus routes to a small group within the TDP Review Committee (Shoreline Metro staff, the Chairman of the Transit Commission, one alderperson who serves on the Transit Commission, and Bay-Lake Regional Planning Commission staff) in late October. One of the drivers (who is a member of the TDP Review Committee) presented this proposal to the full TDP Review Committee at their meeting on November 11, 2010.

Some of the assumptions associated with this alternative included the following:

1. Within the City of Sheboygan, Route 1 and the Industrial Park Route are eliminated.
2. The following routes within the City of Sheboygan are restructured, but continue to exist: 3 North, 3 South, 5 North, 5 South, 7 North, 7 South, and the Mall Route.
3. The restructured Route 3 North would serve Jaycee Quarry Park and several destinations in the Town of Sheboygan, including the new Menard's and the north side Wal-Mart Supercenter.
4. The restructured Route 3 South would serve the UW Sheboygan, the old Industrial Park, the south side Wal-Mart Supercenter, and Deer Trace Shopping Center.
5. Features of Routes 1 North and 5 North (as they exist today) have been combined into the restructured Route 5 North.
6. The restructured Route 5 South would serve the new Industrial Park and Country Village Apartments.
7. The restructured Mall Route would now serve portions of Superior and Saemann Avenues west of North Taylor Drive (as it did in the past).
8. All routes would be structured in a manner that they would serve schools, obviating the need for tripper service. Shopping destinations and medical facilities would also be served by transit under the proposal.
9. All routes within the City of Sheboygan and entering neighboring towns would involve 40 minute trips.
10. Buses would operate every 20 minutes during peak hour periods.
11. The Kohler/Sheboygan Falls Route would involve some route restructuring. For example, this route (as proposed) would travel down County Highway O/Superior Avenue between North 40th Street and County Highway Y (as opposed to using limited access State Highway 23), which might attract passengers in the Town of Sheboygan. In addition, this route (as proposed) would travel down State Highway 32 in the City of Sheboygan Falls between Forest Avenue and Fond du Lac Avenue (as opposed to doubling back on Forest Avenue, Range Line Road and Fond du Lac Avenue), which would get passengers closer to several businesses along State Highway 32 on the north side of Sheboygan.

12. A special route with less frequent service would connect the Village of Howards Grove, Lakeland College and the City of Plymouth. This route could connect to the reconfigured Route 3 North at the north side Wal-Mart Supercenter as a remote transfer point.
13. This alternative assumes that communities that currently do not financially participate in the transit system contribute their “fair share” to the local governmental share needed to finance Shoreline Metro.
14. For numbered city routes and for the Mall Route, there will be 33 trips each weekday and 15 trips each Saturday. “Peak periods” on weekdays are defined as 6:00 a.m. to 8:20 a.m. and 1:40 p.m. to 5:00 p.m. for these routes.
15. The Kohler/Sheboygan Falls Route will have similar service to what exists today, except times would need to be adjusted slightly to coordinate with the numbered city routes, and the weekday afternoon Kohler Special run would need to operate from the downtown transfer point, since the Industrial Park Route would no longer exist.
16. There would be five trips on the Howards Grove/Lakeland College/Plymouth Route each weekday, along with three such trips on Saturdays. The trip length is estimated to be three hours.
17. In calculating ridership, the 2008 ridership from school trippers and from Route 2 was subtracted from the total number of weekday trips. In addition, half of the ridership from Route 1 and from the Industrial Park Route was subtracted from the total number of weekday trips (since some of these riders will continue to use service, but will find the service less convenient). This led to an adjusted baseline of 406,243 weekday trips before changes in the frequency of service were applied to the ridership projection calculations.
18. No change in ridership was projected for the pre-AM peak period on weekdays, since 5:15 a.m. shuttles and 5:45 regular route trips were considered comparable to 5:20 a.m. and 6:00 a.m. regular route trips.
19. For the AM peak, PM peak, and night periods on weekdays, there was a 50 percent increase in service frequency, but the length of the trip increased from 30 to 40 minutes. This translated to a 12.5 percent increase in ridership during each of those periods.
20. For the mid-day off-peak period on weekdays, there was no increase in service, but the length of the trip increased from 30 to 40 minutes. This translated to a 25 percent decrease in ridership during this period.
21. For Saturdays, there was a 21.7 percent increase in the amount of service, but the length of the trip increased from 30 to 40 minutes. This translated to a 16.3 percent increase in ridership on Saturdays.
22. For the Howards Grove/Lakeland College/Plymouth Route, since this route is estimated to be 3 hours in length, about half of the ridership for the Kohler/Sheboygan Falls Route was estimated to initially utilize this route. Some 8,531 rides were recorded on the Kohler/Sheboygan Falls Route in 2008; half of this number would involve 4,266 rides. Total ridership (weekdays, Saturdays, and for the new Howards Grove/Lakeland College/Plymouth Route) would be 452,845.
23. At \$0.84 of passenger revenue per trip, about \$379,520 in fixed-route passenger revenue is expected to be generated.

24. An additional 3,200 ADA paratransit passengers are expected to utilize this service due to expanded coverage of the service area. This will result in about \$32,000 in additional expenses, but was expected to generate \$9,600 in additional revenue (or \$3 per trip, the paratransit fare in 2008).
25. Other non-subsidy revenues would remain at \$148,553.
26. The cost allocation model (minus fixed/administrative costs) was used to calculate the anticipated local share for the Howards Grove/Lakeland College/Plymouth Route. This route would have involved 4,299 additional revenue hours and 67,064.4 additional revenue miles in 2008. This meant that the total cost of this route would be \$234,854. With the addition of ADA paratransit costs attributable to this route, the total incremental cost for this route would be \$266,854. With the subtraction of farebox revenues attributable to the route (\$3,583), ADA paratransit revenues attributable to the expanded coverage area (\$9,600), the federal share attributable to this route (\$94,066), and the state share attributable to this route (\$66,046), the balance/local share would be \$93,559. This amount was added to the \$641,128 that the City of Sheboygan, City of Sheboygan Falls and Village of Kohler would contribute, to yield a combined local share of \$734,687. The Town of Sheboygan, the Village of Howards Grove, Lakeland College and the City of Plymouth would need to mutually agree upon how to finance this local share before service is provided.
27. The Town of Sheboygan would likely need to agree to finance the local share of service if Route 3 North were to be extended into the town; this issue may also impact other routes.
28. This analysis does not include additional capital items that would be needed to operate the Howards Grove/Lakeland College/Plymouth Route. Shoreline Metro staff has indicated that one fixed-route bus and one ADA paratransit bus would be needed to effectively run this route and provide complementary ADA paratransit service to the areas around the route. The local share of these capital items would likely need to be financed by the jurisdictions benefitting from the route. In addition, vehicle maintenance costs have not been fully accounted for in this analysis for the Howards Grove/Lakeland College/Plymouth Route.
29. Significant trip lengths for some of the proposed routes within the City of Sheboygan may make their completion in 40 minutes challenging.

Table 7.2 indicates the service, ridership and financial implications of this alternative in the base year of 2008.

Map 7.2 indicates the route coverage associated with this alternative.

ALTERNATIVES EXAMINED IN MARCH 2011

Alternative G: Route Deviation During Non-Peak Periods (Using Status Quo Fixed-Route Service as a Base)

This alternative would allow Shoreline Metro routes to deviate from their fixed-route pattern during certain mid-day and night non-peak periods to provide “closer to home” service to customers who request such service at these times. Customers would need to reserve such service by telephone a certain period in advance of the scheduled pickup time. Several

Table 7.2 Impacts of the Second Set of Alternate Configurations for Shoreline Metro Sheboygan Transit Development Program (TDP) (For the 2008 Base Year)						
	Alternative F: Major Route Restructuring Involving Mostly 40 Minute Trips on Most Routes	Alternative G: Route Deviation During Non-Peak Periods (Using Status Quo Fixed-Route Service as a Base)	Alternative H-1: Demand Response Service During Weeknights: With Status Quo Fixed-Route Service and a \$1.75 Base Cash Fare	Alternative H-2: Demand Response Service During Weeknights: With Status Quo Fixed-Route Service and a \$3.50 Base Cash Fare	Alternative H-3: Demand Response Service During Weeknights: With a Dual Hub System and a \$1.75 Base Cash Fare	Alternative H-4: Demand Response Service During Weeknights: With a Dual Hub System and a \$3.50 Base Cash Fare
Revenue Miles	734,996	636,158	714,849	625,884	680,866	593,621
Revenue Hours	46,071	39,965	49,525	41,861	50,737	43,222
Ridership	452,845	450,673	487,528	461,360	477,539	451,877
Cost per Passenger	\$7.18	\$6.60	\$6.86	\$6.43	\$7.00	\$6.57
Cost per Revenue Mile	\$4.42	\$4.68	\$4.68	\$4.74	\$4.91	\$5.00
Cost per Revenue Hour	\$70.59	\$74.46	\$67.53	\$70.84	\$65.87	\$68.72
Passengers per Revenue Mile	0.62	0.71	0.68	0.74	0.70	0.76
Passengers per Revenue Hour	9.83	11.28	9.84	11.02	9.41	10.45
Farebox Revenue per Passenger	\$0.84	\$0.84	\$0.98	\$1.02	\$0.98	\$1.02
Expenses	\$3,591,844	\$3,283,613	\$3,652,297	\$3,273,385	\$3,649,752	\$3,278,193
Farebox Revenues	\$379,520	\$377,699	\$476,684	\$472,858	\$466,918	\$463,166
ADA Revenues	\$85,162	\$75,562	\$75,562	\$75,562	\$75,562	\$75,562
Other Non-Subsidy Revenues	\$148,553	\$148,553	\$143,403	\$143,403	\$144,124	\$144,124
Deficit	\$2,978,609	\$2,681,799	\$2,956,648	\$2,581,561	\$2,963,148	\$2,595,341
Federal Share	\$1,266,125	\$1,173,892	\$1,305,696	\$1,170,235	\$1,304,786	\$1,171,954
HUD Subsidy	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
State Share	\$888,981	\$812,694	\$903,944	\$810,163	\$903,314	\$811,353
Local Share	\$734,687	\$641,128	\$641,128	\$641,128	\$641,128	\$641,128
Balance	(\$38,816)	(\$4,085)	(\$55,880)	\$89,965	(\$63,920)	\$79,094
Source: Sheboygan Parking and Transit Utility, 2008 and 2010; and Bay-Lake Regional Planning Commission, 2011.						

assumptions were made in the development of this alternative, including the following:

1. Trips of 45 minutes in length were assumed for all numbered city routes and for the Mall Route during mid-day and night off-peak periods on Saturdays.
2. For Route 1 North, mid-day trips would occur over the following periods: 9:15 – 10:00 a.m., 10:45 – 11:30 a.m., and 12:15 – 1:00 p.m. In addition, weeknight trips would occur over the following periods: 6:30 – 7:15 p.m. and 8:00 – 8:45 p.m.
3. For Routes 3 North, 5 North and 7 North, mid-day trips would occur over the following periods: 9:15 – 10:00 a.m., 10:00 – 10:45 a.m., 10:45 – 11:30 a.m., 11:30 a.m. – 12:15 p.m., 12:15 – 1:00 p.m., and 1:00 – 1:45 p.m. In addition, weeknight trips would occur over the following periods: 5:45 – 6:30 p.m., 7:15 – 8:00 p.m., and 8:45 – 9:30 p.m.
4. For Routes 3 South, 5 South and 7 South, mid-day trips would occur over the following periods: 9:15 – 10:00 a.m., 10:00 – 10:45 a.m., 10:45 – 11:30 a.m., 11:30 a.m. – 12:15 p.m., 12:15 – 1:00 p.m., and 1:00 – 1:45 p.m. In addition, weeknight trips would occur over the following periods: 6:30 – 7:15 p.m. and 8:00 – 8:45 p.m.
5. For the Mall Route, mid-day trips would occur over the following periods: 10:00 – 10:45 a.m., 11:30 a.m. – 12:15 p.m., and 1:00 – 1:45 p.m. In addition, weeknight trips would occur over the following periods: 5:45 – 6:30 p.m., 7:15 – 8:00 p.m., and 8:45 – 9:30 p.m.
6. For Routes 1 North, 3 South, 5 South and 7 South, Saturday trips would occur over the following periods: 8:30 – 9:15 a.m., 10:00 – 10:45 a.m., 11:30 a.m. – 12:15 p.m., 1:00 – 1:45 p.m., 2:30 – 3:15 p.m., and 4:00 – 4:45 p.m.
7. For Routes 3 North, 5 North, 7 North and the Mall Route, Saturday trips would occur over the following periods: 7:45 – 8:30 a.m., 9:15 – 10:00 a.m., 10:45 – 11:30 a.m., 12:15 – 1:00 p.m., 1:45 – 2:30 p.m., 3:15 – 4:00 p.m., and 4:45 – 5:30 p.m.
8. There are no assumed changes to the duration or frequency of trips on the Industrial Park Route or the Kohler/Sheboygan Falls Route on weekdays or on Saturdays. However, some of the starting times for trips on these routes could be adjusted to better coordinate with the new starting times on the other routes.
9. The North and South Shuttles would continue to operate as they do today. Shuttles would operate at the beginning and the end of the service day, as well as during evenings (opposite the side of the city where fixed routes are operating) on weekdays. Shuttles would also operate at the end of the service day on Saturdays.
10. “Guaranteed stops” would be located near significant traffic generators or areas that generate unusually high numbers of boardings and alightings during off-peak periods (based on the boarding and alighting survey conducted in 2009). Spacing between guaranteed stops also was considered, with a minimum threshold of two guaranteed stops per mile of a transit route. All guaranteed stops were spotted at existing intersections of current transit routes.
11. In calculating ridership, the 2008 ridership from two currently nonexistent school trippers (104 and 218) and from Route 2 was subtracted from the total number of weekday trips. This led to an adjusted baseline of 492,665 weekday trips before

changes in the frequency of service were applied to the ridership projection calculations.

12. This change was treated as a thinning of service from 30 minute headways to 45 minute headways for the purpose of calculating ridership during off-peak periods.
13. Off-peak periods were defined as 9:15 a.m. to 1:45 p.m. on weekdays, after 5:45 p.m. on weekdays, and the entire service day on Saturdays.
14. In terms of route miles, this analysis assumed catering to passengers' walking distance needs, then doubling this in calculating additional length for trips. From the passenger opinion survey (2009), an average walking distance of 0.18785 miles appeared typical. This distance was doubled (about 0.375 miles, or three-eighths of a mile) for each passenger assumed to utilize route deviation. While service thinning meant nearly 81,000 fewer route miles annually compared to the baseline scenario, nearly 59,000 of these miles would be regained due to the more customized route deviation service.
15. At \$0.84 of passenger revenue per trip, about \$377,699 in fixed-route passenger revenue is expected to be generated.
16. No change in ADA revenues was assumed, since hours of service availability have not been expanded.
17. Other non-subsidy revenues would remain at \$148,553.
18. A salary plus benefits of \$62,000 annually was assumed for an additional dispatcher that would be needed for the off-peak periods to adequately implement the service.
19. Any capital needs resulting from this alternative were not built into the annualized cost of this alternative, since their funding usually involves an 80 percent federal/20 percent local split.

Table 7.2 indicates the service, ridership and financial implications on this alternative in the base year of 2008.

Alternatives H-1 and H-2: Demand Response Service During Weeknights: With Status Quo Fixed-Route Service (\$1.75 and \$3.50 Fares were Tested)

This pair of alternatives would replace fixed-route transit service with demand-response paratransit service on weekdays after 5:45 p.m. Several assumptions were made in the development of this pair of alternatives, including the following:

1. In calculating ridership, the 2008 ridership from two currently nonexistent school trippers (104 and 218) and from Route 2 was subtracted from the total number of weekday trips. This led to an adjusted baseline of 492,665 weekday trips before changes in the frequency of service were applied to the ridership projection calculations.
2. Based on the 2009 boarding and alighting survey, it was assumed that 10.6 percent of weekday riders utilized transit at night (after 5:45 p.m.); this translated to 52,161 riders.
3. An elasticity analysis was applied to all riders. With a \$1.75 cash fare for all riders (Alternative H-1), 37,636 riders would be lost. When a \$3.50 fare is charged to use demand response service during weeknights above and beyond the \$1.75 fare at all other times (Alternative H-2), an additional 26,168 riders would be lost.

4. The rate of 3.41 passengers per hour (similar to Alternatives B-1 and B-2) was used to develop the portion of service hours attributable to weeknight demand response service for both fare levels. This was done following the subtraction of lost service hours from the fixed-route component of the alternative.
5. The rate of 3.40 miles per passenger trip (similar to Alternatives B-1 and B-2) was used to develop the portion of route miles attributable to night demand response service for both fare levels. This was done following the subtraction of lost route miles from the fixed-route component of the alternative.
6. For Alternative H-1, at an average of \$0.98 per passenger per trip, about \$476,684 in fixed-route passenger revenue is expected to be generated. For Alternative H-2, at an average of \$1.02 per passenger per trip, about \$472,858 in fixed-route passenger revenue is expected to be generated.
7. ADA ridership and revenue impacts under Alternatives H-1 and H-2 could not be measured, and therefore are assumed to be similar to the baseline alternative. If either of these alternatives receives more serious consideration, the ADA paratransit impacts will be examined in greater detail.
8. Due to a loss in fixed-route system service hours of 20 percent, the advertising portion of other non-subsidy revenues (\$25,750) was reduced accordingly, leaving a decrease in such revenues of about \$5,150 when compared to the 2008 baseline.

Table 7.2 indicates the service, ridership and financial implications of this pair of alternatives in the base year of 2008.

Alternatives H-3 and H-4: Demand Response Service During Weeknights: With a Dual Hub System (\$1.75 and \$3.50 Fares were Tested)

Similar to Alternatives H-1 and H-2, this pair of alternatives would replace fixed-route transit service with demand-response paratransit service on weekdays after 5:45 p.m. However, this pair of alternatives is also based on conversion to the dual hub transit configuration envisioned in Alternative C. Several assumptions were made in the development of this pair of alternatives, including the following:

1. Step 1 under Alternatives H-1 and H-2 was taken a step further by adjusting for the overall loss of ridership expected by going to a dual hub system (a loss of just over 2.0 percent of total ridership).
2. Based on the 2009 boarding and alighting survey, it was assumed that 10.6 percent of weekday riders utilized transit at night (after 5:45 p.m.); this translated to 51,153 riders.
3. An elasticity analysis was applied to all riders. With a \$1.75 cash fare for all riders (Alternative H-3), 36,865 riders would be lost. When a \$3.50 fare is charged to use demand response service during weeknights above and beyond the \$1.75 fare at all other times (Alternative H-4), an additional 25,662 riders would be lost.
4. The rate of 3.41 passengers per hour (similar to Alternatives B-1, B-2, H-1 and H-2) was used to develop the portion of service hours attributable to weeknight demand response service for both fare levels. This was done following the subtraction of lost service hours from the fixed-route component of the alternative.

5. The rate of 3.40 miles per passenger trip (similar to Alternatives B-1, B-2, H-1 and H-2) was used to develop the portion of route miles attributable to night demand response service for both fare levels. This was done following the subtraction of lost route miles from the fixed-route component of the alternative.
6. For Alternative H-3, at an average of \$0.98 per passenger per trip, about \$466,918 in fixed-route passenger revenue is expected to be generated. For Alternative H-4, at an average of \$1.02 per passenger per trip, about \$463,166 in fixed-route passenger revenue is expected to be generated.
7. ADA ridership and revenue impacts under Alternatives H-3 and H-4 could not be measured, and therefore are assumed to be similar to the baseline alternative. If either of these alternatives receives more serious consideration, the ADA paratransit impacts will be examined in greater detail.
8. Due to a loss in fixed-route system service hours of 17.2 percent, the advertising portion of other non-subsidy revenues (\$25,750) was reduced accordingly, leaving a decrease in such revenues of about \$4,429 when compared to the 2008 baseline.

Table 7.2 indicates the service, ridership and financial implications of this pair of alternatives in the base year of 2008.

ALTERNATIVES EXAMINED IN JUNE 2011

Alternative I: Route Consolidation, Reduction in Weekday Evening Service, and Slight Enhancement to Saturday Service

In 2011, there was a series of state-level policy decisions that limited the ability of Shoreline Metro to implement many of the alternatives previously presented. The most important of these policy decisions was passage of the 2011 – 2013 state biennial budget. In the state budget, WisDOT reduced state funding of Wisconsin's transit operations by more than 10 percent. In addition, the state budget reduced shared revenues to local units of government, which impacted the City of Sheboygan. The loss of shared revenues led the City of Sheboygan to reduce its local subsidy to Shoreline Metro by approximately 20 percent. On the other hand, Wisconsin Act 10 (the state budget repair bill for the 2009 – 2011 biennium) increased required contributions by employees to their pensions and health insurance premiums, which reduced the impact of budget cuts somewhat. A separate provision in Wisconsin Act 10 which removed most collective bargaining for public sector employees also took effect, but transit employees were exempted from this component of the legislation in subsequent legislation. The transit employee exemption was critical, because federal labor regulations require that grantees of the Federal Transit Administration (FTA) collectively bargain in good faith with their employees, or face the risk of losing their federal funding, which in the case of Shoreline Metro is a significant proportion of the operating budget.

Discussions with Shoreline Metro staff regarding expectations for the 2012 budget occurred in April and May of 2011. Several Shoreline Metro staff (Director, Deputy Director, Paratransit Coordinator, one dispatcher, one driver and one mechanic) met with Bay-Lake Regional Planning Commission staff in early May to plan for route consolidation. The remainder of May and much of June was spent preparing and analyzing six budget cutting scenarios to be presented to the TDP Review Committee; the budget cutting scenarios were as follows:

- **Budget Cutting Scenarios Using the Same Route Structure that Currently Exists:**
 - Retain hourly mid-day off-peak service on weekdays, but eliminate all service on Saturdays: Without North and South Shuttles during the mid-day off-peak period.
 - Retain hourly mid-day off-peak service on weekdays, but eliminate all service on Saturdays: With North and South Shuttles during the mid-day off-peak period.
 - Eliminate mid-day off-peak service on weekdays, but offer service between 9:15 a.m. and 3:15 p.m. (with half hour frequency on most routes) on Saturdays, with North and South Shuttle service at 8:45 a.m. and at 3:15 p.m.
- **Budget Cutting Scenarios Using a Modified Route Structure:**
 - Retain hourly mid-day off-peak service on weekdays, but eliminate all service on Saturdays: Without North and South Shuttles during the mid-day off-peak period.
 - Retain hourly mid-day off-peak service on weekdays, but eliminate all service on Saturdays: With North and South Shuttles during the mid-day off-peak period.
 - Eliminate mid-day off-peak service on weekdays, but offer service between 9:15 a.m. and 3:15 p.m. (with half hour frequency on most routes) on Saturdays, with North and South Shuttle service at 8:45 a.m. and at 3:15 p.m.

The above scenarios were considered responses to a “worst case scenario” budget situation in which there would be federal, state and local cuts to Shoreline Metro, along with no concessions from the union representing most Shoreline Metro employees (drivers and mechanics). A deficit of more than \$1.2 million was identified in comparing 2011 baseline service with the proposed 2012 budget (fixed-route transit component only). A 2010 cost allocation model was used to develop and evaluate these scenarios. All of the above noted scenarios assumed that there would be no night service on weekdays. Tables were developed for each of the above budget cutting scenarios in terms of their impact in meeting (or not meeting) platform hour and platform mile reduction goals.

This information was distributed and reviewed at the June 23, 2011, meeting of the TDP Review Committee. In addition, a map of the proposed route structure was reviewed at this meeting. The TDP Review Committee recommended taking the three budget cutting scenarios involving a modified route structure (as presented at this meeting, and with some minor adjustments/refinements made) out to public hearing. Some members of the TDP Review Committee suggested taking a fourth scenario out to public hearing; in addition to route restructuring, this scenario would involve the running of half hour service on weekdays as well as hourly service (with shuttles) on Saturdays.

Following the June 23, 2011, meeting of the Sheboygan TDP Review Committee, the financial landscape of Shoreline Metro changed somewhat. The union representing most Shoreline Metro employees provided concessions in the areas of increased pension contributions and health insurance premiums. This contributed to a \$1.2 million deficit being reduced to a \$370,000

deficit. Bay-Lake Regional Planning Commission staff worked with Shoreline Metro staff in much of the third quarter to develop a 2012 level of service based on the new budget situation as well as on input heard at the June 23 TDP Review Committee meeting. A new cost allocation model for 2012 was developed based on the new budgetary assumptions. The following changes to service levels were proposed for 2012:

- Routes were restructured per discussion in the Sheboygan TDP planning process. The most notable route restructuring change is that Routes 1 North and 5 North were combined into a new Route 5 North, resulting in the elimination of one route. Other less significant changes were made to several other routes.
- Weeknight service in 2012 will conclude about an hour earlier than it concludes in 2011.
- Trips on the Mall Route and on the Industrial Park Route will now be one hour in length. Some 24 trips would be offered on the Mall Route each weekday, while 17 trips will be offered on the Industrial Park Route each weekday.
- Transit service would operate from about 9:45 a.m. until about 3:45 p.m. on Saturdays, but it would involve half hour frequencies on most routes (with hour frequencies on the Mall Route and the Industrial Park Route). North and South Shuttles would depart only at the end of the service day on Saturdays.
- A total of seven school tripper routes would operate on weekdays when school is in session.

Bay-Lake Regional Planning Commission staff assisted Shoreline Metro staff in developing this scenario and assessing its budgetary impacts in August and September of 2011. The cost of transit service with these changes was slightly below the amount of estimated funding from all sources in 2012. These proposed changes were presented at public information meetings in early October of 2011.

The public information meetings for proposed changes to transit service were held on October 6, 2011, at 10:30 a.m. and at 5:30 p.m. at the Rocca Meeting Room, Mead Public Library, Sheboygan. The main substantive comment heard at these meetings was that the ridership needed a full day of Saturday service, even if it involved one hour frequencies. In addition, some routing related comments were received.

Following the public information meetings, Shoreline Metro staff prepared a set of scenarios for service on Saturdays, and Bay-Lake Regional Planning Commission staff assessed the scenarios in terms of their reasonableness from a budgetary standpoint; the scenarios included:

- Scenario A – As presented at the public information meetings, this scenario would involve 30 minute service between the hours of 9:45 a.m. and 3:45 p.m.;
- Scenario B – This scenario would involve the operation of 30 minute service between the hours of 7:45 a.m. and 6:45 p.m. on Saturdays (This scenario involved an additional cost of \$83,385, including a local share of \$37,523);
- Scenario C – This scenario would involve the operation of 60 minute service between the hours of 7:45 a.m. and 6:45 p.m. on Saturdays (This scenario involved an additional cost of \$29,827, including a local share of \$13,422); and

- Scenario D – This scenario would involve the operation of 60 minute service between the hours of 7:45 a.m. and 6:45 p.m. on Saturdays, and included North and South Shuttles operating to serve the part of the city not served by transit in any given half hour (This scenario involved an additional cost of \$47,879, including a local share of \$21,546).

At the same time that the scenarios were being developed and evaluated, Shoreline Metro staff asked Bay-Lake Regional Planning Commission staff to revise several of the proposed route changes. These changes were made in consultation with drivers and passengers. Changes were made to the following routes: 3 North, 5 North, 7 North, 7 South, the Mall Route, and the Industrial Park Route.

These changes and scenarios were developed in preparation for a meeting of the Sheboygan Transit Commission on October 18, 2011. At this meeting, the Transit Commission was scheduled to approve the 2012 transit budget, including routing and level of service changes examined since mid 2011.

SELECTION, APPROVAL AND IMPLEMENTATION OF THE FINAL “PREFERRED” ALTERNATIVE

Unfortunately, Alternatives A through H-4 could not be advanced for further consideration due to budgetary constraints that were imposed legislatively (at the state and local levels) in 2011; this left Alternative I as the remaining alternative that could be feasibly implemented. The Sheboygan Transit Commission, at its meeting on October 18, 2011, approved implementation of Alternative I in providing transit service in light of constraints to state and local funding. The Sheboygan Transit Commission selected Scenario C as the “best” level of service for delivery of fixed-route transit operations on Saturdays. The approved level of service includes the following features:

- Routes were restructured per discussion in the Sheboygan TDP planning process. The most notable route restructuring change is that Routes 1 North and 5 North were combined into a new Route 5 North, resulting in the elimination of one route. Other less significant changes were made to several other routes. Changes in proposed routing suggested in October 2011 were included in the route revisions.
- Weeknight service in 2012 will conclude about an hour earlier than it concludes in 2011.
- Trips on the Mall Route and on the Industrial Park Route will now be one hour in length. Some 24 trips would be offered on the Mall Route each weekday, while 17 trips will be offered on the Industrial Park Route each weekday.
- On Saturdays, transit service would involve the operation of most routes every 60 minutes between the hours of 7:45 a.m. and 5:45 p.m., and would include North and South Shuttles operating to serve the part of the city not served by transit in any given half hour.
- A total of seven school tripper routes would operate on weekdays when school is in session.

Shoreline Metro management indicated that they would find ways to implement the increase in the level of service on Saturdays without asking the City of Sheboygan for additional funding.

Strategies that are being used to accomplish this include (1) reductions in the Shoreline Metro marketing budget; (2) increasing the amount of Community Development Block Grant (CDBG) funding that Shoreline Metro receives from \$40,000 to \$42,493; and (3) increasing revenues from other sources.

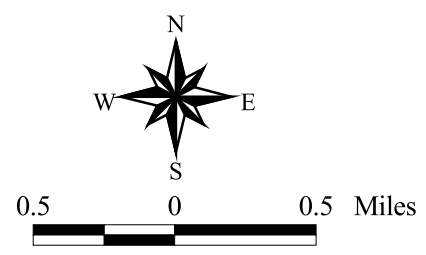
Shoreline Metro staff spent the remainder of October 2011 and all of November 2011 planning for the route and schedule restructuring. The changes to routing and level of service were scheduled to be implemented on December 5, 2011, in order to coincide with the quarterly “driver pick” schedule.

Map 7.3 indicates the route coverage associated with this alternative.

The selection of Alternative I does not preclude selection of other service parameters (such as features that increase service) in later years of the period covered by the TDP.

Alternative C:
Dual Hub System, with the Downtown
Transfer Point and a Second Transfer Point at
Taylor Heights Shopping Center
Shoreline Metro Transit Service Area

- Route No. 1
- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Mall Route
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation
- Hub Location









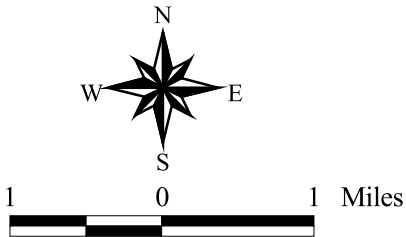
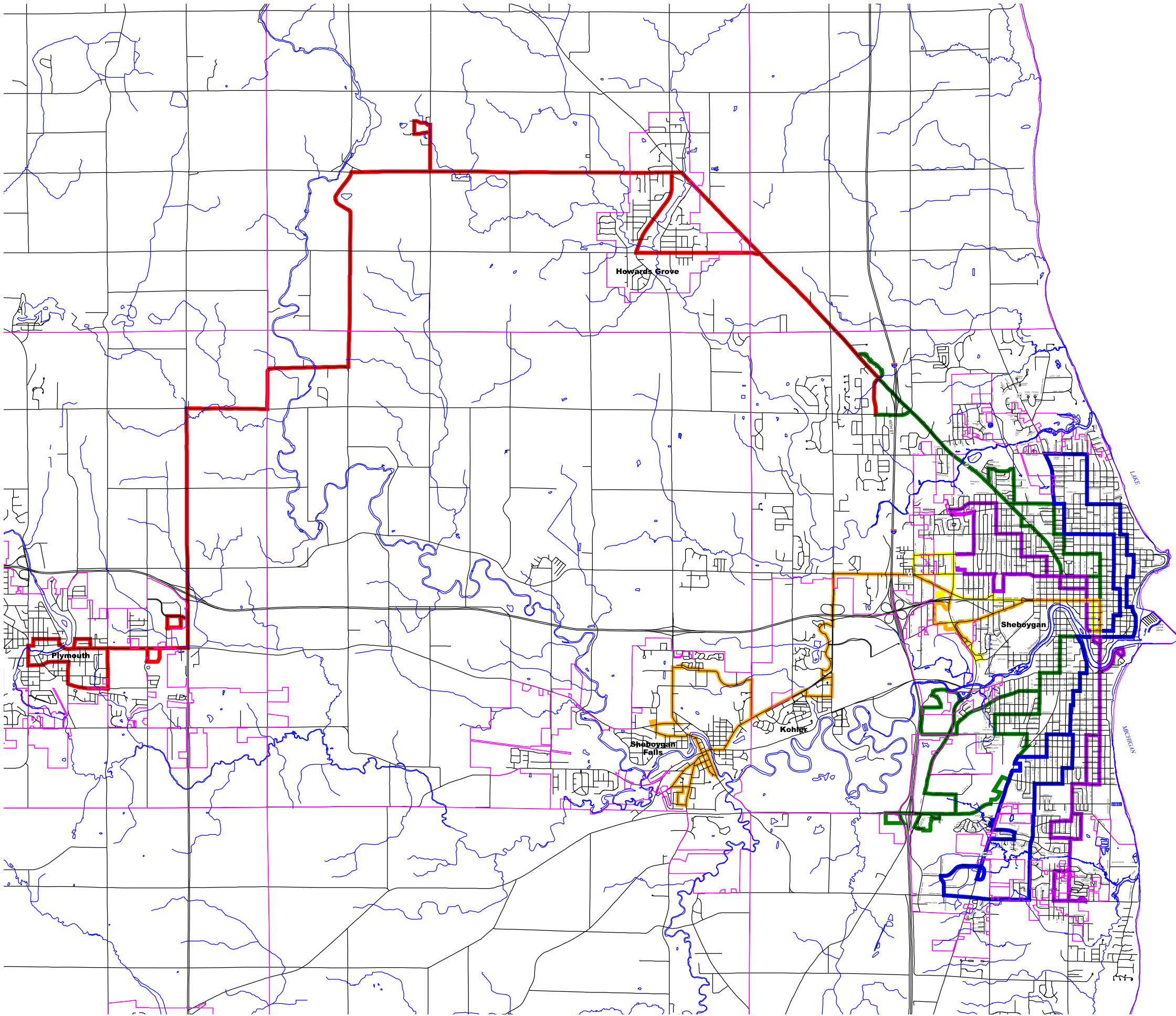
This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

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Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.



Alternative F:
Major Route Restructuring Involving
40 Minute Trips on Most Routes
Shoreline Metro Transit Service Area

-  Route No. 3 North-South
-  Route No. 5 North-South
-  Route No. 7 North-South
-  Mall Route
-  Kohler/Sheboygan Falls Route
-  Howards Grove/Lakeland College/
Plymouth Route



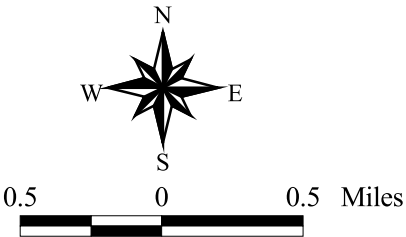
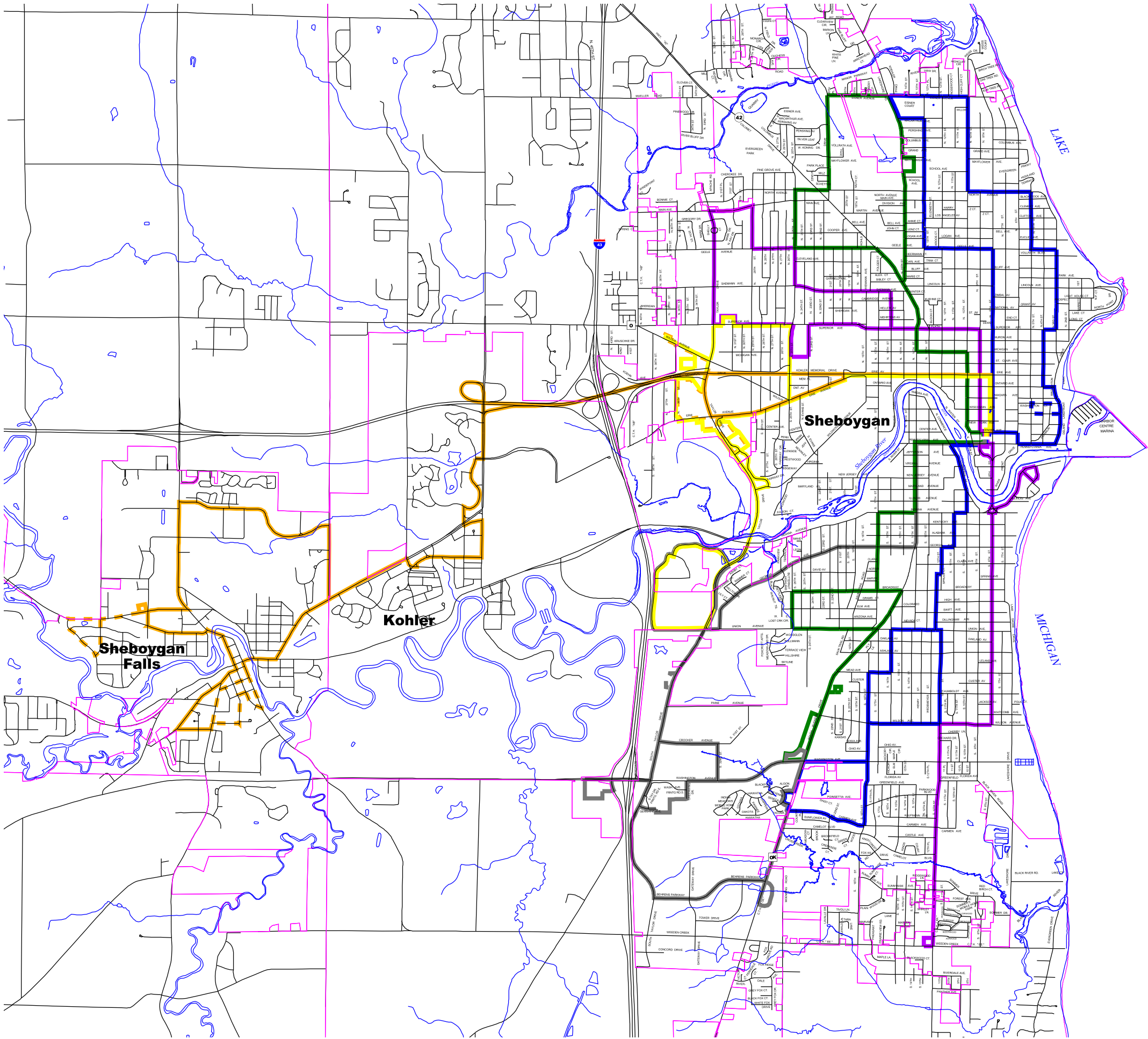
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Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.



Alternative I:
Route Consolidation and Revision to Routes
(Proposed Revisions to the 2012
Route Structure)
Shoreline Metro Transit Service Area

- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Mall Route
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

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Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.



CHAPTER 8: RECOMMENDED PLAN

RECOMMENDED SERVICE CHANGES

General Service

Two systemic service changes have been recommended, which are as follows: (1) Discontinuation of the final hour of transit service on weekday evenings; and (2) Reinstatement of the North and South Shuttles throughout the service day on Saturdays.

Discontinuation of the Final Hour of Transit Service on Weekday Evenings

Discontinuation of the final hour of transit service on weekday evenings would mean the following:

- The final trip on the following routes would return to the downtown transfer point at 8:15 p.m.: Routes 3 North, 5 North, 7 North and 10 North;
- The final trip on the following routes would return to the downtown transfer point at 8:45 p.m.: Routes 3 South, 5 South, 7 South and 10 South, as well as the Industrial Park Route (Note: The Industrial Park Route involves one hour trips on weekdays); and
- The final North and South Shuttles for the evening leave the downtown transfer point at 8:45 p.m.

It should be noted that weekday evening service (after 5:45 p.m.) will continue to be available on all routes once each hour, and the North and South Shuttles will continue to be available to serve the portion of the city not covered by fixed routes in any given half hour.

Reinstatement of the North and South Shuttles Throughout the Service Day on Saturdays

In addition, the North and South Shuttles will be reinstated throughout the service day on Saturdays. Saturday service would have the following characteristics:

- The following four routes would leave at 15 minutes after the hour beginning at 8:15 a.m.: Routes 3 South, 5 South, 7 South and 10 South. The final trip on each of these routes would return to the downtown transfer point at 5:45 p.m.;
- The following four routes would leave at 45 minutes after the hour beginning at 7:45 a.m.: Routes 3 North, 5 North, 7 North and 10 North. The final trip on each of these routes would return to the downtown transfer point at 5:15 p.m.;
- The Industrial Park Route would leave at 45 minutes after the hour, with the first trip leaving at 7:45 a.m., and with the final trip returning to the downtown transfer point at 5:45 p.m. (Note: As with weekday service, the Industrial Park Route involves one hour trips); and
- North Shuttles would leave at 15 minutes after the hour, while South Shuttles would leave at 45 minutes after the hour between the hours of 7:45 a.m. and 5:45 p.m. on Saturdays. Early morning North and South Shuttles will leave the downtown transfer point at 7:15 a.m. to start the service day on Saturdays. The final North and South Shuttles would leave the downtown transfer point at 5:45 p.m.

With this enhancement, North and South Shuttles will continue to be available to serve the portion of the city not covered by fixed routes in any given half hour on Saturdays.

Route-Specific Service Changes

Map 8.1 illustrates the recommended route structure for Shoreline Metro. Most of the route changes were implemented on December 5, 2011; a few of the changes were implemented in February through April of 2012.

In terms of route-specific service changes, the following changes to routes are recommended:

Route 1 North

Route 1 North will be eliminated. Most of the coverage area for Route 1 North is being combined with Route 5 North (see description for Route 5 North later in this narrative).

Route 3 North

Route 3 North is being revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Center Avenue between the downtown transfer point and North 10th Street;
 - North 10th Street between Center Avenue and Michigan Avenue;
 - Michigan Avenue between North 10th Street and North 14th Street; and
 - North 14th Street/Calumet Drive between Michigan Avenue and North 15th Street.
- The following route segments are served on the outbound portion of all trips:
 - North 15th Street between Calumet Drive and Eisner Avenue (the route does leave North 15th Street to serve the north side Piggly Wiggly Supermarket); and
 - Eisner Avenue between North 15th Street and North 21st Street.
- The following segments are served on the inbound portion of all trips:
 - North 21st Street between Eisner Avenue and North Avenue;
 - North Avenue between North 21st Street and North 25th Street;
 - North 25th Street between North Avenue and Geele Avenue; and
 - Geele Avenue between North 25th Street and Calumet Drive.
- The following segments are served on the inbound portion of most trips:
 - Calumet Drive between Geele Avenue and North 15th Street.
- The following segments are served on the inbound portion of the 7:45 a.m. and 2:45 p.m. trips on weekdays only to better serve the Rehabilitation Center of Sheboygan (RCS) main plant at the starting and ending times for its daytime shift:
 - Geele Avenue between Calumet Drive and North 15th Street; and
 - North 15th Street between Geele Avenue and Calumet Drive.

The following trip generators are served by the revised Route 3 North:

- Locate Staffing;

- The north side Piggly Wiggly Supermarket;
- Pigeon River Elementary School;
- The north side Walgreen's Pharmacy;
- The north side McDonald's Restaurant;
- Cooper Elementary School; and
- The RCS main plant.

Route 3 South

Route 3 South is being revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Pennsylvania Avenue between the downtown transfer point and 14th Street;
 - South 14th Street between Pennsylvania Avenue and Indiana Avenue; and
 - South Business Drive between Union Avenue and Wilson Avenue.
- The following route segments are served on the outbound portion of all trips:
 - South Business Drive between Indiana Avenue and Union Avenue; and
 - Service to the Washington Square Shopping Center off of South Business Drive via Wilson Avenue.
- The following segments are served on the inbound portion of all trips:
 - Exiting the Washington Square Shopping Center via Washington Avenue;
 - Washington Avenue between the Washington Square Shopping Center exit and South Business Drive;
 - South Business Drive between Washington Avenue and Wilson Avenue;
 - Service to the new south side Pick & Save Supermarket (the old K-Mart Department Store);
 - Union Avenue between South Business Drive and South 26th Street;
 - South 26th Street between Union Avenue and Broadway Avenue;
 - Broadway Avenue between South 26th Street and South 17th Street;
 - South 17th Street between Broadway Avenue and Indiana Avenue; and
 - Indiana Avenue between South 17th Street and South 14th Street.

The following trip generators are served by the revised Route 3 South:

- Sheridan Elementary School;
- Washington Square Shopping Center;
- Southtown Mall;
- The new south side Pick & Save Supermarket;
- Old Wisconsin sausage plant;
- Horace Mann Middle School; and
- Labor Ready Temporary Employment Agency.

Route 5 North

The revised Route 5 North is a combination of the previous Routes 1 North and 5 North. Route 5 North is being revised as follows:

- The following route segment is served on both the inbound and outbound portion of all trips:
 - Center Avenue between the downtown transfer point and North 8th Street;
- The following route segments are served on the outbound portion of all trips:
 - North 8th Street between Center Avenue and Geele Avenue;
 - Geele Avenue between North 8th Street and North 13th Street;
 - North 13th Street between Geele Avenue and MacArthur Avenue;
 - MacArthur Avenue between North 13th Street and North 15th Street; and
 - North 15th Street between MacArthur Avenue and Eisner Avenue.
- The following route segments are served on the inbound portion of all trips:
 - Eisner Avenue between North 15th Street and North 10th Street;
 - North 10th Street between Eisner Avenue and North Avenue;
 - North Avenue between North 10th Street and North 5th Street;
 - North 5th Street between North Avenue and Geele Avenue;
 - Geele Avenue between North 5th Street and North 3rd Street;
 - North 3rd Street between Geele Avenue and Superior Avenue;
 - Superior Avenue between North 3rd Street and North 4th Street;
 - North 4th Street between Superior Avenue and Ontario Avenue;
 - Ontario Avenue between North 4th Street and Broughton Drive;
 - Broughton Drive between Ontario Avenue and Pennsylvania Avenue;
 - Pennsylvania Avenue between Broughton Drive and North 6th Street;
 - North 6th Street between Pennsylvania Avenue and Center Avenue; and
 - Center Avenue between North 6th Street and North 8th Street.

The following trip generators are served by the revised Route 5 North:

- Save A Lot Supermarket;
- Urban Middle School;
- Eisner Court Apartments;
- North High School;
- Aurora Sheboygan Memorial Medical Center;
- Grant Elementary School;
- YMCA; and
- Sheboygan Senior Center (using route deviation off Broughton Drive via Wisconsin Avenue, North 5th Street and Washington Avenue).

Route 5 South

Route 5 South is being revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Pennsylvania Avenue between the downtown transfer point and Commerce Street;
 - South Commerce Street/South 10th Street between Pennsylvania Avenue and Indiana Avenue;
 - Indiana Avenue between South 10th Street and South 11th Street;
 - South 11th Street between Indiana Avenue and Georgia Avenue;
 - Georgia Avenue between South 11th Street and South 12th Street; and
 - South 12th Street between Georgia Avenue and Union Avenue.
- The following route segments are served on the outbound portion of all trips:
 - Union Avenue between South 12th Street and South 16th Street;
 - South 16th Street between Union Avenue and Mead Avenue;
 - Mead Avenue between South 16th Street and South 18th Street;
 - South 18th Street between Mead Avenue and Wilson Avenue;
 - Wilson Avenue between South 18th Street and South Business Drive; and
 - South Business Drive between Wilson Avenue and the entrance to Indian Meadows Mobile Home Park.

- The following route segments are served on the inbound portion of all trips:
 - South Business Drive between the exit from Indian Meadows Mobile Home Park and Carmen Avenue;
 - Carmen Avenue between South Business Drive and South 18th Street;
 - South 18th Street between Carmen Avenue and Wilson Avenue;
 - Wilson Avenue between South 18th Street and South 12th Street;
 - South 12th Street between Wilson Avenue and Union Avenue; and
 - Union Avenue between both segments of South 12th Street.

The following trip generators are served by the revised Route 5 South:

- Rockline Industries;
- Indian Meadows Mobile Home Park;
- Camelot Manor;
- Wilson Elementary School;
- The Sheboygan Area School District's Early Learning Center; and
- Farnsworth Middle School.

Route 7 North

Route 7 North is being revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Center Avenue between the downtown transfer point and North 9th Street;
 - North 9th Street between Center Avenue and Superior Avenue; and
 - Superior Avenue between North 9th Street and North 16th Street.
- The following route segments are served on the outbound portion of all trips:
 - Superior Avenue between North 16th Street and North 23rd Street;
 - North 23rd Street between Superior Avenue and the back entrance to the Sheboygan Clinic;
 - The back entrance to the Sheboygan Clinic between North 23rd Street and North 25th Street;
 - North 25th Street between the back entrance to the Sheboygan Clinic and Superior Avenue;
 - Superior Avenue between North 25th Street and North Taylor Drive (including a stop at St. Nicholas Hospital); and
 - North Taylor Drive between Superior Avenue and Main Avenue.
- The following route segments are served on the inbound portion of all trips:

- Main Avenue between North Taylor Drive and North 29th Street;
- North 29th Street between Main Avenue and Saemann Avenue;
- Saemann Avenue between North 29th Street and North 16th Street; and
- North 16th Street between Saemann Avenue and Superior Avenue.

The following trip generators are served by the revised Route 7 North:

- Sheboygan Police Department;
- Sheboygan Clinic;
- West side Pick & Save Supermarket;
- St. Nicholas Hospital;
- Field of Dreams; and
- Jefferson Elementary School.

Route 7 South

Route 7 South is being revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - South 8th Street between South 7th/9th Streets and Indiana Avenue;
 - South 8th Street between Indiana Avenue and Wilson Avenue;
 - Wilson Avenue between South 8th Street and South 12th Street; and
 - South 12th Street between Wilson Avenue and County Highway EE/Weeden Creek Road.
- The following route segments are served on the outbound portion of all trips:
 - Pennsylvania Avenue between the downtown transfer point and 9th Street;
 - South 9th Street between Pennsylvania Avenue and South 7th/8th Streets; and
 - Service to the Blue Harbor Resort and Conference Center.
- The following route segments are served on the inbound portion of all trips:
 - South 8th Street between South 7th/9th Streets and Pennsylvania Avenue; and
 - Pennsylvania Avenue between 8th Street and the downtown transfer point.

The following trip generators are served by the revised Route 7 South:

- Blue Harbor Resort and Conference Center;
- Longfellow Elementary School;
- Boys' and Girls' Club;
- Farnsworth Middle School;
- South High School; and
- Sunnyside Mall.

Route 10 North

Transit service to western portions of the City of Sheboygan was revamped in early 2012. Route 10 North serves most trip generators that have been traditionally served by the Mall Route in a 30 minute trip, while Route 10 South serves trip generators in southwest Sheboygan in a 30 minute trip while not providing the extensive coverage of Route 30 (the Industrial Park Route).

- The following route segment is served on both the inbound and outbound portion of all trips:
 - Erie Avenue between North 10th Street and Kohler Memorial Drive.
- The following route segments are served on the outbound portion of all trips:
 - Center Avenue between the downtown transfer point and North 10th Street;
 - North 10th Street between Center Avenue and Erie Avenue;
 - Kohler Memorial Drive between Erie Avenue/North 19th Street and North 25th Street;
 - North 25th Street between Erie Avenue and the Kohler Memorial Drive Frontage Road;
 - Kohler Memorial Drive Frontage Road/Wilgus Avenue between North 25th Street and North Taylor Drive;
 - Wilgus Avenue between North Taylor Drive and the Sheboygan County Job Center (both directions, including a stop at the Sheboygan County Job Center);
 - North Taylor Drive between Wilgus Avenue and the Memorial Mall entrance; and
 - Stop at the west entrance of Memorial Mall.
- The following route segments are served on the inbound portion of all trips:
 - Stop at the front entrance of Shopko;
 - Taylor Drive between the Shopko exit and entrance to Taylor Heights Shopping Center;
 - Stop at the front entrance of Festival Foods;
 - Stop at the entrance of Taylor Heights shops;
 - Taylor Heights Frontage Road between the Taylor Heights Shopping Center exit and Erie Avenue;
 - Erie Avenue between Taylor Heights Frontage Road and North 19th Street;
 - North 19th Street between Erie Avenue and Kohler Memorial Drive;
 - Erie Avenue between North 10th Street and North 9th Street;
 - North 9th Street between Erie Avenue and Center Avenue; and
 - Center Avenue between 9th Street and the downtown transfer point entrance.

The following trip generators are served by Route 10 North:

- Sheboygan Clinic (off of North 25th Street and Kohler Memorial Drive);
- Sheboygan County Job Center;
- Memorial Plaza (including Marcus Theatres – served indirectly from Wilgus Avenue);
- Memorial Mall;
- Shopko;
- Festival Foods;
- Taylor Heights Shopping Center; and
- Tamarack and Riverview Apartments.

Route 10 South

Route 10 South serves trip generators in southwest Sheboygan in a 30 minute trip while not providing the extensive coverage of Route 30 (the Industrial Park Route).

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Pennsylvania Avenue between the downtown transfer point and 14th Street; and
 - Greenwing Drive between Washington Avenue and the south side Walmart.
- The following route segments are served on the outbound portion of all trips:
 - Pennsylvania Avenue between 14th Street and 15th Street;
 - South 15th Street between Pennsylvania Avenue and New Jersey Avenue;
 - New Jersey Avenue between South 15th Street and South Taylor Drive;
 - South Taylor Drive between New Jersey Avenue and University Drive;
 - South Taylor Drive between Union Avenue and Washington Avenue;
 - Washington Avenue between South Taylor Drive and Greenwing Drive; and
 - Stop at the South Side Walmart.
- The following route segments are served on the outbound portion of all weekday trips:
 - University Drive between South Taylor Drive and the University of Wisconsin Sheboygan;
 - Stop at the University of Wisconsin Sheboygan;
 - Campus Drive between the University of Wisconsin Sheboygan and Union Avenue; and
 - Union Avenue between Campus Drive and South Taylor Drive.
- The following route segment is served on the outbound portion of all Saturday trips:
 - South Taylor Drive between University Drive and Union Avenue.

- The following route segments are served on the inbound portion of all trips:
 - Washington Avenue between Greenwing Drive and South Business Drive; and
 - South Business Drive and South 14th Street between Washington Avenue and Pennsylvania Avenue.

The following trip generators are served by Route 10 South:

- Aldi's Supermarket;
- Lutheran High School (weekdays only);
- University of Wisconsin Sheboygan (weekdays only);
- South side Walmart;
- Southtown Mall;
- Washington Square Shopping Center (served indirectly from South Business Drive); and
- South side Pick & Save Supermarket (served indirectly from South Business Drive).

Industrial Park Route (Route 30)

The Industrial Park Route has been revised as follows:

- The following route segments are served on both the inbound and outbound portion of all trips:
 - Pennsylvania Avenue between the downtown transfer point and 14th Street;
 - South 14th Street between Pennsylvania Avenue and Indiana Avenue;
 - Indiana Avenue between South 14th Street and South 17th Street;
 - South 17th Street between Indiana Avenue and Georgia Avenue;
 - Georgia Avenue between South 17th Street and Union Avenue;
 - Union Avenue between Georgia Avenue and South Taylor Drive;
 - South Taylor Drive between Union Avenue and Crocker Avenue;
 - Washington Avenue between South 32nd Street and the Washington Square Shopping Center exit;
 - South Business Drive between Washington Avenue and Indian Meadows Mobile Home Park; and
 - South Business Drive between Camelot Boulevard and Behrens Parkway.
- The following route segments are served on the outbound portion of all trips:
 - South Taylor Drive between Crocker Avenue and Washington Avenue;
 - Washington Avenue between South Taylor Drive and the Deer Trace Shopping Center entrance;
 - Stops at major shops of Deer Trace Shopping Center;
 - County Highway A between Deer Trace Shopping Center exit and Washington Avenue;

- Washington Avenue between County Highway A and South Taylor Drive;
- South Taylor Drive between Washington Avenue and Germaine Avenue;
- Germaine Avenue between South Taylor Drive and south side Walmart;
- Stop at entrance to the south side Walmart;
- Greenwing Drive between south side Walmart and Washington Avenue;
- Washington Avenue between Greenwing Drive and South 32nd Street;
- Washington Avenue between the Washington Square Shopping Center exit and South Business Drive;
- Stop at Indian Meadows Mobile Home Park;
- South Business Drive between Indian Meadows Mobile Home Park and Camelot Boulevard;
- Behrens Parkway between South Business Drive and Gateway Drive;
- Gateway Drive between Behrens Parkway and County Highway EE/Weeden Creek Road;
- County Highway EE/Weeden Creek Road between Gateway Drive and South Business Drive;
- South Business Drive between County Highway EE/Weeden Creek Road and the entrance to Country Village Apartments; and
- Stop at Country Village Apartments.
- The following route segments are served on the inbound portion of all trips:
 - Exit of Country Village Apartments (South Business Drive at Behrens Parkway);
 - Camelot Boulevard between South Business Drive and South 22nd Street;
 - South 22nd Street between Camelot Boulevard and Carmen Avenue;
 - Carmen Avenue between South 22nd Street and South Business Drive;
 - South Business Drive between the entrance and exit of Indian Meadows Mobile Home Park;
 - South Business Drive between Washington Avenue and the entrance to Washington Square Shopping Center;
 - Stop at Washington Square Shopping Center;
 - South 32nd Street between Washington Avenue and Crocker Avenue; and
 - Crocker Avenue between South 32nd Street and South Taylor Drive.
- In addition, Acuity Insurance is served on the outbound portion of the 6:45 a.m. trip and on the inbound portion of the 2:45 p.m. trip on weekdays only.

The following trip generators are served by the revised Industrial Park Route:

- James Madison Elementary School;
- Horace Mann Middle School;
- Bio Life Plasma Center;
- Acuity Insurance (served on two trips each weekday);
- Deer Trace Shopping Center;
- South Side Walmart;
- Indian Meadows Mobile Home Park;
- Camelot Manor;
- J. L. French Gateway;
- Country Village Apartments;
- Southtown Mall;
- Washington Square Shopping Center;
- Sheboygan County Detention Center; and
- Several businesses and industries in the “old” Sheboygan industrial park, including but not limited to: American Excelsior, Wigwam Mills, United Parcel Service, PEMCO, the J. L. French plant at the intersection of South Taylor Drive and Crocker Avenue, and Padanaplast USA, Inc..

Kohler/Sheboygan Falls Route (Route 20)

The Kohler/Sheboygan Falls Route has been revised as follows for most weekday trips (with the exception of the 5:15 a.m. trip) and all Saturday trips (two additional shorter trips involve special service to the Kohler Company):

- The following route segments are served on both the inbound and outbound portion of most weekday and all Saturday trips:
 - Center Avenue between the downtown transfer point and North 8th Street;
 - North 8th Street between Center Avenue and Erie Avenue;
 - Erie Avenue between North 8th Street and North 19th Street/Kohler Memorial Drive;
 - State Highway 23 between North Taylor Drive (City of Sheboygan) and County Highway Y (Village of Kohler);
 - County Highway Y between State Highway 23 and Willow Creek Drive (Village of Kohler);
 - Willow Creek Drive between County Highway Y and Woodlake Road (Village of Kohler);
 - Woodlake Road between Willow Creek Drive and Church Street (Village of Kohler);

- Church Street between Woodlake Road and Upper Road (Village of Kohler);
 - Upper Road between Church Street and Highland Drive (Village of Kohler);
 - Highland Drive between Upper Road and School Street (Village of Kohler);
 - School Street between Highland Drive and Hill Street (Village of Kohler);
 - Hill Street between School Street and Valley Road (Village of Kohler);
 - Valley Road between Hill Street and Greenfield Drive (Village of Kohler); and
 - Greenfield Drive between Valley Road and Range Line Road (Village of Kohler).
- The following route segments are served on the outbound portion of most weekday and all Saturday trips:
 - North 19th Street between Kohler Memorial Drive and Erie Avenue;
 - Erie Avenue between North 19th Street and North Taylor Drive;
 - North Taylor Drive between Erie Avenue and Kohler Memorial Drive;
 - Stop at the west entrance to the Memorial Mall;
 - Stop at the front entrance to Shopko;
 - Stop at the front entrance to Festival Foods;
 - Stop at Taylor Heights Shopping Center;
 - Stop at the Sheboygan County Job Center;
 - Stop at Memorial Plaza;
 - Fond du Lac Avenue between Range Line Road and Poplar Street (City of Sheboygan Falls);
 - Poplar Street between Fond du Lac Avenue and Monroe Street (City of Sheboygan Falls); and
 - Monroe Street between Poplar Street and Broadway Street (City of Sheboygan Falls).
 - The following route segment is served on the inbound portion of most weekday and all Saturday trips:
 - Broadway Street between Monroe Street and Buffalo Street (City of Sheboygan Falls);
 - Buffalo Street between Broadway Street and Cedar Street (City of Sheboygan Falls);
 - Cedar Street between Buffalo Street and Detroit Street (City of Sheboygan Falls);
 - Detroit Street between Cedar Street and Guilford Street (City of Sheboygan Falls);
 - Guilford Street between Detroit Street and Giddings Avenue (City of Sheboygan Falls);

- Giddings Avenue between Guilford Street and Park Street (City of Sheboygan Falls);
- Park Street between Giddings Avenue and Pine Street (City of Sheboygan Falls);
- Pine Street between Park Street and Buffalo Street (City of Sheboygan Falls);
- Buffalo Street between Pine Street and Broadway Street (City of Sheboygan Falls);
- Broadway Street between Buffalo Street and Leavens Avenue (City of Sheboygan Falls);
- Leavens Avenue between Broadway Street and 6th Street (City of Sheboygan Falls);
- 6th Street between Leavens Avenue and Fond du Lac Avenue (City of Sheboygan Falls);
- Fond du Lac Avenue between 6th Street and the Sheboygan Falls Piggly Wiggly entrance (City of Sheboygan Falls);
- Stop at the Sheboygan Falls Piggly Wiggly;
- Fond du Lac Avenue between the Sheboygan Falls Piggly Wiggly exit and State Highway 32 (City of Sheboygan Falls);
- State Highway 32 between Fond du Lac Avenue and Forest Avenue (City of Sheboygan Falls);
- Forest Avenue between State Highway 32 and Range Line Road (City of Sheboygan Falls);
- Range Line Road between Forest Avenue and Greenfield Drive/Fond du Lac Avenue (City of Sheboygan Falls); and
- Kohler Memorial Drive between North Taylor Drive and North 19th Street/Erie Avenue;
- The following route segments are served on both the inbound and outbound portions of the 60 minute 5:15 a.m. trip:
 - Center Avenue between the downtown transfer point and North 8th Street;
 - North 8th Street between Center Avenue and Erie Avenue;
 - Erie Avenue between North 8th Street and North 19th Street/Kohler Memorial Drive;
 - Kohler Memorial Drive between Erie Avenue and North Taylor Drive;
 - State Highway 23 between North Taylor Drive (City of Sheboygan) and County Highway Y (Village of Kohler);
 - County Highway Y/Highland Drive between State Highway 23 and School Street (Village of Kohler);
 - School Street between Highland Drive and Hill Street (Village of Kohler);

- Hill Street between School Street and Valley Road (Village of Kohler);
- Valley Road between Hill Street and Greenfield Drive (Village of Kohler);
- Greenfield Drive between Valley Road and Range Line Road (Village of Kohler);
- Range Line Road between Greenfield Drive/Fond du Lac Avenue and Forest Avenue (City of Sheboygan Falls);
- Forest Avenue between Range Line Road and Forest Avenue Mobile Home Park (City of Sheboygan Falls); and
- Fond du Lac Avenue between Range Line Road and Poplar Street (City of Sheboygan Falls),
- The following route segments are served on the outbound portion of the 60 minute 5:15 a.m. trip:
 - Fond du Lac Avenue between Poplar Street and 6th Street (City of Sheboygan Falls);
 - 6th Street between Fond du Lac Avenue and Leavens Avenue (City of Sheboygan Falls);
 - Leavens Avenue between 6th Street and Broadway Street (City of Sheboygan Falls);
 - Broadway Street between Leavens Avenue and Buffalo Street (City of Sheboygan Falls); and
 - Buffalo Street between Broadway Street and Pine Street (City of Sheboygan Falls).
- The following route segments are served on the inbound portion of the 60 minute 5:15 a.m. trip:
 - Pine Street between Buffalo Street and Park Street (City of Sheboygan Falls);
 - Park Street between Pine Street and Giddings Avenue (City of Sheboygan Falls);
 - Giddings Avenue between Park Street and Elm Street (City of Sheboygan Falls);
 - Elm Street between Giddings Avenue and Broadway Street (City of Sheboygan Falls);
 - Broadway Street between Elm Street and Monroe Street (City of Sheboygan Falls);
 - Monroe Street between Broadway Street and Poplar Street (City of Sheboygan Falls); and
 - Poplar Street between Monroe Street and Fond du Lac Avenue (City of Sheboygan Falls).
- Finally, the following segments are served on only the 2:45 p.m. trip on weekdays (this trip transports students who live in the River Oaks subdivision home from school):
 - Fond du Lac Avenue between the Sheboygan Falls Piggly Wiggly and Bluebird

Lane (both directions - City of Sheboygan Falls);

- Bluebird Lane between Fond du Lac Avenue and River Oaks Drive (City of Sheboygan Falls);
- River Oaks Drive between Bluebird Lane and Fond du Lac Avenue (City of Sheboygan Falls); and
- Fond du Lac Avenue between River Oaks Drive and Bluebird Lane (City of Sheboygan Falls).

The following trip generators are served by the revised Kohler/Sheboygan Falls Route:

- Tamarack and Riverview Apartments;
- Sheboygan County Job Center (most trips);
- Memorial Plaza (including Marcus Theatres – most trips);
- Memorial Mall (most trips);
- Shopko (most trips);
- Festival Foods (most trips);
- Taylor Heights Shopping Center (most trips);
- Woodlake Market (most trips);
- Kohler Company;
- Kohler Schools;
- Sheboygan Falls High School (most trips);
- Sheboygan Falls Middle School (most trips);
- Sheboygan Falls Municipal Building;
- Sheboygan Falls Piggly Wiggly (most trips); and
- Forest Avenue Mobile Home Park.

North and South Shuttle Routes

No changes were made to the structure of the North and South Shuttles.

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 (5:15 a.m. to 9:15 p.m. on weekdays and 7:15 a.m. to 6:15 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 8.2 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 5 of the TDP (adjusted for increases in costs in future years) and the estimated operating characteristics of transit service from 2012 to 2016.

Costs have been projected for all transit and paratransit operations. All of these cost elements are shown in Table 8.1. 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 2012 and 2016. These costs are below 2011 levels due to cuts in federal, state and local governmental funding of Shoreline Metro between 2011 and 2012 that were the product of the 2011 – 2013 state biennial budget, coupled with employee concessions. Costs shown in Table 8.1 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 8.1. Combined Federal Section 5307 revenues and State Section 85.20 (general operating) revenues are assumed to be 54 percent of WisDOT recognized base service level costs for all years covered by this TDP, which was a decrease from the 57.5 percent that was available in 2011.

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 in 2012, and is assumed to be \$45,000 each year from 2013 through 2016. These are slight increases from the \$40,000 in CDBG grant funding utilized for transit operations in 2011.

Municipal funding of transit begins at a base level of \$554,052 for the City of Sheboygan, \$33,503 for the City of Sheboygan Falls, and \$11,572 for the Village of Kohler in 2012. No

increases in municipal funding of transit are assumed between 2012 and 2014. Modest increases (2 percent) in municipal funding of transit are assumed in 2015 and 2016. Municipal funding of transit covered 15.41 percent of total expenses in 2011. Municipal funding of transit is expected to cover 14.65 percent of total expenses in 2012, 14.51 percent of total expenses in 2013, 14.36 percent of total expenses in 2014, 14.50 percent of total expenses in 2015, and 14.65 percent of total expenses in 2016. The City of Sheboygan decreased its municipal contribution to funding transit significantly between 2011 and 2012, while municipal contributions from the City of Sheboygan Falls and the Village of Kohler remained unchanged between 2011 and 2012.

Revenue which Sheboygan County directly provides for the Metro Connection (countywide paratransit service for the elderly and disabled) begins at a base level of \$339,901 in 2012. This revenue will remain flat in 2013, and then is expected to increase modestly (by 2 percent) in 2014, 2015 and 2016. Sheboygan County's contribution to Metro Connection services was expected to increase slightly (by about 1.5 percent) between 2011 and 2012.

Farebox revenues used to finance regular fixed-route transit service amount to \$305,000 in 2012. The TDP Review Committee has established as policy that every effort should be made not to increase fares over the period covered by this TDP, so farebox revenues remain flat from 2012 through 2016. Fixed-route farebox funding of transit covers 7.46 percent of total expenses in 2012, 7.38 percent of total expenses in 2013, 7.31 percent of total expenses in 2014, 7.24 percent of total expenses in 2015, and 7.17 percent of total expenses in 2016. Farebox revenues from regular fixed-route transit service were expected to decrease somewhat between 2011 and 2012, due to a combination of decreased service and the availability of more economical options to pay fares (such as the day pass).

Farebox revenues from Metro Connection/paratransit passengers begin at a base level of \$442,000 in 2012, then are expected to stay flat each year throughout the period covered by this TDP. Farebox revenues from Metro Connection/paratransit passengers were projected to increase significantly from 2011 to 2012 due to the full implementation of agency fares. The individual paratransit passenger does not pay the full agency fare; most of this fare is passed on to the agency requesting the trip on behalf of the passenger.

Other revenues (advertising services, rental of buildings and other property, investment income, etc.) are expected to increase fairly aggressively between 2012 and 2014, then will increase at a fairly low rate between 2014 and 2016.

Capital expenditures are identified in Table 8.3. 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 8.1
Proposed Financial Plan

Item	Expenses					
	2011	2012	2013	2014	2015	2016
Total Transit and Paratransit Operations	\$4,436,396	\$4,089,408	\$4,130,302	\$4,171,605	\$4,213,321	\$4,255,454
Source	Revenues					
	2011	2012	2013	2014	2015	2016
Federal (Section 5307) and State (Section 85.20)	\$2,550,928	\$2,158,849	\$2,180,437	\$2,202,242	\$2,224,264	\$2,246,507
HUD CDBG Entitlement Funds	\$40,000	\$42,493	\$45,000	\$45,000	\$45,000	\$45,000
City of Sheboygan	\$638,595	\$554,040	\$554,040	\$554,040	\$565,121	\$576,423
City of Sheboygan Falls	\$33,503	\$33,503	\$33,503	\$33,503	\$34,173	\$34,857
Village of Kohler	\$11,572	\$11,572	\$11,572	\$11,572	\$11,803	\$12,040
Sheboygan County (Paratransit)	\$334,761	\$339,901	\$339,901	\$346,699	\$353,633	\$360,706
Farebox - General Operating	\$367,417	\$305,000	\$305,000	\$305,000	\$305,000	\$305,000
Farebox - Metro Connection/Paratransit	\$294,558	\$442,000	\$442,000	\$442,000	\$442,000	\$442,000
Other Revenue	\$165,062	\$202,050	\$218,849	\$231,549	\$232,327	\$232,923
Total Revenues	\$4,436,396	\$4,089,408	\$4,130,302	\$4,171,605	\$4,213,321	\$4,255,454
Balance	\$0	\$0	\$0	\$0	\$0	\$0

Source: City of Sheboygan Parking and Transit Utility, 2011 and 2012 (for 2011 and 2012 expenses and revenues); and Bay-Lake Regional Planning Commission, 2011 and 2012.

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 8.2, along with the existing 2011 fare structure. Full cash fares should remain at \$1.75 throughout the period covered by this TDP. Adult tokens should remain at \$1.30 (ten for \$13.00) and student tokens should remain at \$1.10 (ten for \$11.00) throughout the period covered by this TDP. The student 10-ride pass should remain at \$11.00 throughout the period covered by this TDP. The monthly pass should remain at \$48.00, although Shoreline Metro should continue to make efforts to reduce the cost of the monthly pass (such as applying for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes). Fares should continue to be established in five-cent increments so that providing correct change remains as convenient as possible.

One new fare option that was introduced in 2011 is the day pass, which is priced at \$3.00. The day pass should continue to be offered for \$3.00 throughout the period covered by this TDP.

Table 8.2 also indicates that children under the age of 5 should continue to ride free of charge with appropriate supervision. In addition, transfers should remain free of charge once a fare payment has been made throughout the period covered by this TDP.

Shoreline Metro will maintain discounted fares for senior citizens and individuals with disabilities during non-peak hours of operation, in accordance with federal law. The discounted fare for these passengers will be approximately 50 percent of the full cash fare. The elderly and disabled half fare is recommended to be 85 cents over the period covered by this TDP. Elderly and disabled riders also have the option to purchase a half fare 10-ride pass for \$8.50; this fare option should also be continued throughout the period covered by this TDP.

Table 8.2
Recommended Fare Structure

Fare Category	Actual Fare	Recommended Fare				
	2011	2012	2013	2014	2015	2016
Full Cash Fare	\$1.75	\$1.75	\$1.75	\$1.75	\$1.75	\$1.75
Adult Tokens - each*	\$1.30	\$1.30	\$1.30	\$1.30	\$1.30	\$1.30
Student Tokens - each* (K - 12)	\$1.10	\$1.10	\$1.10	\$1.10	\$1.10	\$1.10
Student 10-Ride Pass (K - 12)	\$11.00	\$11.00	\$11.00	\$11.00	\$11.00	\$11.00
Elderly and Disabled Half Fare**	\$0.85	\$0.85	\$0.85	\$0.85	\$0.85	\$0.85
Elderly and Disabled Half Fare 10-Ride Pass**	\$8.50	\$8.50	\$8.50	\$8.50	\$8.50	\$8.50
Children Under Age 5 (with appropriate supervision)	Free	Free	Free	Free	Free	Free
Transfers (with fare payment)	Free	Free	Free	Free	Free	Free
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

*All tokens are sold in packages of ten.

**Elderly riders must produce Medicare card as proof of eligibility. Disabled riders must produce a Shoreline Metro disabled identification card or ADA paratransit certification as proof of eligibility. Half fare is valid during early morning, mid-day off-peak and evening periods on weekdays, as well as all day on Saturdays.

Source: City of Sheboygan Parking and Transit Utility, 2011; and Bay-Lake Regional Planning Commission, 2011.

Discounted fares are offered through the multiple purchase of adult and student tokens, as well as through the purchase of student 10-ride passes, day passes and monthly passes. Discounts for these fare mechanisms are approximately:

- Adult Tokens: 26 percent of the corresponding cash fare;
- Student Tokens and Student 10-Ride Passes: 37 percent of the corresponding cash fare;
- Day passes: 14 percent of the corresponding cash fare (if purchasers ride twice in a day); and
- Monthly passes: 31 percent of the corresponding 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 8.3 lists capital projects for Shoreline Metro for the period covered by this TDP. Of these projects, four capital items are recommended for 2012, five capital items are recommended for 2013, four capital items are recommended for 2014, three capital items are recommended for 2015, and two capital items are recommended for 2016.

Table 8.3
2012 - 2016 Capital Improvements Program
Shoreline Metro

Project Description	Quantity	Total Cost	Year
Replacement of County Paratransit Vehicle**	1	\$66,000	2012
Replacement of Service Vehicles*	1 - 2	\$70,000	2012
Acquisition of AVL/GPS System and Dispatch Software for Paratransit Component of the Transit Operation	1	\$100,000	2012
Installation of Customer Service Office at Downtown Transfer Point	1	\$10,000	2012
Replacement of Forklift	1	\$40,000	2013
Upgrade Camera System for Fixed-Route and Paratransit Vehicles, and Video Security at Downtown Transfer Point	1	\$100,000	2013
Replacement of ADA Paratransit Vehicles**	2	\$124,000	2013
Replacement of County Paratransit Vehicle**	1	\$62,000	2013
Purchase of New Passenger Shelters for Installation at Recommended Locations	5	\$30,000	2013
Replacement of 29-Foot Fixed-Route Buses	3	\$750,000	2014
GFI Farebox Replacement/Farebox Data System Upgrade	1	\$150,000	2014
Replacement of ADA Paratransit Vehicle**	1	\$60,000	2014
Replacement of County Paratransit Vehicles**	2	\$124,000	2014
Replacement of 35-Foot Fixed-Route Buses	4	\$1,400,000	2015
Replacement of County Paratransit Vehicle**	1	\$62,000	2015
Installation of Air Conditioning in Shelter at Downtown Transfer Point	1	\$10,000	2015
Replacement of County Paratransit Vehicle**	1	\$62,000	2016
Purchase of New Passenger Shelters for Installation at Recommended Locations	5	\$30,000	2016

*To be acquired through an ARRA grant (100 percent Federal funding).

**To be wholly or partially acquired through the Section 5310 program (80 percent Federal funding).

Source: Sheboygan Parking and Transit Utility, 2012; and Bay-Lake Regional Planning Commission, 2012.

2012 Capital Improvements

Four capital expenditures are recommended for calendar year 2012:

- A county paratransit vehicle is expected to be replaced in 2012. This vehicle will be used for Sheboygan County's elderly and disabled transportation program, which is operated by Metro Connection. The cost of this 2012 project is \$66,000.
- Shoreline Metro intends to replace a service van and/or purchase a four-wheel drive vehicle for maintenance purposes in 2012. The vehicle acquisition(s) would be completed through an American Recovery and Reinvestment Act (ARRA, or stimulus) grant. The cost of this 2012 project is \$70,000.
- An AVL/GPS system and dispatch software for the paratransit component of the transit operation are expected to be acquired in 2012 through an FTA "State of Good Repair" grant. These items involve transit management tools which have been common in the transit industry for several years. These technologies will allow for more efficient scheduling, dispatching and monitoring of drivers and vehicles. The costs of these

technologies have decreased dramatically in recent years. The cost of this 2012 project is \$100,000.

- Shoreline Metro intends to install a customer service office at the downtown transfer point in 2012. Such an office has been highly successful in having transit staff provide information and services to customers at other transit operations. The cost of this 2012 project is \$10,000.

2013 Capital Improvements

Five capital expenditures are recommended for calendar year 2013:

- Replacement of a forklift is expected in 2013. The existing forklift was acquired in 1979, and is in dire need of replacement. Shoreline Metro needs to provide and use safe equipment in its operations. The existing forklift does not meet state safety standards, and therefore should be retired. The transit facility uses a forklift on a regular basis, and the shop employees are certified forklift operators. Many tasks are completed with use of the forklift, including: accessing and storing large, heavy bus parts in the warehouse storage racks; unloading freight from delivery trucks; replacing engines and transmissions; moving out-of-service buses around the facility; and handling drums of waste oil for the waste oil furnace. The cost of this 2013 project is \$40,000.
- An upgrade to the camera system for fixed-route and paratransit vehicles is expected to occur in 2013. As part of this project, the video security system is expected to be replaced at the downtown transfer point in 2013. When a problem occurs, video surveillance is relied upon. The cost of this 2013 project is \$100,000.
- Two paratransit vehicles are expected to be replaced in 2013. The vehicles would be used in the provision of Americans with Disabilities Act (ADA) mandated transportation for the disabled in the transit service area. When the fleet replacement schedule is adhered to, maintenance costs are kept to a minimum; this is particularly critical with lighter duty paratransit vehicles. The cost of this 2013 project is \$124,000.
- A county paratransit vehicle is expected to be replaced in 2013. The planning justification for this project is similar to the 2012 county paratransit vehicle replacement project. The cost of this 2014 project is \$62,000.
- Five new passenger shelters should be purchased in 2013 as part of a multi-year effort to have shelters at locations along routes in the service area that either currently have shelters or do not have shelters but do have seven or more boardings each weekday of service and are “reasonable” locations for shelter placement. The transit utility currently has 33 such passenger shelters available (32 are along the new routes, and one is located on a former route alignment), with about eight of these placed in high-volume boarding locations. The cost of the 2013 portion of this project would be \$30,000. The TDP Review Committee has recommended that all existing shelters on the new route structure remain in place, along with the addition of new shelters where warranted by large numbers of passenger boardings on a daily basis. Map 8.3 indicates the locations of existing and recommended new passenger shelters in the Shoreline Metro transit service area.

2014 Capital Improvements

Four capital expenditures are recommended for calendar year 2014:

- Three (3) fixed-route buses (with a length of 29 feet each) are expected to be purchased in 2014. These new buses will be used to replace three GMC RTS buses (1987 model year) that have far exceeded their life expectancy and are in need of replacement. The new buses also replace the last non-accessible buses in Shoreline Metro's fleet. The new buses will provide a better transportation experience for passengers as well as reduce operating budget maintenance and repair costs. Shoreline Metro staff notes that from the time a purchase order is issued for new buses, it typically takes about one year for delivery. The cost of this 2014 project is \$750,000.
- An updated farebox data system is expected to be purchased in 2014. This project would involve the replacement of Shoreline Metro's GFI fareboxes. The farebox is an electronic fare media device which accepts and documents the fares, logs passenger trip and fare data, and ensures tamper-proof chain-of-custody for the funds generated through fares. The existing fareboxes date back to the mid-1980s, and are an aging but essential tool for the operation of the transit system. The fareboxes and affiliated software contain the infrastructure needed for compilation of data necessary to receive state and federal funding. The cost of this 2014 project is \$150,000.
- One ADA paratransit vehicle is expected to be replaced in 2014. The project description is similar to the 2013 ADA paratransit vehicle replacement project. The cost of this 2014 project is \$60,000.
- Two county paratransit vehicles are expected to be replaced in 2014. The planning justification for this project is similar to the 2012 and 2013 county paratransit vehicle replacement projects. The cost of this 2014 project is \$124,000.

2015 Capital Improvements

Three capital expenditures are recommended for calendar year 2015:

- Four (4) fixed-route buses (with a length of 35 feet each) are expected to be purchased in 2015. These new buses will be used to replace four New Flyer buses (2002 model year) that will have exceeded their life expectancy at the time of replacement. With the exception of both the original and replacement vehicles being accessible buses, the planning justification for this project is similar to the 2014 fixed-route bus replacement project. The cost of this 2015 project is \$1,400,000.
- A county paratransit vehicle is expected to be replaced in 2015. The planning justification for this project is similar to the 2012, 2013 and 2014 county paratransit vehicle replacement projects. The cost of this 2015 project is \$62,000.
- Air conditioning will be installed at the passenger shelter at the downtown transfer point in 2015. That shelter is currently only heated. Subsequently, it is only used during cold months. With installation of an air conditioning unit, passengers can wait comfortably in the shelter during all weather conditions. The cost of this 2015 project is \$10,000.

2016 Capital Improvements

Two capital expenditures are recommended for calendar year 2016:

- A county paratransit vehicle is expected to be replaced in 2016. The planning justification for this project is similar to the 2012, 2013, 2014 and 2015 county paratransit vehicle replacement projects. The cost of this 2016 project is \$62,000.
- Five new passenger shelters should be purchased in 2016 as part of a multi-year effort to have shelters at locations along routes in the service area that either currently have shelters or do not have shelters but do have seven or more boardings each weekday of service and are “reasonable” locations for shelter placement. The planning justification for this project is similar to the 2013 passenger shelter acquisition project. The cost of the 2016 portion of this project would be \$30,000.

In most cases, the Federal Transit Administration (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. The federal funding for these purchases would normally result from FTA Sections 5307 or 5309 (or FTA Section 5310 in the case of county paratransit vehicles as well as some ADA paratransit vehicles), but could also occasionally come from the Congestion Mitigation and Air Quality Improvement Program (CMAQ) or FTA’s “State of Good Repair” program.

For one purchase (replacement of a service van and/or purchase of a four wheel drive vehicle in 2012), the FTA would provide 100 percent of transit capital funds through an American Reinvestment and Recovery Act (ARRA) grant.

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 *Sheboygan Transit System 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.

Youth Outreach

Over the past few years, student ridership has declined, yet teenagers are good candidates for transit marketing, particularly in terms of riding to and from school. The following strategies are recommended for marketing to potential young riders:

- Design a “back-to-school” campaign for the purpose of increasing student ridership. This campaign would target both students and their parents. Direct mail could be used if the Sheboygan Area School District (and other districts in the transit service area) would be amenable to sharing mailing lists with Shoreline Metro. In addition to promoting the benefits, safety and structure of riding the bus, it is recommended that a “loyalty”

component be included that would be a discount coupon for a September monthly pass that could be purchased during the first week of school. The coupons could require a name and address to be submitted, and these names would go on a list for a campaign later in the year.

- Enlist one of the local radio stations popular with youth to become a media partner and the “official student riders’ station” with a promotion during the back-to-school period. This may require additional resources above and beyond the purchase of commercials. The station could give positive publicity to the school that had the best ridership in a month or other period.
- Design a winter back-to-school promotion reminding students to utilize transit after the holiday break. Students who used the fall discount coupon in September would receive a holiday card with a discount coupon for a January monthly pass.
- Continue or possibly increase school visits by Shoreline Metro staff with an emphasis on schools that had significant decreases in ridership.
- Evaluate and modify (as needed) these strategies at the end of the school year (June) for implementation in the following school year.

Build Adult Ridership

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

- Follow the back-to-school campaign with 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.

Revise, Produce and Promote New Public Information Materials

Shoreline Metro has been and is making tremendous strides in the area of public information. Individual route guides and the system guide have already been updated (and continue to be updated in response to imminent service changes). The tripper guide is redesigned and produced annually. The website has also been redesigned, and other improvements have been made as well. The following strategies are recommended in the area of public information:

- Add the Google Transit (or other similar) trip planning feature to the Shoreline Metro website.
- Continue to review on board information efforts and make recommendations for changes or improvements as necessary.
- Continue to review all destination signs (headers) to assure consistency with route guide information. As part of this effort, continue to add more special promotion messages.
- Implement new bus stop sign design to be used to replace current signs. As part of this effort, provide a companion design for passenger shelters. (Note: Shoreline Metro should add more bus stops designated by the new signs; this will increase awareness of the transit service through visibility and perceived access. Formal stops could add the same degree of operating efficiency, yet not detract from the personalized stop service currently provided).

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 passes and tokens. 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, tokens 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 students under age 18, 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 College, which is outside the current transit service area. An entity such as Lakeland College 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. While Shoreline Metro received slightly above average ratings for its on-time performance, its importance suggests that there is 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 with recording fare boxes. 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 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. In fact, some routes were redesigned in this TDP based on land use patterns which changed in the transit service area since completion of the last TDP.

As stated in Goal 5 (and its supporting objectives and standards) in Chapter 6 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 be afforded an ex-officio position on the City of Sheboygan Redevelopment Authority.

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 2.3.1 of the Goals, Objectives and Standards for this TDP (Chapter 6), 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 2014. 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.

IMPLEMENTATION STRATEGY

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

2011

- Apply for Community Development Block Grant (CDBG) funding for transit operations, and apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Discontinuation of the final hour of transit service on weekday evenings.

- Reinstatement of the North and South Shuttles throughout the service day on Saturdays.
- Restructuring of most Shoreline Metro routes.
- Initiate implementation of marketing recommendations.

2012

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of one county paratransit vehicle (Section 5310 project).
- Replacement of one service van and/or purchase of one four-wheel drive vehicle (ARRA project).
- Acquisition of AVL/GPS system and dispatch software for the paratransit component of the transit operation.
- Installation of a customer service office at the downtown transfer point.
- Continued restructuring of Shoreline Metro routes.
- Continue to implement marketing recommendations.
- Conduct ridership opinion survey.

2013

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of forklift.
- Upgrade camera system for fixed-route and paratransit vehicles and for video security at the downtown transfer point.
- Replacement of two ADA paratransit vehicles (one vehicle will be funded through Section 5310).
- Replacement of one county paratransit vehicle (Section 5310 project).
- Purchase of five (5) new passenger shelters for installation at recommended locations.
- Continue to implement marketing recommendations.
- Conduct boarding and alighting survey.

2014

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of three (3) 29-foot fixed-route buses.
- Upgrade of farebox data system (including replacement of GFI fareboxes).

- Replacement of one ADA paratransit vehicle (Section 5310 project).
- Replacement of two county paratransit vehicles (Section 5310 project).
- Continue to implement marketing recommendations.
- Conduct “mid-course review” of the TDP.
- Conduct ridership opinion survey.

2015

- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of four (4) 35-foot fixed-route buses.
- Replacement of one county paratransit vehicle (Section 5310 project).
- Installation of air conditioning in the shelter at the downtown transfer point.
- Continue to implement marketing recommendations.
- Conduct boarding and alighting survey.
- Begin work on a TDP Update.

2016

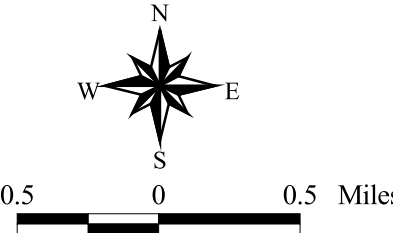
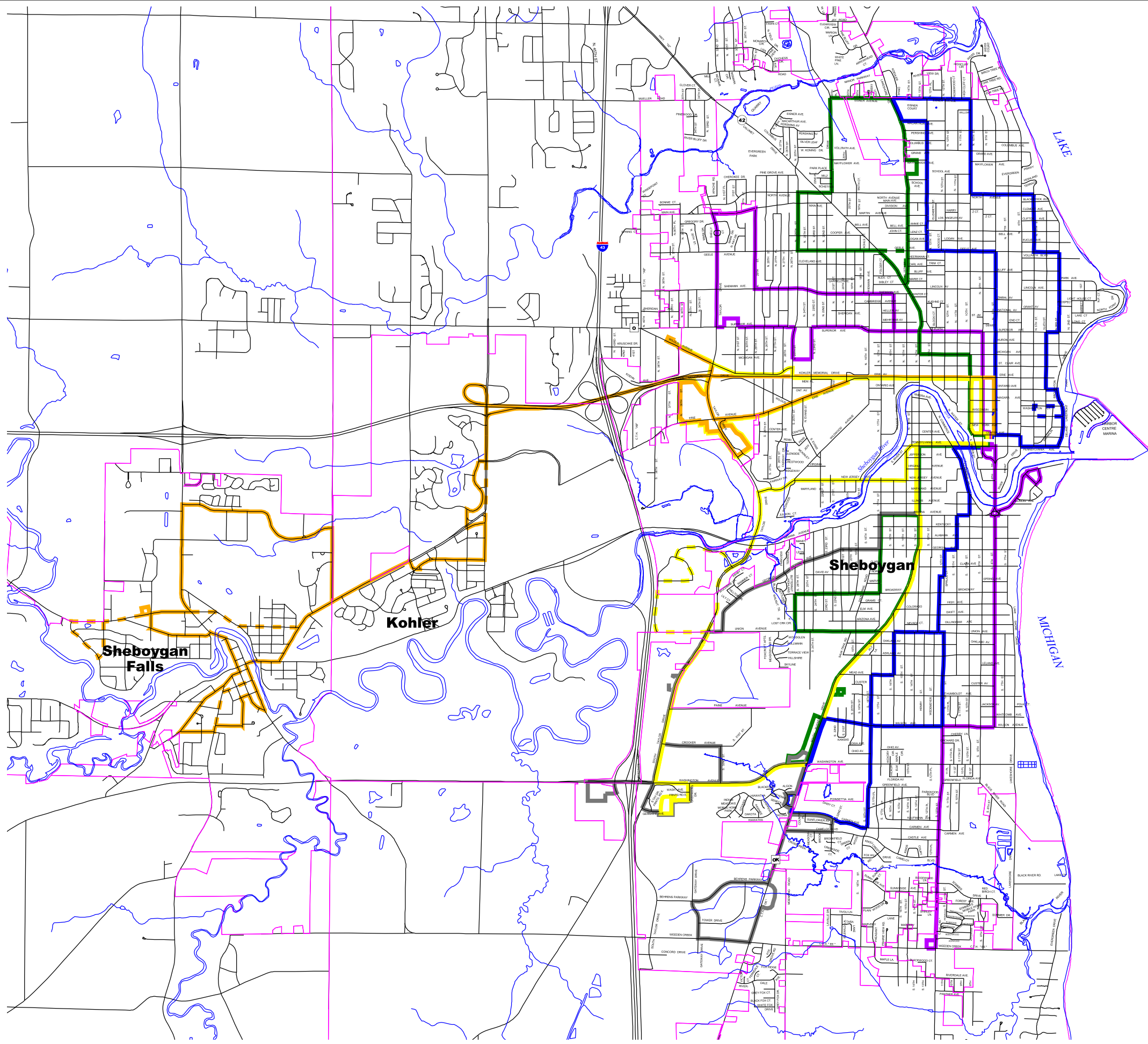
- Continue to apply for CDBG funding for transit operations, and continue to apply for supplemental CDBG funding to assist low income riders in reducing the cost of monthly passes.
- Replacement of one county paratransit vehicle (Section 5310 project).
- Purchase of five (5) new passenger shelters for installation at recommended locations.
- Continue to implement marketing recommendations.
- Conduct ridership opinion survey.
- Complete updated TDP.

Fare and service changes for 2012 through 2016 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

- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Route No. 10 North-South
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation

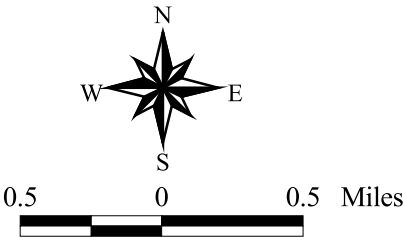


This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Shoreline Metro: ADA Paratransit Service Area

Shoreline Metro Transit Service Area

- ADA Paratransit Service Area
- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Route No. 10 North-South
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Q:\myfiles\sheboyga\tdp\tdp1.apr
Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.

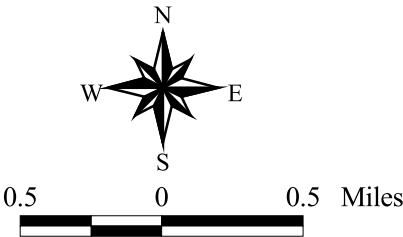


Shoreline Metro: Inventory of Existing Passenger Shelters and Recommended Shelter Locations*

Shoreline Metro Transit Service Area

- Existing Shelters Found to be Unjustified Due to Insufficient Passenger Boardings
- Existing Shelters Which Should Continue to Function Based on Passenger Boardings
- New Passenger Shelters Which Should be Installed Based on Passenger Boardings and/or Other Purposes
- Route No. 3 North-South
- Route No. 5 North-South
- Route No. 7 North-South
- Route No. 10 North-South
- Kohler/Sheboygan Falls Route
- Industrial Park Route
- Route Deviation

*Note: Private Passenger Shelters are not Included in this Inventory



This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Q:\myfiles\sheboyga\tdp\tdp1.apr
Source: Sheboygan Parking and Transit Utility;
City of Sheboygan; Sheboygan County;
Bay-Lake Regional Planning Commission, 2012.



APPENDIX A
RESPONSES TO THE 2009 SHORELINE METRO
PASSENGER OPINION SURVEY

SHORELINE METRO ON-BOARD SURVEY

The Sheboygan Transit Commission is conducting this survey to learn about your travel on the bus and your attitudes toward bus service. Please take a few minutes to answer the following survey questions. Your input is very important and all responses are completely confidential.

1. What is the reason for your trip? (Check all that apply)

<u>30.5%</u> Shopping	<u>12.8%</u> Social/Recreational	<u>17.4%</u> Medical
<u>21.1%</u> Personal Business	<u>5.3%</u> Human Service Agency Visit	<u>28.6%</u> Work Related
<u>30.7%</u> School	<u>8.9%</u> Other	

2. How would you have made this trip if the bus were not available?

<u>3.0%</u> Drive a Vehicle	<u>27.3%</u> Walk	<u>5.4%</u> Bicycle
<u>10.2%</u> Taxi	<u>13.8%</u> Would Not Make Trip	<u>13.8%</u> As a Passenger in Someone's Vehicle
<u>1.3%</u> Other		

If you filled out one of these surveys earlier, stop at this point. Thank you for your cooperation.

3. How many times per week do you ride the bus? (a round trip equals 2 times)

<u>3.7%</u> Less Than Once	<u>11.5%</u> 1 – 2 Times	<u>37.0%</u> 3 – 6 Times
<u>18.7%</u> 7 – 10 Times	<u>29.2%</u> More Than 10 Times	

4. How many blocks do you live from a bus stop?

<u>53.8%</u> 1	<u>17.4%</u> 2	<u>8.6%</u> 3	<u>3.8%</u> 4	<u>2.5%</u> 5	<u>13.9%</u> 6 or More
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5. Was the availability of public transportation a factor in your choice of housing location?

<u>58.1%</u> Yes	<u>41.9%</u> No
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6. Do you have a driver's license?

<u>17.6%</u> Yes	<u>82.4%</u> No
------------------	-----------------

7. Did you have a vehicle available for this trip?

<u>13.6%</u> Yes	<u>86.4%</u> No
------------------	-----------------

8. How many vehicles do you have in your household?

50.5% 0 25.1% 1 16.6% 2 7.8% 3 or More

9. Do you have a disability that impacts your ability to use the bus?

87.8% None 2.6% Vision 4.1% Mobility 2.1% Hearing
3.4% Other Disability

10. How would you rate the following factors about Shoreline Metro?

1 = Poor 2 = Neutral 3 = Good

Riding comfort of buses	<u>2.54</u>
Interior/exterior cleanliness of bus	<u>2.71</u>
Buses run on schedule	<u>2.59</u>
Courtesy of driver	<u>2.79</u>
Ease of understanding bus routes	<u>2.66</u>
Cost of service	<u>2.32</u>
Length of ride time	<u>2.60</u>
Passenger safety	<u>2.75</u>
Hours of service	<u>2.42</u>

11. How would the following things or events affect your current bus riding habits?

1 = Ride Less Often 2 = Have No Effect 3 = Ride More Often

Special discounts are offered through your employer	<u>2.35</u>
It becomes easier to know all the routes and schedules	<u>2.38</u>
Better waiting areas are built	<u>2.45</u>
Fares increase 25 cents	<u>1.71</u>
Training is provided on how to use the bus	<u>2.17</u>
The bus stops on the nearest corner to your house	<u>2.42</u>
Transit maps and schedules become available in your language	<u>2.22</u>
Buses travel more frequently	<u>2.55</u>
Transfers become much easier	<u>2.42</u>
The bus route is moved 7 – 8 blocks from your house	<u>1.51</u>
A weekly bus pass is implemented	<u>2.32</u>

12. Should the bus service hours be adjusted?

42.5% Yes 57.5% No

If yes, explain how (where and when): (125 of 170 who responded “yes” provided a written response to this question).

13. Are you:

43.5% Male 56.5% Female

14. What is your age category?

<u>14.6%</u> Under 16	<u>11.9%</u> 16 – 17	<u>13.8%</u> 18 – 24	<u>12.2%</u> 25 – 34
<u>11.9%</u> 35 – 44	<u>13.6%</u> 45 – 54	<u>7.2%</u> 55 – 59	<u>6.2%</u> 60 – 64
<u>8.6%</u> 65 and Over			

15. What is your ethnic background? (Check all that apply)

<u>72.6%</u> White	<u>5.1%</u> American Indian	<u>9.5%</u> Hispanic/Latino
<u>5.8%</u> Asian	<u>6.0%</u> Black	<u>0.9%</u> Other

16. How many persons live in your household, including you?

29.4% 1 18.7% 2 15.4% 3 11.9% 4 24.6% 5 or More

17. What is your current employment status? (Check all that apply)

<u>22.0%</u> Unemployed	<u>19.1%</u> Full-Time Employment
<u>23.6%</u> Part-Time Employment	<u>19.1%</u> Student
<u>9.5%</u> Retired	<u>1.9%</u> Homemaker
<u>1.2%</u> Temporarily Laid Off	<u>3.6%</u> Other

18. What is your annual household income category?

<u>47.2%</u> Under \$10,000	<u>24.5%</u> \$10,000 - \$19,999	<u>12.2%</u> \$20,000 - \$29,999
<u>7.2%</u> \$30,000 - \$39,999	<u>3.3%</u> \$40,000 - \$49,999	<u>2.1%</u> \$50,000 - \$59,999
<u>3.6%</u> \$60,000 or More		

Additional comments:

78 Written Responses – Summary is available upon request.

Please return survey and pencil to survey taker on the bus. Thank you for your cooperation!

APPENDIX B
MEMBERS OF THE SHEBOYGAN TRANSIT DEVELOPMENT
PROGRAM (TDP) REVIEW COMMITTEE

**MEMBERS OF THE SHEBOYGAN TRANSIT DEVELOPMENT PROGRAM (TDP)
REVIEW COMMITTEE**

Alderman Jim Bohren (Alderman Joe Heidemann, Alternate)
City of Sheboygan (through May 2012)

Aaron Brault, Director
Planning and Conservation Department
Sheboygan County

Nate Dehne
Lakeland College

Dale Deterding
Aging and Disability Resource Center
Sheboygan County

Mary Dolphin-Abler
Student Government Association
University of Wisconsin Sheboygan

Christopher Domagalski, Chief (Sgt. David Anderson, Alternate)
Police Department
City of Sheboygan

Neil Donovan
Transit Customer

Thomas Eggebrecht
Health and Human Services Department
Sheboygan County

Michelle Gibbs
Lakeshore Technical College

James Gilligan, Citizen Member
Sheboygan Transit Commission (through December 23, 2011)

Matt Halada
Wisconsin Department of Transportation
Northeast Region Office, Green Bay

Alderman Don Hammond
City of Sheboygan

**MEMBERS OF THE SHEBOYGAN TRANSIT DEVELOPMENT PROGRAM (TDP)
REVIEW COMMITTEE (Continued)**

Alderman Joseph Heidemann
City of Sheboygan (effective May 2012)

Daniel Hein, Chairperson (Ralph Schneider, Alternate)
Town of Sheboygan

Chad Jensema
Sheboygan Area School District

Kevin Kellner
Shoreline Metro Deputy Director (through December 31, 2011)

Jean Kittelson, Citizen Member
Sheboygan Transit Commission (also a previous Aldermanic representative to the Sheboygan Transit Commission)

Joell Lamb
Shoreline Metro Transit Driver

Glen Martin
Johnsonville Staffing

Ron McDonald
Shoreline Metro Director (through December 8, 2011)

Forest McKenzie, Sustainability Coordinator
Lakeshore Technical College (through December 31, 2011)

Jake Miller
Bureau of Transit, Local Roads, Railroads and Harbors
Wisconsin Department of Transportation, Madison

Lee Montemayor, Jr., Citizen Member
Sheboygan Transit Commission

Derek Muench
Shoreline Metro Connection (effective February 2012)

Scott Navis
Shoreline Metro Mechanic
Local 998 Steward, Amalgamated Transit Union (ATU)

**MEMBERS OF THE SHEBOYGAN TRANSIT DEVELOPMENT PROGRAM (TDP)
REVIEW COMMITTEE (Continued)**

Bruce Neerhof (Tom Leonhardt, Alternate)
Village of Kohler

Ed Procek
Shoreline Metro Transit Driver

Traci Robinson
Shoreline Metro Director (effective March 27, 2012)

Steve Sokolowski
Department of Planning and Development
City of Sheboygan

Joel Tauschek, Clerk/Treasurer (Duane Glancey, Alternate)
City of Sheboygan Falls

Alderman David Van Akkeren
City of Sheboygan

Terry Van Akkeren, Mayor
City of Sheboygan

Brian Vandoske
Transit Customer (through May 2011)

Ronald Van Rooyen
Rehabilitation Center of Sheboygan (RCS)

Todd Wolf, Chairperson
Sheboygan Transit Commission

Brian Yerges (David Williams, Alternate)
City of Plymouth

Staff Responsible for TDP Preparation:

Jeffrey Agee-Aguayo
Bay-Lake Regional Planning Commission

APPENDIX C
DOCUMENTATION OF PUBLIC INPUT OPPORTUNITIES IN THE
COMPLETION OF THE SHEBOYGAN TDP

DOCUMENTATION OF PUBLIC INPUT OPPORTUNITIES IN THE COMPLETION OF THE SHEBOYGAN TRANSIT DEVELOPMENT PROGRAM (TDP)

Proceedings of Public Information Meetings Concerning Restructuring of Shoreline Metro Routes and Schedules for 2012

Two public information meetings were held regarding the proposed restructuring of Shoreline Metro routes and schedules for 2012. These meetings were held on October 6, 2011. One of the meetings was held at 10:30 a.m., while the other meeting was held at 5:30 p.m. Both meetings were a little over one hour in length, and were held at the Mead Public Library, 710 North 8th Street, Sheboygan. Bay-Lake Regional Planning Commission staff was in attendance at both meetings to answer questions, particularly regarding the proposed route restructuring.

The 10:30 a.m. meeting was attended by about 27 members of the public, along with five Shoreline Metro staff members and three members of the Sheboygan Transit Commission. Attendees expressed comments regarding the restructuring of routes (particularly on the northwest side of Sheboygan), with two attendees requesting service to the Highway 42 corridor in the Town of Sheboygan, and with another attendee requesting service to the City of Plymouth. Attendees also expressed concern about proposed changes to the level of service in 2012. Four written comments were received at this meeting (two from drivers), many of which were in opposition to the curtailing of transit service to the Town of Sheboygan on Route 7 North (Note: The Town of Sheboygan currently does not participate in financing the local share of this service).

The 5:30 p.m. meeting was attended by about 39 members of the public, along with five Shoreline Metro staff members and three members of the Sheboygan Transit Commission. Attendees expressed comments regarding the restructuring of routes (particularly the need to maintain transit service along portions of Eisner Avenue), and also requested that passenger shelters be placed at locations such as the Southtown Mall and BioLife Plasma Services. While some attendees were not pleased about losing the last hour of transit service on weeknights, many more were concerned about the small window of transit service on Saturdays, preferring hourly service over a longer service day to half hour service over a shorter service day. Some attendees stated that they rely on early morning transit service on Saturdays to get to a job. Fifteen written comments were received at this meeting (two from drivers); the written comments discussed riders' dependence on transit services, the need for a full day of transit service on Saturdays, concern regarding losing the last hour of transit service on weeknights, the need to extend transit service to trip generators in the Town of Sheboygan, and the need for passenger shelters at certain locations. Some attendees commented that they would be willing to pay higher fares to maintain existing service levels, and also believed that transit is shortchanged relative to development and powerful interests in the community.

Letters Received in Regard to Restructuring of Shoreline Metro Routes and Schedules for 2012

Six letters were received in regard to proposed service changes in early October of 2011. All of these letters were opposed to cutting the last hour of service on weeknights and to cutting service on Saturdays. One letter also expressed concern about the combining of Routes 1 North and 5 North. Several letters expressed outrage that transit services always tend to get cut while services that benefit interests with resources are maintained or enhanced. Some letters also expressed concern that transit operations could be discontinued in Sheboygan in the future. One letter implied that other transit operations in the state were not cutting services for 2012, when in fact, several transit systems have had to face cuts, raise fares or rely on non-governmental grants to maintain 2011 service levels in 2012.

Sheboygan Transit Commission Meeting: October 18, 2011

The Sheboygan Transit Commission met to consider the proposed restructuring of Shoreline Metro routes and schedules for 2012 on October 18, 2011. This meeting was attended by about 27 members of the public, along with four Shoreline Metro staff members and all nine members of the Sheboygan Transit Commission. All but one of the members of the public was in attendance regarding the proposed changes to transit service. Seven members of the public spoke during the public input session. At this meeting, some advocacy groups spoke on behalf of transit passengers, including the Sheboygan County Interfaith Association and the YMCA. Bay-Lake Regional Planning Commission staff was in attendance at this meeting to answer questions, particularly regarding the proposed route restructuring.

Shoreline Metro staff developed four scenarios regarding the delivery of Saturday service in response to public input received at the October 6, 2011, public information meetings. The Sheboygan Transit Commission selected a scenario that would involve hourly service between 7:45 a.m. and 5:45 p.m., with shuttle service being offered all day. The increase in the Saturday service level (over what was originally proposed) would be made up in reductions to certain line items in the transit budget that are not directly related to operations. The Sheboygan Transit Commission adopted this level of Saturday service along with cutting the last hour of transit service on weeknights and the restructuring of routes. These changes were to take effect in early December of 2011.

Shoreline Metro staff worked with drivers and passengers to make minor adjustments to the recommended route structure in late 2011, with some of these minor adjustments continuing to occur.

Other Meetings of the Sheboygan Transit Commission

Before the Sheboygan TDP Review Committee started meeting, Bay-Lake Regional Planning Commission attended several meetings of the Sheboygan Transit Commission in early 2010 to provide updates on the Sheboygan TDP. Results of the passenger opinion survey and the boarding and alighting survey were presented at many of these meetings. These meetings were held on January 19, February 16, March 16 and May 18, 2010. In addition, the Sheboygan

Transit Commission was scheduled to adopt the TDP at its July 17, 2012, meeting. All of these meetings were open to the public.

Proceedings of the Public Informational/Input Meeting Concerning Completion of the Sheboygan TDP: May 16, 2012

A public informational/input meeting concerning completion of the Sheboygan Transit Development Program (TDP) was held at the Mead Public Library (Rocca Meeting Room), 710 North 8th Street, Sheboygan, on May 16, 2012, between the hours of 4:00 p.m. and 6:00 p.m. This meeting was publicized with a meeting announcement to the public provided in the May 3, 2012, edition of *Sheboygan Press* (legal notices section – this also discussed the public comment period on the TDP running through June 1, 2012), as well as through notices to all area newspapers and radio media outlets. In addition, signs announcing the meeting were posted on all transit buses, and members of the TDP Review Committee were informed of the meeting. Notice of this meeting was also placed on the TDP webpage that is part of the Sheboygan MPO and Bay-Lake Regional Planning Commission website (those interested could download and read the draft TDP from this webpage); Shoreline Metro provided a link to this webpage from its website as well.

Some 26 individuals participated in this meeting, including: 17 members of the public; four members of the TDP Review Committee (three of whom were members of the Sheboygan Transit Commission, including Mayor Terry Van Akkeren, Alderman Jim Bohren and Chairperson Lee Montemayor); one public official who was not a member of the TDP Review Committee (Alderman Scott Lewandoske); one photographer and one journalist from the *Sheboygan Press*; and two Shoreline Metro staff. In addition, Bay-Lake Regional Planning Commission staff led this public informational/input meeting.

At this meeting, Jeffrey Agee-Aguayo of the Bay-Lake Regional Planning Commission gave a preliminary presentation, focusing on the alternatives analysis as well as on key elements of the draft recommended plan, but also reviewing previously completed activities related to community research and the development of goals, objectives and standards.

Jeffrey Agee-Aguayo noted that the following alternatives and sub-alternatives were reviewed and evaluated by the TDP Review Committee between December 2010 and June 2011:

- Alternative A: Continuation of Status Quo Fixed-Route Transit Service;
- Alternative B: Replace Fixed-Route Service with Demand Response Service (included two sub-alternatives involving variations in the fare: Alternative B-1 involved a cash fare of \$1.75, while Alternative B-2 involved a doubling of the fare to \$3.50 along with similar adjustments to all other fare media);
- Alternative C: Dual Hub System, with the Downtown Transfer Point and a Second Transfer Point at the Taylor Heights Shopping Center;
- Alternative D: Restoration of 30 Minute Service on Saturdays;
- Alternative E: Restoration of 15 Minute Peak Hour Service on Weekdays (included two sub-alternatives involving inclusion and exclusion of school tripper service on weekdays when school is in session);

- Alternative F: Major Route Restructuring Involving Mostly 40 Minute Trips on Most Routes (this alternative was suggested by some of the transit drivers in late 2010);
- Alternative G: Route Deviation During Non-Peak Periods (Using Status Quo Fixed-Route Service as a Base);
- Alternatives H-1 and H-2: Demand Response Service During Weeknights: With Status Quo Fixed-Route Service (included two sub-alternatives involving variations in the fare: Alternative H-1 involved a cash fare of \$1.75 at all times, while Alternative H-2 involved a cash fare of \$1.75 most of the time and a cash fare of \$3.50 when demand response service is in operation);
- Alternatives H-3 and H-4: Demand Response Service During Weeknights: With a Dual Hub System (also included two sub-alternatives involving variations in the fare: Alternative H-3 involved a cash fare of \$1.75 at all times, while Alternative H-4 involved a cash fare of \$1.75 most of the time and a cash fare of \$3.50 when demand response service is in operation); and
- Alternative I: Route Consolidation, Reduction in Weekday Evening Service, and Slight Enhancement to Saturday service.

Jeffrey Agee-Aguayo noted that the final alternative was refined to become the recommended plan for the TDP. Key elements of the recommended plan included:

- Discontinuation of the final hour of transit service on weekday evenings;
- Reinstatement of the North and South Shuttles throughout the service day on Saturdays;
- Route-specific changes are recommended for all routes. The most significant route changes include: elimination of Route 1 North; combining most of the coverage area for Route 1 North with Route 5 North; and dividing the Mall Route into two routes to better serve the west side of the City of Sheboygan (Routes 10 North and South);
- Changes to the range of service hours for and area served by ADA paratransit to mirror the proposed changes in fixed-route service hours and area served,
- The financial plan for the TDP;
- The fare policy for the TDP (no changes in fares for the entire period covered by the TDP);
- Recommended capital improvements (including: the replacement of one or two service vehicles; acquisition of an AVL/GPS system and dispatch software for the paratransit component of the transit operation; installation of a customer service office at the downtown transfer point; upgrading the camera system for fixed-route and paratransit vehicles along with video security at the downtown transfer point; replacement of three ADA paratransit vehicles; replacement of a forklift; the purchase of 10 new passenger shelters for installation at recommended locations; the replacement of three 29-foot fixed-route buses; a GFI farebox replacement and farebox data system upgrade; the replacement of six county paratransit vehicles; the replacement of four 35-foot fixed-route buses; and the installation of air conditioning at the downtown transfer point);
- Marketing recommendations;
- A monitoring program;
- Land use planning recommendations;

- Other recommendations (in particular, conducting a mid-course review of the TDP in 2014); and
- An implementation strategy for the TDP.

One item available for review at this meeting was a draft Executive Summary of the TDP. A sheet indicating the webpage where the draft TDP could be reviewed was also distributed to meeting attendees. Forms were available for attendees to comment on TDP elements, and meeting participants were encouraged to register their attendance at the meeting. Three exhibits were reviewed, including maps of the recommended route structure, the ADA paratransit service area, and the inventory of existing passenger shelters and recommended shelter locations. Three tables in the recommended plan chapter of the TDP were presented to meeting attendees.

Before and after this presentation, Bay-Lake Regional Planning Commission and Shoreline Metro staff took questions and comments from members of the public in attendance. Questions and comments raised included the following:

- Jayne Weber, 1125 South 12th Street, Sheboygan: There are not enough buses; expressed concern regarding the consolidation of Routes 1 North and 5 North. At times, buses cannot keep on schedule. She occasionally takes school tripper buses by accident. She would like to see a bus shelter at the new Pick & Save supermarket on the south side.
- Sandra Fries, Intersection of North 11th Street and Erie Avenue, Sheboygan: Buses are running late on many occasions. She would like to see a passenger shelter placed at the Bio Life Plasma center. She likes the \$3 day pass, and uses it occasionally. There needs to be more flexibility in the way that one pays for the day pass when boarding the bus; Shoreline Metro management (Traci Robinson) addressed this concern.
- Julie Davidson, 619 North Franklin Street, Sheboygan: She appreciated the opportunity to provide input at this meeting, and especially appreciated having transit service.
- Ellen Russell, 1521 North 4th Street, Sheboygan: Keep transit service as it is – no more cuts or increases in fares. Keep the bus routes as they are – no more changes.
- Jayne Weber: She indicated that she had a problem with a recent transfer between routes, and suggested that drivers switch the bus marquee sign with the upcoming route before pulling in to the transfer point. Shoreline Metro management (Traci Robinson) responded that sometimes this is difficult for the drivers to accomplish when they are performing several other tasks before arriving at the transfer point.
- Martin Hoppe, 3733 Koehler Drive, Sheboygan: He had difficulties at work when the last hour of weekday evening service was cut – he has to leave work early to catch the last shuttle. This is particularly difficult in the colder months. He expressed concern that there could be further cuts to weekday evening service in the future.
- Jeri Gundlach, 4020 South 15th Street, Sheboygan: Expressed concern about constant cuts to transit service, and advocated saving the transit operation.
- Karl Rademacher, 832 North 10th Street, Apt. 106, Sheboygan: Please do not cut transit service any further, and place a passenger shelter at RCS.
- Sandra Fries: Place more landmarks/trip generators on the route guides.

- Ken Holley, 919 North 5th Street, Apt. 38, Sheboygan: The Pick & Save supermarket on the north side needs a Shoreline Metro bus stop sign near the store entrance. There need to be improved walkways between bus stops and some trip generators. Passengers could use later service on weeknights, particularly for jobs and for events; Shoreline Metro management (Traci Robinson) explained how weeknight shuttle service worked to Mr. Holley, who is visiting the area from California. Mr. Holley stated that Shoreline Metro is generally a good transit system.
- Julie Davidson: She liked the fact that there was no recommendation to increase passenger fares in the TDP; Shoreline Metro management (Traci Robinson and Derek Muench) explained that Shoreline Metro has some of the highest fares among its peer systems in Wisconsin, such that it would make little sense to raise fares.
- Sandra Fries: Asked how much revenue Shoreline Metro receives to advertise inside and outside its buses; this question was answered by Shoreline Metro management (Traci Robinson). Commented that Shoreline Metro could explore having a small shop at the transfer point with small items for sale (such as monthly pass holders), and also thought that it would be a good idea to sell fare media at the downtown transfer point.
- Ellen Wanek, 507 Euclid Avenue, Sheboygan: Had questions regarding ridership and revenue in calendar year 2011 (this was to be provided by Shoreline Metro management subsequent to the meeting). Stated that she liked the West Bend shared-ride taxi service, and wondered if a similar model could be applied in Sheboygan. This generated considerable discussion; Shoreline Metro and Bay-Lake Regional Planning Commission staff indicated that Sheboygan has too large a population and too high a population density for shared-ride taxi to work. In fact, shared-ride taxi was examined as an alternative in both Sheboygan and Manitowoc transit operations several years ago, and was found to be inefficient and cost prohibitive. Shared-ride taxi does work in smaller communities; the Bay-Lake Regional Planning Commission administers a shared-ride taxi program for the City of Marinette.
- Ken Holley: Asked a question regarding the Metro Connection service; this question was answered by Shoreline Metro management (Derek Muench).
- Ed Procek, 1215 South 13th Street, Sheboygan: Expressed concern about the loss of the last hour of transit service on weeknights, and advocated finding ways to reinstate this service. Also had a question regarding the cost per passenger for paratransit versus fixed-route service; Shoreline Metro management (Traci Robinson) indicated that the cost per passenger for fixed-route service is considerably less than the cost per passenger for paratransit service.
- Sandra Fries: Discussed the inconvenience of the cuts in transit service on passengers.
- Other comments noted (not attributed to any one individual): “Really glad to have the bike racks;” and “Drivers are kind and friendly.”

Three comment sheets were received from meeting attendees. The comment sheets that were received stated the following:

- Heidi Brown, 830 North 10th Street, Sheboygan: “The drivers rock; they do a really good job. Ed, Dave, Paul, Jo, Mark, Luann, Gordon, Martin and the rest, thank you.”
- Karen Pekulik, 1721 Ashland Avenue, Apartment 204, Sheboygan: “Please do not cut any more buses. A lot of people would like to have a 9:45 bus again in the evening. They need it for work. I use the bus every day. I am a regular bus rider.”
- Julie Davidson, 619 North Franklin Street, Sheboygan: “Great job guys – thank you for no rate increase for passengers. Thank you!”

The *Sheboygan Press* announced this public informational/input meeting in its May 11, 2012, edition. WHBL Radio announced this public informational/input meeting on air and on its website the morning of May 16, 2012. The *Sheboygan Press* reported on the proceedings of this meeting in their May 17, 2012, edition.

Public Comment Period on the Draft Sheboygan TDP

A public comment period on the draft Sheboygan TDP began on May 3, 2012, and ran through June 1, 2012. Copies of the draft TDP were placed at five public review locations in the Sheboygan area. The draft document could also be downloaded on the TDP webpage that is part of the Sheboygan MPO and Bay-Lake Regional Planning Commission website; Shoreline Metro provided a link to this webpage from its website as well.

Three comments were received during the public comment period: one comment was received by telephone, while two additional comments were received via e-mail. The comments were as follows:

- Rosemary Reineking, 1835 Mapledale Court, Town of Sheboygan (telephone comment): “Route 7 North should travel on North 40th Street again.” (Transit service should be restored to the Mapledale Apartments area in the Town of Sheboygan). Jeffrey Agee-Aguayo explained that the Town of Sheboygan would need to agree to participate in financing the local share of transit before service could be restored to this area.
- Ed Procek, 1215 South 13th Street, Sheboygan (along with other Shoreline Metro drivers – e-mail comment): Several editorial comments that will be utilized in modifying the final draft of the TDP.
- Ed Procek (e-mail comment): “I would like us to also revisit our tripper runs in the TDP process, if possible. Specifically, a concern brought to me personally, that being South High’s need for a service to the south at dismissal time. I think this would best be accomplished using tripper service. I do not limit my response though to that being the only fix. Also, tripper service in general should be brought into a more effective light. We have provided these services for decades and just recently have we begun to fail in our mission, as evidenced by my observation of these riders and of these services (in my opinion, tripper routes serving Grant, Cooper and Pigeon River Schools are productive, while others need work). This leads me to speculate that we made a wrong turn somewhere and should ‘right our bus’ to reduce the need of parents to provide transportation services on an individualized basis and dangerously congesting our roads and school zones.”

Meetings of the Sheboygan TDP Review Committee

Some 13 meetings of the Sheboygan TDP Review Committee were held starting in May 2010 and ending in June 2012. Eight of the meetings were held in 2010, with three additional meetings held in 2011, and with two final meetings held in the first half of 2012. All of these meetings were open to the public, and there was a public comment agenda item at each meeting. Minutes from each meeting are available upon request.

Shoreline Metro Passenger Opinion Survey

The Shoreline Metro passenger opinion survey was conducted in October of 2009. Passengers were asked several opinion-related questions, including the rating of factors related to transit service, the rating of transit usage influence factors, and whether bus service hours should be adjusted. Survey findings can be found in Chapter 3 (Ridership Opinion) as well as in Appendix A.

Bay-Lake Regional Planning Commission

Commission Members

Brown County

Nomination Pending

Door County

Ken Fisher

Florence County

Edwin Kelley

Bruce Osterberg

Yvonne Van Pembroke

Kewaunee County

Eric Corroy

Bruce Heidmann

Charles R. Wagner, Vice-Chairperson

Manitowoc County

Chuck Hoffman

Donald C. Markwardt

Valerie Mellon

Marinette County

Alice Baumgarten

Cheryl R. Maxwell, Chairperson

Mary G. Meyer

Oconto County

Donald A. Glynn

Thomas D. Kussow

Nomination Pending

Sheboygan County

Mike Hotz

Ed Procek

Traci Robinson

Wisconsin Economic Development Corporation

CEO, Paul Jadin

Staff

Richard L. Heath

Executive Director

Jeffrey C. Agee-Aguayo

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Angela M. Pierce

Natural Resources Planner III

Brandon G. Robinson

Community Assistance Planner III

Joshua W. Schedler

GIS Coordinator

