

CHAPTER 3: TRANSIT SYSTEM OVERVIEW

HISTORY OF TRANSIT SERVICE IN THE AREA

Shoreline Metro was acquired in the early 1970s from a private operator. Similar to other privately owned and operated bus companies, the rising costs of maintaining a quality public service resulted in a significant profit loss. Despite the provision of subsidies in 1971, the privately owned Sheboygan Bus Lines continued to absorb increasing deficits. By the summer of 1972, the owners of the bus system filed an application to discontinue service in the Sheboygan area, a request that was granted by the Public Service Commission of Wisconsin. Continuation of the bus service was assured as the City of Sheboygan was given temporary authority to operate the service. A city referendum vote in April 1973 was supported by a 3 to 1 margin, allowing the city to acquire and operate a municipal bus transportation system. The results of the change in ownership provided not only immediate financial stability, but also the opportunity for evaluation and implementation of operating and service improvements. Items such as routing and level of service have generally been preserved in their underlying form, and provide the foundation of Shoreline Metro today.

ORGANIZATION AND MANAGEMENT

Shoreline Metro is one of many services provided by the City of Sheboygan. Shoreline Metro is a component of the Sheboygan Transit Utility, a semi-autonomous utility operated by the City of Sheboygan. The Director of Transit & Parking is directly responsible for the coordination and administration of the planning, development and operation of Shoreline Metro. Shoreline Metro's service is a fixed-route, fixed-schedule bus system. Demand response service for the disabled, or Americans with Disabilities Act (ADA) paratransit service, is provided by Shoreline Metro through its Metro Connection service.

The City of Sheboygan is organized under a Mayor/Council form of government. The Common Council is comprised of ten (10) members, one representing each district in the city. The mayor is popularly elected, and acts as chief elected officer of the city, presiding at all Common Council meetings. The Common Council is advised by several boards, commissions and committees. One of those commissions, the Sheboygan Transit Commission, develops goals and objectives, monitors ridership and revenue, engages in transit planning, and establishes policy for Shoreline Metro. The Sheboygan Transit Commission is composed of nine (9) members, including: the mayor, the Director of Planning and Development, the Police Chief, three alderpersons and three citizen members. The Director of Transit & Parking serves the commission in an ex-officio capacity and does not vote. Aldermanic and citizen appointments to the Sheboygan Transit Commission are made by the mayor and are confirmed by the Common Council.

SERVICE CHARACTERISTICS

Current regular fixed-route transit services provided in the Shoreline Metro service area are depicted in Map 3.1. As Map 3.1 indicates, routes converge in Sheboygan's central business district. The downtown serves as the main transfer point between routes, and schedules are designed so that transfers are easily accommodated. The transfer point is located in the central portion of the block bordered by North 9th Street, Center Avenue, North 8th Street and Pennsylvania Avenue.

Service is generally provided six days a week, Monday through Saturday. No transit service is offered on Sundays. It should also be noted that Shoreline Metro does not offer service on the following holidays: New Year's Day, Memorial Day, Independence Day, Labor Day,

Thanksgiving and Christmas. The following is a summary of the nature of transit service for each route:

Weekday Service

- For Routes 3 North, 5 North, 7 North and 10 North, the service day starts at 5:45 a.m. and runs until 8:15 p.m. Half-hour service is provided between 5:45 a.m. and 5:45 p.m., departing the downtown transfer point at 15 and 45 minutes past the hour. Hourly service is provided in the evening after 5:45 p.m., leaving the downtown transfer point at 45 minutes past the hour.
- For Routes 3 South, 5 South, 7 South and 10 South, the service day starts at 5:45 a.m. and runs until 8:45 p.m. Half-hour service is provided between 5:45 a.m. and 5:15 p.m., departing the downtown transfer point at 15 and 45 minutes past the hour. Hourly service is provided in the evening after 5:15 p.m. and leaves the downtown transfer point at 15 minutes past the hour.
- For Route 20 North, there are four one hour trips that leave at 5:45 a.m., 7:15 a.m., 11:15 a.m. and 5:45 p.m. In addition, a half hour Kohler Special run operates from 6:45 a.m. to 7:15 a.m.
- For Route 20 South, there are four one hour trips that leave at 9:15 a.m., 1:15 p.m., 3:45 p.m. and 7:45 p.m.
- For Route 40 (a seasonal route that operates from Memorial Day to Labor Day), service runs every half-hour from 10:00 a.m. to 8:00 p.m., departing the downtown transfer point on the hour and 30 minutes past the hour.
- Shuttle service runs from 5:15 a.m. to 5:45 a.m. and from 8:45 p.m. to 9:15 p.m. Shuttle service also operates from 5:45 p.m. to 8:45 p.m. opposite north side or south side routes that operate within any given half hour.
- Two school tripper routes operate in the morning and two additional school tripper routes operate in the afternoon when school is in session.

Saturday Service

- For Routes 3 North, 5 North, 7 North and 10 North, the service day starts at 7:45 a.m. and runs until 5:15 p.m. Service is provided once each hour throughout the day and leaves the downtown transfer point at 45 minutes past the hour.
- For Routes 3 South, 5 South, 7 South and 10 South, the service day starts at 8:15 a.m. and runs until 5:45 p.m. Service is provided once each hour throughout the day and leaves the downtown transfer point at 15 minutes past the hour.
- For Route 20 North, there are three one hour trips that leave at 9:15 a.m., 12:15 p.m. and 3:15 p.m.
- For Route 20 South, there are two one hour trips that leave at 11:15 a.m. and 1:15 p.m.
- For Route 40, service runs every half-hour from 10:00 a.m. to 6:00 p.m., departing the downtown transfer point on the hour and 30 minutes past the hour.
- Shuttle service runs from 7:15 a.m. to 7:45 a.m. and from 5:45 p.m. to 6:15 p.m. Shuttle service also operates throughout the service day (7:45 a.m. to 5:45 p.m.) opposite north

side or south side routes that operate within any given half hour.

Route Descriptions

The following is a description of the Shoreline Metro transit routes:

- **Route 3 North** serves the north central portion of the City of Sheboygan. Major trip generators served by Route 3 North include the north side Piggly Wiggly supermarket, Plastics Engineering Company (PLENCO), Pigeon River and Cooper public elementary schools, the Sheboygan Leadership Academy charter school, St. Dominic's and St. Paul's parochial elementary schools, the Walgreen's pharmacy on Calumet Drive, the McDonald's restaurant on North Avenue, RCS, and Locate Staffing. Michigan Avenue is also served by Route 3 North from North 10th Street to North 13th Street (outbound and inbound) and from North 14th Street to North 13th Street (outbound only).
- **Route 3 South** serves the south central portion of the City of Sheboygan. Major trip generators served by Route 3 South include the South Pier District (including Blue Harbor Resort), Georgia Avenue Apartments, Bio Life plasma center, the University of Wisconsin Sheboygan, Bookworm Gardens, Lutheran high school, Horace Mann public middle school, Old Wisconsin, James Madison and Sheridan public elementary schools, and Immanuel Lutheran School.
- **Route 5 North** serves the northeast portion of the City of Sheboygan. Major trip generators served by Route 5 North include Save A Lot supermarket, Here We Grow Child Care Center, Urban public middle school, the north side Piggly Wiggly supermarket, Ridge Court apartments, North public high school, Aurora Sheboygan Memorial Medical Center, Vollrath Park, Grant public elementary school, Sheboygan County Christian elementary school, St. Elizabeth Ann Seton Catholic school, the Sheboygan County YMCA, Deland Park and Marina, and the Sheboygan Senior Activity Center. Eisner Avenue is also served between North 13th Street and North 10th Street.
- **Route 5 South** serves the south central portion of the City of Sheboygan. Major trip generators served by Route 5 South include the Shoreline Metro offices and garage, Rockline Industries, Heritage Square, Indian Meadows Mobile Home Park, Lakeshore Display, Southtown Mall, Wilson public elementary school, Bethlehem Lutheran School, and Christ Child Academy.
- **Route 7 North** serves the northwest portion of the City of Sheboygan. Major trip generators served by Route 7 North include the Mead Public Library, the Sheboygan Police Department, the Aurora Sheboygan Clinic, the west side Pick and Save supermarket, St. Nicholas Hospital, Field of Dreams, Lakeshore Community Health Care clinic, Jefferson public elementary school, and Trinity Lutheran school. North Taylor Drive is also served between Superior Avenue and Main Avenue.
- **Route 7 South** serves the southeast portion of the City of Sheboygan. Major trip generators served by Route 7 South include Longfellow and Jackson public elementary schools, Farnsworth public middle school, South public high school, Sheboygan County Christian high school, the Boys' and Girls' Club, Lakeshore CAP, the Sunnyside Mall, and Country Village Apartments. Route 7 South also serves the Industrial Park during deviated service runs.

- **Route 10 North** serves the west central portion of the City of Sheboygan. Major trip generators served by Route 10 North include the Aurora Sheboygan Clinic, the Sheboygan County Job Center, Memorial Plaza (including the Marcus Cinema), Meijer superstore, Shopko, Taylor Heights Shopping Center (including Festival Foods), Tamarack Apartments, Wasserman Apartments, the Salvation Army Daycare, and the Sheboygan Leadership Academy charter school. Much of Erie Avenue is also served by Route 10 North.
- **Route 10 South** serves the southwest portion of the City of Sheboygan. Major trip generators served by Route 10 South include Wildwood Park, Aldi supermarket, Acuity Insurance, Nemak, the Sheboygan County Detention Center, the south side Walmart supercenter, Washington Square shopping center (including the south side Piggly Wiggly supermarket), the Southtown Mall (including the Goodwill store), and Sheridan public elementary school. Pennsylvania Avenue is also served between 15th and 9th Streets.
- **Route 20** serves the City of Sheboygan Falls and the Village of Kohler, and connects those communities to the various City of Sheboygan routes operated by Shoreline Metro. Major trip generators served by Route 20 in the City of Sheboygan Falls include the Sheboygan County Aging and Disability Resource Center, Forest Avenue Mobile Home Park, the Sheboygan Falls Piggly Wiggly supermarket, Sheboygan Falls City Hall, Bemis Manufacturing (Mill Street location), Sheboygan Falls public middle school, Sheboygan Falls public high school, and Rochester Park. Major trip generators served by Route 20 in the Village of Kohler include Woodlake Market, the Kohler Company, and Deer Trace Shopping Center (including Target). The one major trip generator served by Route 20 in the City of Sheboygan is the south side Walmart Supercenter. It should be noted that **Route 20 North** travels in a counterclockwise fashion, while **Route 20 South** travels in a clockwise fashion; both routes serve the same destinations. The Kohler Special run (6:45 a.m. to 7:15 a.m. on weekdays) has the Kohler Company as its only destination, but all other trips serve all of the above noted destinations.
- **Route 40** is a seasonal route (Memorial Day through Labor Day) that operates in downtown Sheboygan, South Pier, the Riverfront and a portion of the Lakefront. Major trip generators served by Route 40 include South Pier (including Blue Harbor Resort), the Riverfront, John Michael Kohler Arts Center, Deland Park and Marina, the beach adjacent to Broughton Drive, and various destinations in downtown Sheboygan off North 8th Street. Route 40 is also served between North 3rd Street and North 8th Street.
- **Shuttle Routes** operate on weekdays between 5:15 a.m. and 5:45 a.m., between 8:45 p.m. and 9:15 p.m., and in the evening hours (after 5:45 p.m.) opposite the north side or south side routes that are operating in any given half hour. Shuttle routes also operate on Saturdays between 7:15 a.m. and 7:45 a.m., between 5:45 p.m. and 6:15 p.m., and all day opposite the north side or south side routes that are operating in any given half hour. Both **North Shuttles** and **South Shuttles** exist. North Shuttles operate at the beginning and end of the service day, and leave at 15 minutes after the hour at times when there is hourly service. South Shuttles operate at the beginning and end of the service day, and leave at 45 minutes after the hour at times when there is hourly service. Shuttle service only operates within the City of Sheboygan.

- **School Tripper Routes** operate on weekdays when school is in session. For the 2017 – 2018 school year, two school tripper routes operated in the morning (Routes 101 and 102), while two school tripper routes operated in the afternoon (Routes 201 and 202). Eight public elementary schools, three public middle schools, two public high schools, 11 parochial schools (including two high schools), and five daycare facilities are served by school tripper routes. School tripper routes only operate within the City of Sheboygan. School tripper routes are open to the public, including non-students.

VEHICLE FLEET

As illustrated in Table 3.1, Shoreline Metro operated a fleet of 23 transit coaches in early 2018. In addition to the 23 transit coaches, Shoreline Metro had six service vehicles. Another ten vehicles are used by Shoreline Metro and its Metro Connection division for ADA paratransit in the transit service area and for transportation under Sheboygan County’s Section 85.21 elderly and disabled transportation program; eight of the vehicles were purchased by Sheboygan County, while one other vehicle was purchased by the City of Sheboygan but is titled to Sheboygan County.

Shoreline Metro rotates its vehicles on a daily basis.

Table 3.1: Shoreline Metro Bus Fleet, 2018

Make	Bus Number	Year	Seating Capacity
DuPont Trolley	TR2	1999	24
DuPont Trolley	TR3	1999	24
New Flyer	4501	2002	24
New Flyer	4507	2002	24
New Flyer	4518	2002	24
Gillig	201	2002	32
Gillig	202	2002	32
Gillig	321	2003	32
Gillig	322	2003	32
Gillig	323	2003	32
Gillig	324	2003	32
Gillig	325	2003	32
Gillig	326	2003	32
Gillig	501	2005	24
Gillig	502	2005	24
Gillig	503	2005	24
Gillig	504	2005	24
Gillig	505	2005	24
Gillig	1031	2010	32
Gillig	1032	2010	32
Gillig	1033	2010	32
Gillig	1034	2010	32
Gillig	1035	2010	32

Source: Shoreline Metro, 2018; and Bay-Lake Regional Planning Commission, 2018.

OTHER FACILITIES

Shoreline Metro has an air conditioned (heated in winter and cooled in summer) transfer center that involves a significant portion of a city block in the central business district (across from city hall, and near the post office, some small businesses and several banks), and is well lit during evening hours, providing safe shelter for Shoreline Metro passengers. In addition to being a transfer point for all Shoreline Metro fixed routes, the transfer center is the location in the City of Sheboygan where passengers can access various intercity bus services, including Indian Trails, Jefferson Lines, Lamers Connect (on weekends), and the transportation service to and from Lakeshore Technical College's Cleveland Campus (which is operated by GO Riteway). Amenities at the transfer center include a vending machine selling Shoreline Metro fare media, Wi-Fi, a customer service office that is staffed during the daytime on weekdays, and bike racks. Transferring is made easier for passengers, as the individual routes have assigned bus stalls.

Other facilities maintained by Shoreline Metro include 27 passenger shelters at various bus stops with traditionally high ridership levels, 25 of which are owned by Shoreline Metro, with two others (Tamarack Apartments and Aurora Sheboygan Memorial Medical Center) being privately owned. These shelters are located at main passenger loading intersections, as well as at the following locations: Geele Avenue near RCS; Georgia Avenue near Horace Mann Middle School; North 8th Street adjacent to the Save A Lot supermarket; South Business Drive adjacent to the Indian Meadows Trailer Park; the Aurora Sheboygan Clinic off North 25th Street; Saemann Avenue near Lakeshore Community Health Care Clinic; Sunnyside Mall; Country Village Apartments; Tamarack Apartments (privately owned); Aurora Sheboygan Memorial Medical Center (privately owned); and near the south side Walmart Supercenter.

The transit office houses administrative staff, maintenance and storage. Due to the cold winter months in the Shoreline Metro service area, the storage for buses is indoors.

FARE STRUCTURE

The fare structure for Shoreline Metro is indicated in Table 3.2. The current fare structure implements what was recommended in the *Sheboygan Transit Development Program (TDP): 2012 – 2016*. There are five basic fare categories: Adult, Student (grades K – 12, generally ages 5 – 17), Seniors/Disabled, Groups, and Children age 4 and under. A reduced summer fare for K-12 students (called the “freedom pass”) was historically offered from June until August. However, in 2018 this fare medium is not offered. Instead, students attending a Sheboygan Area School District (SASD) school may ride at no charge starting July 2, 2018, with a proper school or district issued ID. Faculty of SASD may also ride at no charge with proper school or district issued ID.

There are multiple payment options. First, fares may be paid in cash with exact change. Second, passes (the day pass and the monthly pass) are good for an unlimited number of rides during the day or calendar month in which they are issued. Finally, punch cards and tokens are made available for the occasional rider at a cost below the standard cash fare; these fare media do not expire and therefore may be used at any time, but must be purchased in groups of ten. Most adults may purchase adult tokens, while students may purchase either student punch cards or tokens, and senior and disabled riders may purchase half fare punch cards. Groups of 10 or more may ride for half fare when traveling together and having the same origin and destination (with some exclusions). Preschool age children who are properly supervised ride free. Transfers from one Shoreline Metro bus to another when making a single one-way trip are free.

Table 3.2: Shoreline Metro Fare Structure

Payment Type	Cost
Adults (18 - 64 years)	
Cash Fare	\$1.75
Adult Tokens (10)	\$13.00
Day Pass	\$3.00
Monthly Pass	\$48.00
Students (Grades K - 12, Generally Ages 5 - 17)	
Cash Fare	\$1.75
Student Punch Card (Good for 10 Rides)	\$11.00
Student Tokens (10)	\$11.00
Students of SASD ¹	Free
Day Pass	\$3.00
Monthly Pass	\$48.00
Seniors (65 and older)/Disabled (all ages)	
Cash Fare ²	\$0.85
Half Fare Punch Card (Good for 10 Rides) ²	\$8.50
Day Pass	\$3.00
Monthly Pass	\$48.00
Group Fares (Valid for Groups of 10 or More) ³	\$0.85
Children (5 years and under) ⁴	Free
Transfers (With Fare Payment)	Free
ADA Paratransit Fare (Curb-to-Curb)	\$3.50

¹With a proper school or district issued ID. Faculty of SASD may also ride at no charge with proper school or district issued ID.

²For seniors, a Medicare card must be presented to the driver to qualify for half fare. For the disabled, a Shoreline Metro disabled identification card must be presented to qualify for half fare. Additional proof of identity may be required. Half fares for seniors and the disabled are valid during all hours in which Shoreline Metro operates.

³In the case of group fares, all individuals in the group must travel together and have the same origin and same destination to qualify for the reduced rate. Some exclusions may apply.

⁴Children 5 years and under must be properly supervised when riding Shoreline Metro buses.

Source: Shoreline Metro, 2018; and Bay-Lake Regional Planning Commission, 2018.

Fare media may be purchased at several sales outlets in the transit service area. In the City of Sheboygan, fare media may be purchased at the downtown transfer point (either from staff during business hours or from a vending machine at all times of operation), the Shoreline Metro office, both Piggly Wiggly supermarkets, the Pick and Save supermarket, and the Festival Foods supermarket. In the City of Sheboygan Falls, fare media may be purchased at the Sheboygan Falls Piggly Wiggly supermarket. In addition, day passes may be purchased from any Shoreline Metro driver, while student tokens may be purchased from any Shoreline Metro school tripper route driver.

Curb-to-curb Americans with Disabilities Act (ADA) paratransit service has a cash fare of \$3.50

a ride (\$7.00 round trip). Punch cards (good for ten curb-to-curb ADA paratransit rides for \$35.00) are available for purchase at the Shoreline Metro office or from the drivers. Shoreline Metro has also proposed several premium forms of ADA paratransit service that would cost customers a fare of \$7.00 a ride (\$14.00 round trip); these premium services are likely to include (1) same day reservations/trips (when available); (2) requesting a second bus pickup after a “no show;” and (3) requesting additional assistance from drivers (including door-to-door service).

SYSTEMWIDE RIDERSHIP AND REVENUE MILE TRENDS

Annual Revenue Passengers

Annual revenue passenger ridership data for the period between 2008 and 2017 are presented in Table 3.3 and Figure 3.1.

Overall total ridership ranged between 520,000 and 580,000 trips for most years between 2008 and 2017. Total ridership (fixed-route and paratransit combined trips) peaked in 2008 at 602,076 trips. Total ridership decreased significantly (by nearly 13.2 percent) from 2008 to 2009, and reached its low point of 505,039 in 2010. Total ridership increased in 2011, decreased slightly in 2012, increased in 2013 and 2014, and then decreased slightly between 2014 and 2015. Total ridership also decreased from 2015 to 2016. Both fixed route and paratransit trips increased from 2016 to 2017, resulting in a nearly 0.6 percent increase in total ridership (565,315 trips).

Overall fixed-route ridership ranged between 440,000 and 530,000 for most years between 2008 and 2017. In this period, fixed-route ridership peaked in 2014 at 538,802 trips and hit the lowest point in 2010 (440,780 trips). Fixed-route ridership decreased by about 14.0 percent between 2008 and 2009; this was due to several factors, including the elimination of a temporary route that served Aurora Sheboygan Memorial Medical Center while the hospital was undergoing construction, the elimination of shuttle service during most of the service day on Saturdays, an increase in the cash fare in July, and most importantly, because of the recession and fewer riders being employed. Fixed-route ridership decreased by about 3.6 percent between 2009 and 2010, largely due to the lingering effects of the recession. Fixed-route ridership increased by nearly 6.3 percent between 2010 and 2011, partially due to increased fare options, including the new \$3 day pass. Fixed-route ridership increased by nearly 1.5 percent between 2011 and 2012; while there was elimination of one hour of transit service each weeknight coupled with consolidation of two routes on the northeast side of the City of Sheboygan, many other routes were improved around the city, and this, along with the popularity of the day pass and improvement in the economy, led to some increased ridership. Fixed-route ridership increased by about 9.6 percent between 2012 and 2013—this was due to many of the factors that caused the ridership increase from 2011 to 2012. Fixed-route ridership increased by over 3.4 percent between 2013 and 2014. Fixed-route ridership decreased by 0.2 percent between 2014 and 2015, and decreased by another 1.9 percent between 2015 and 2016. Fixed route ridership increased by nearly 0.4 percent between 2016 and 2017 (529,726 trips).

Paratransit ridership peaked in 2008 at 70,362 trips. Paratransit ridership has decreased in all subsequent years, except for 2017. Paratransit ridership was over 70,000 in 2008, was between 60,000 and 70,000 in 2009 and 2010, and was between 50,000 and 60,000 in 2011. Paratransit ridership was between 40,000 and 50,000 in 2012 and 2013. Paratransit ridership has been between 30,000 and 40,000 in more recent years (2014, 2015, 2016 and 2017). Paratransit ridership in 2016 (34,317) was less than half of what it was at its peak in 2008 (70,362). Notably, paratransit ridership increased slightly from 2016 to 2017, marking the first increase since

consistent decline since 2008. There were two factors that led to this decline. First, the emergence of managed care organizations (MCOs, such as Family Care) led to greater management of paratransit trips, which led to ridership decreases. Second, in regard to the ADA component of paratransit, the acquisition of lift equipped fixed-route buses generally led to a decreased number of ADA paratransit trips because disabled riders who were unable to utilize fixed-route service previously could now use that service provided that they were able to reach a bus stop. It should be noted that both ADA paratransit and Sheboygan County elderly and disabled paratransit trips were combined in this discussion of paratransit ridership, as Shoreline Metro staff was unable to break out ridership data on these two forms of paratransit that they offer.

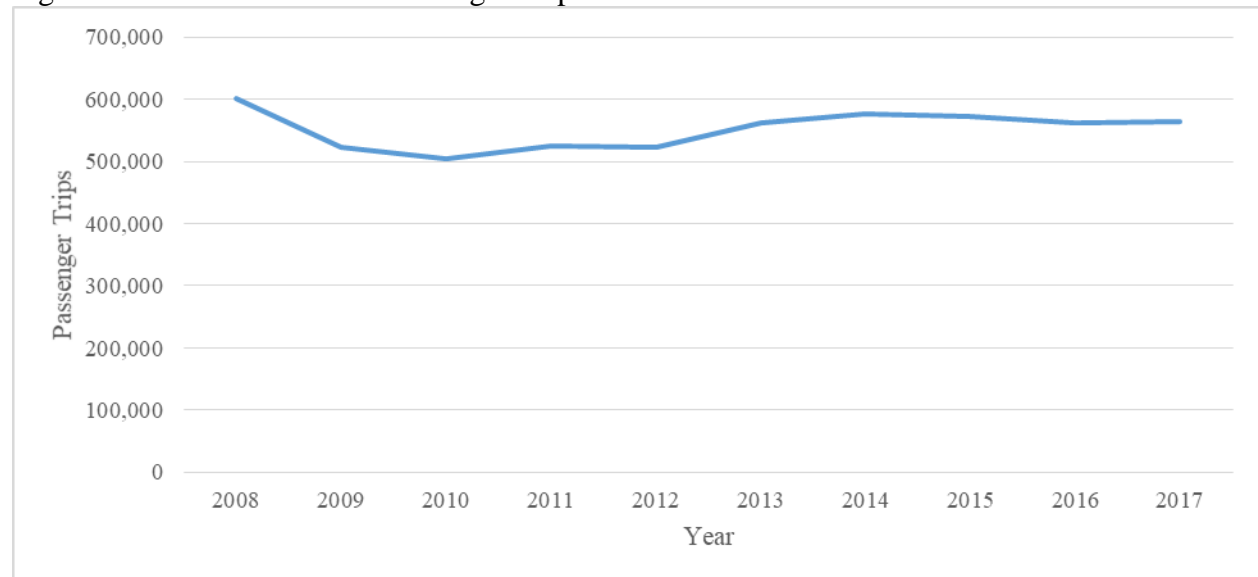
Table 3.3: Annual Revenue Passenger Trips

Year	Fixed Route Trips	Paratransit Trips ¹	Total Passenger Trips
2008	531,714	70,362	602,076
2009	457,183	65,708	522,891
2010	440,780	64,259	505,039
2011	468,361	56,737	525,098
2012	475,173	47,565	522,738
2013	520,860	41,892	562,752
2014	538,802	37,062	575,864
2015	537,765	35,492	573,257
2016	527,775	34,317	562,092
2017	529,726	35,589	565,315

¹Includes both ADA paratransit and Sheboygan County elderly and disabled paratransit trips.

Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

Figure 3.1: Annual Revenue Passenger Trips



Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

Annual Revenue Miles

Annual fixed-route revenue mileage data for the period between 2008 and 2017 are presented in Table 3.4 and Figure 3.2.

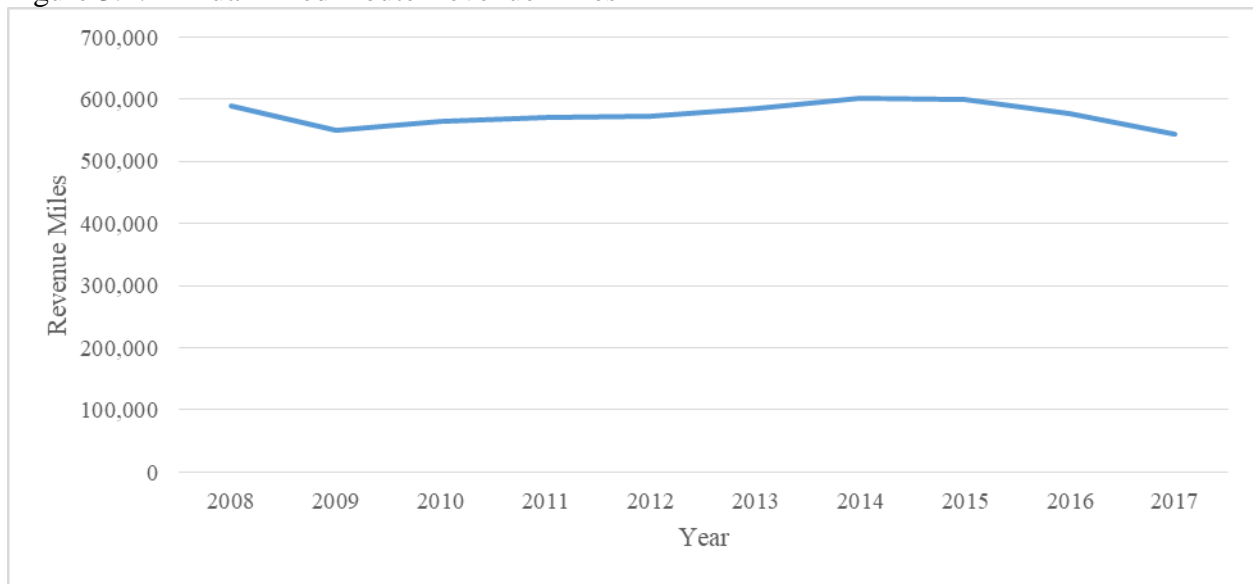
Fixed-route revenue miles decreased by 6.6 percent between 2008 and 2009; factors that led to these decreases included elimination of a temporary route that served Aurora Sheboygan Medical Center while the hospital was undergoing construction and the elimination of shuttle service during most of the service day on Saturdays. Fixed-route revenue miles increased by 2.5 percent between 2009 and 2010, by 1.1 percent between 2010 and 2011, by 0.5 percent between 2011 and 2012, by 2.2 percent between 2012 and 2013, and by 2.8 percent between 2013 and 2014. Between 2011 and 2012, there was elimination of one hour of transit service each weeknight coupled with consolidation of two routes on the northeast side of the City of Sheboygan; however, many other routes were improved around the city. Fixed-route revenue miles decreased by nearly 0.4 percent between 2014 and 2015. Fixed-route revenue miles decreased by nearly 3.7 percent between 2015 and 2016; this was largely due to the elimination of Route 30 (the former Industrial Park Route) and modifications to several other routes that took effect in mid-2016. Fixed-route revenue miles decreased by 5.9 percent from 2016 to 2017, in large part due to route consolidation and elimination of the morning and afternoon school tripper routes.

Table 3.4: Annual Fixed-Route Revenue Miles

Year	Revenue Miles
2008	589,276
2009	550,532
2010	564,242
2011	570,415
2012	573,236
2013	585,749
2014	602,100
2015	599,904
2016	577,826
2017	543,561

Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

Figure 3.2: Annual Fixed-Route Revenue Miles



Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

Monthly Fixed-Route Ridership: 2016 – 2017

The monthly fixed-route ridership pattern is illustrated in Figure 3.3.

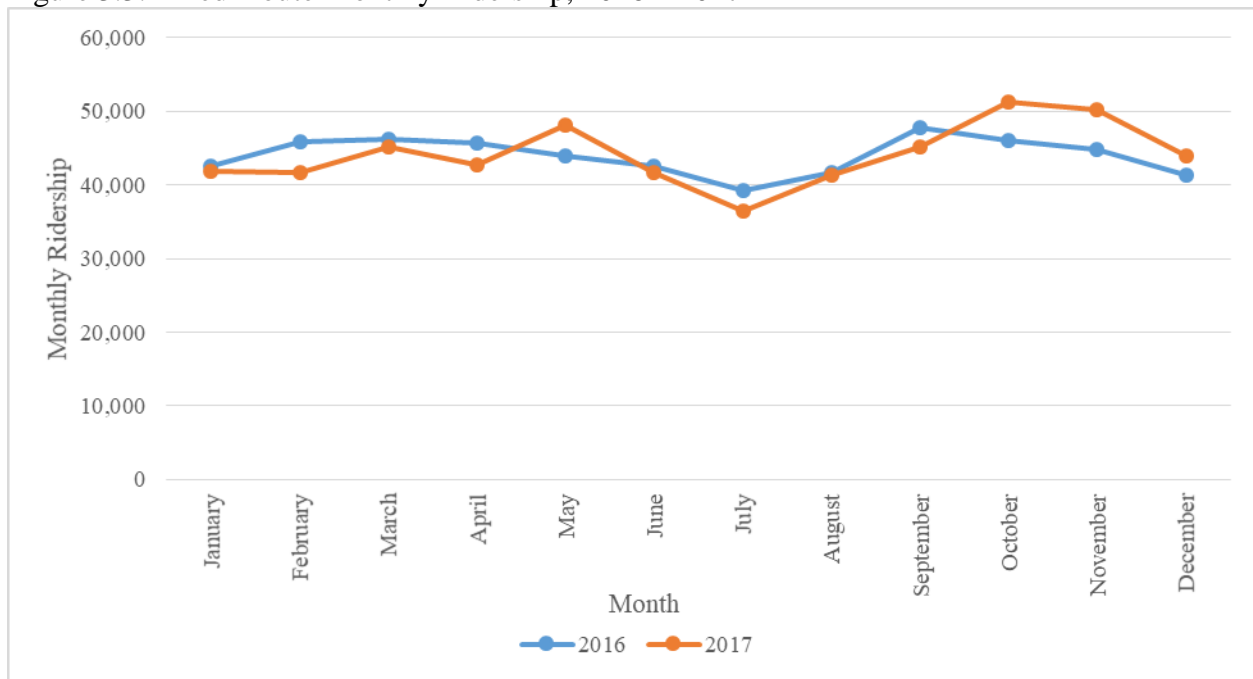
In 2016, the highest ridership months were March, September and October, while the lowest ridership months were July, August and December. The months of February, April and November were above average ridership months. The months of January and June were below average ridership months. May was the month closest to the monthly average ridership for 2016.

In 2017, the highest ridership months were May, October, and November, while the lowest ridership months were July and August. The months of March, September, October, and November were above average ridership months. The months of January, February, April, and June were below average ridership months. December was the month closest to the monthly average ridership for 2017.

The highest ridership levels tend to occur in spring and fall months, while the lowest ridership levels occurred during summer months. Figure 3.3 also implies that persons traveling to and from school constitute a significant portion of the total ridership, a fact confirmed in numerous ridership opinion surveys conducted in recent years (see *Chapter Five: Ridership Opinion* for more details).

Figure 3.3 also reflects the fact that ridership decreased in most of the months of the first half of 2016 but started to increase in the summer of 2016. It is possible that route revisions that took place in early July of 2016 contributed to this turnaround. Early spring and summer months of 2016 outperformed the same months in 2017, while 2017 saw higher ridership in late spring and fall than the same months in 2016. In 2016, ridership decreased gradually between spring and summer, while 2017 saw a more erratic, positive trend until dropping off at the start of the summer. While 2017 saw higher annual ridership than 2016, only four months in 2017 had higher ridership than the same months in 2016.

Figure 3.3: Fixed-Route Monthly Ridership, 2016 – 2017



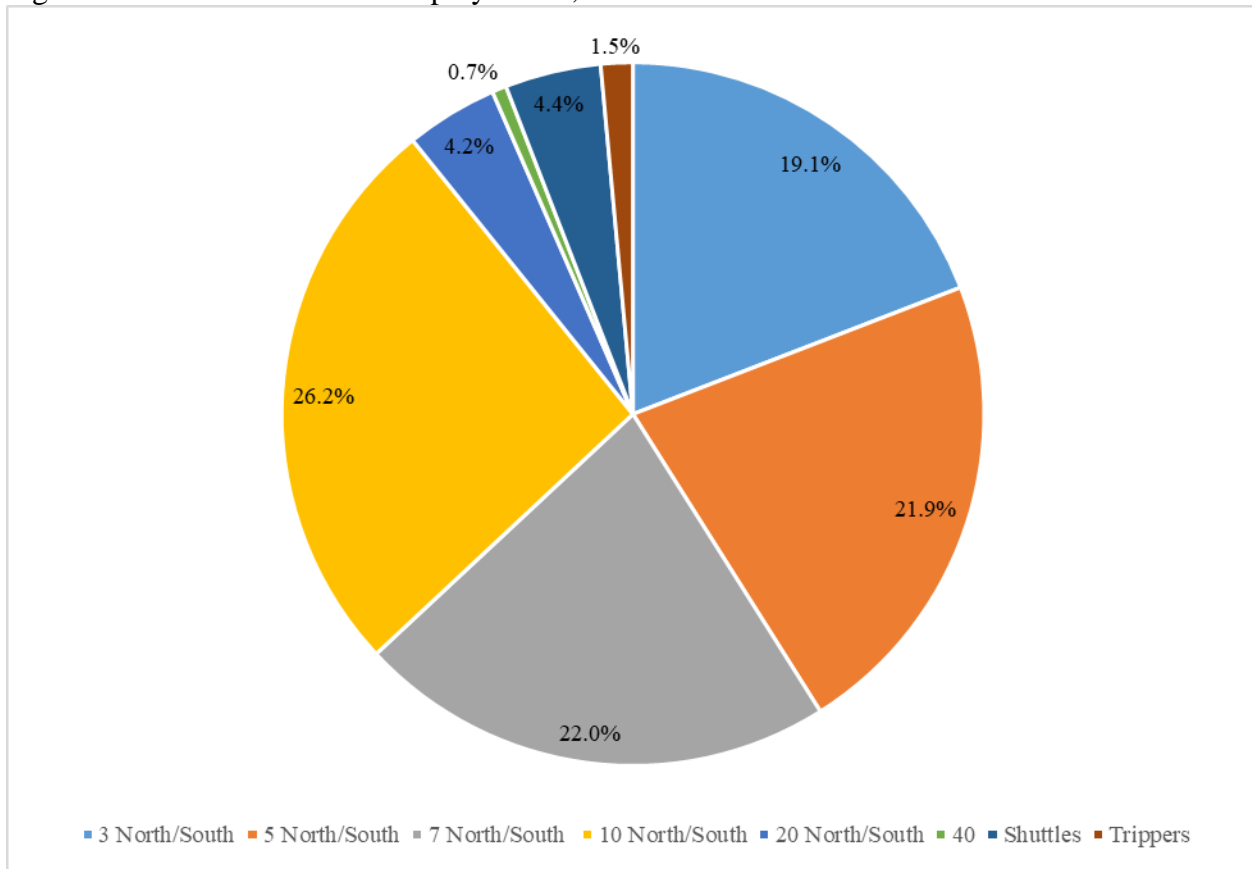
Source: Shoreline Metro, 2016 and 2017; and Bay-Lake Regional Planning Commission, 2018.

Fixed-Route Ridership by Route: 2017

Fixed-route ridership by route for 2017 is presented in Figure 3.4. Unfortunately, regular data collection mechanisms are unable to discern between the north and south route components of Routes 3, 5, 7 and 10; Chapter 6 examines fixed-route ridership by route at this greater level of detail. The most commonly used route pair in 2017 was Routes 10 North and South, with 26.2 percent of riders using these routes. This was followed by Routes 7 North and South, with 22.0 percent of riders using these routes. Other commonly used route pairs included Routes 5 North and South (21.9 percent of all ridership), and Routes 3 North and South (19.1 percent of all ridership). Routes which exhibited low ridership levels included: the North and South Shuttles (4.2 percent of all ridership); Route 20 (the Kohler-Sheboygan Falls Route, 4.4 percent of all ridership); the assortment of school tripper routes (1.5 percent of all ridership); and Route 40 (0.7 percent of all ridership). Rides that were not coded to an existing route involved less than 0.1 percent of all ridership.

It should also be noted that Route 40 is a seasonal route that runs from Memorial Day through Labor Day; and is primarily designed for tourists, and therefore, exhibited relatively low ridership in 2017.

Figure 3.4: Fixed-Route Ridership by Route, 2017

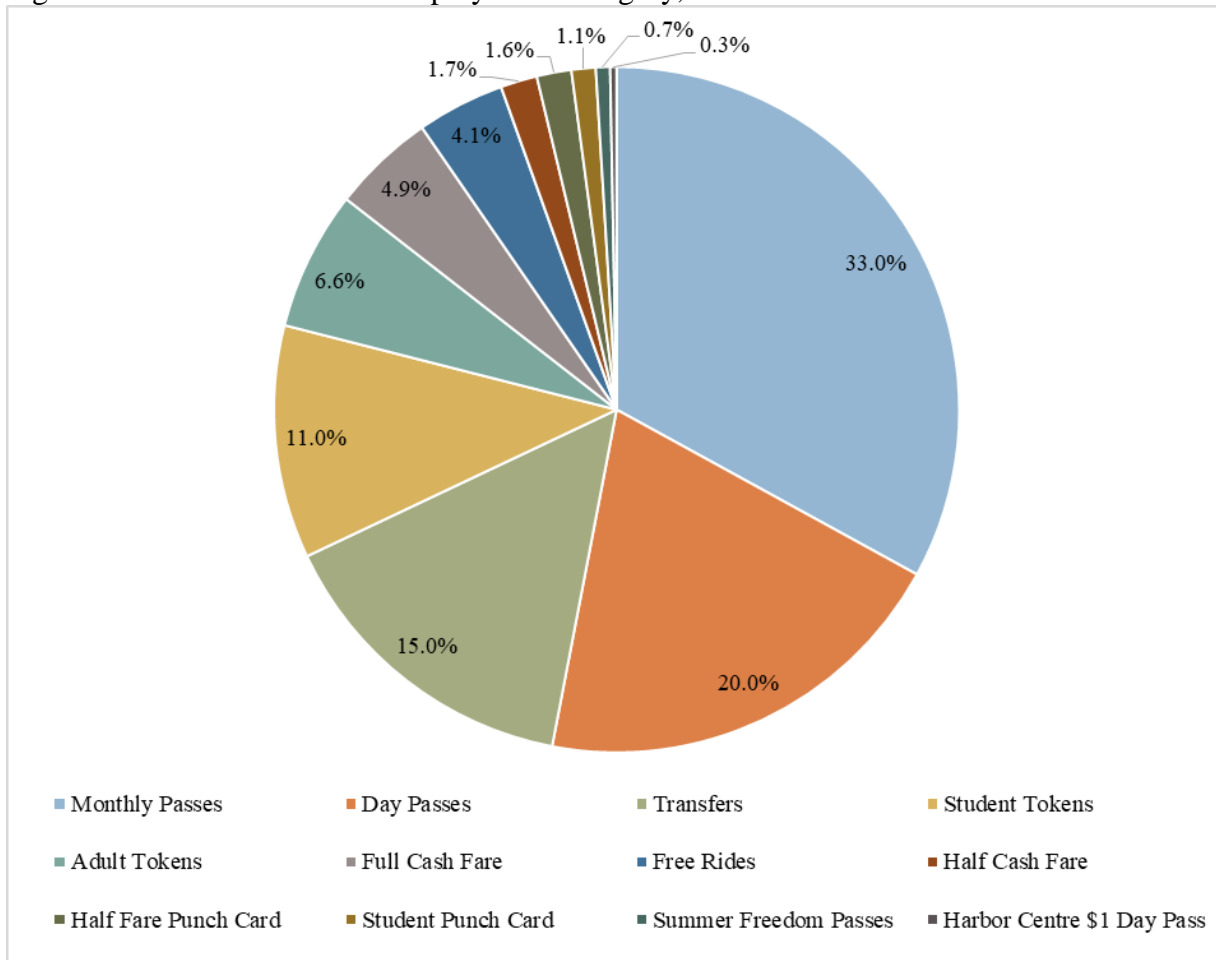


Source: Shoreline Metro, 2017; and Bay-Lake Regional Planning Commission, 2018.

Fixed-Route Ridership by Fare Category: 2017

Shoreline Metro maintains records of fixed-route ridership by fare category. Fixed-route ridership by fare category for 2017 is indicated in Figure 3.5. The most popular payment method among Shoreline Metro fixed-route riders is the monthly pass, which accounted for 33 percent of all rides given by the transit operation in 2017. Other popular payment methods among Shoreline Metro fixed-route riders included day passes (20.0 percent of riders), and student tokens (11.0 percent of riders). Only 4.9 percent of all fixed-route riders paid full cash fare for rides in 2017, indicative of a certain thriftiness among the Shoreline Metro ridership. Less common fare payments were: adult tokens (used by 6.6 percent of the fixed-route ridership); the elderly and disabled half cash fare (used by 1.7 percent of the fixed-route ridership); the elderly and disabled half fare punch card (used by 1.6 percent of the fixed-route ridership); the student punch card (used by 1.1 percent of the fixed-route ridership); student summer “freedom passes” (used by 0.7 percent of the fixed-route ridership); and the Harbor Centre \$1 Day Pass (used by 0.3 percent of the fixed-route ridership). As mentioned above, “freedom passes” are not being offered in 2018. Non-payment documentation of fixed-route ridership included: transfers (15 percent of ridership); and free rides (4.1 percent of all rides in 2017).

Figure 3.5: Fixed-Route Ridership by Fare Category, 2017

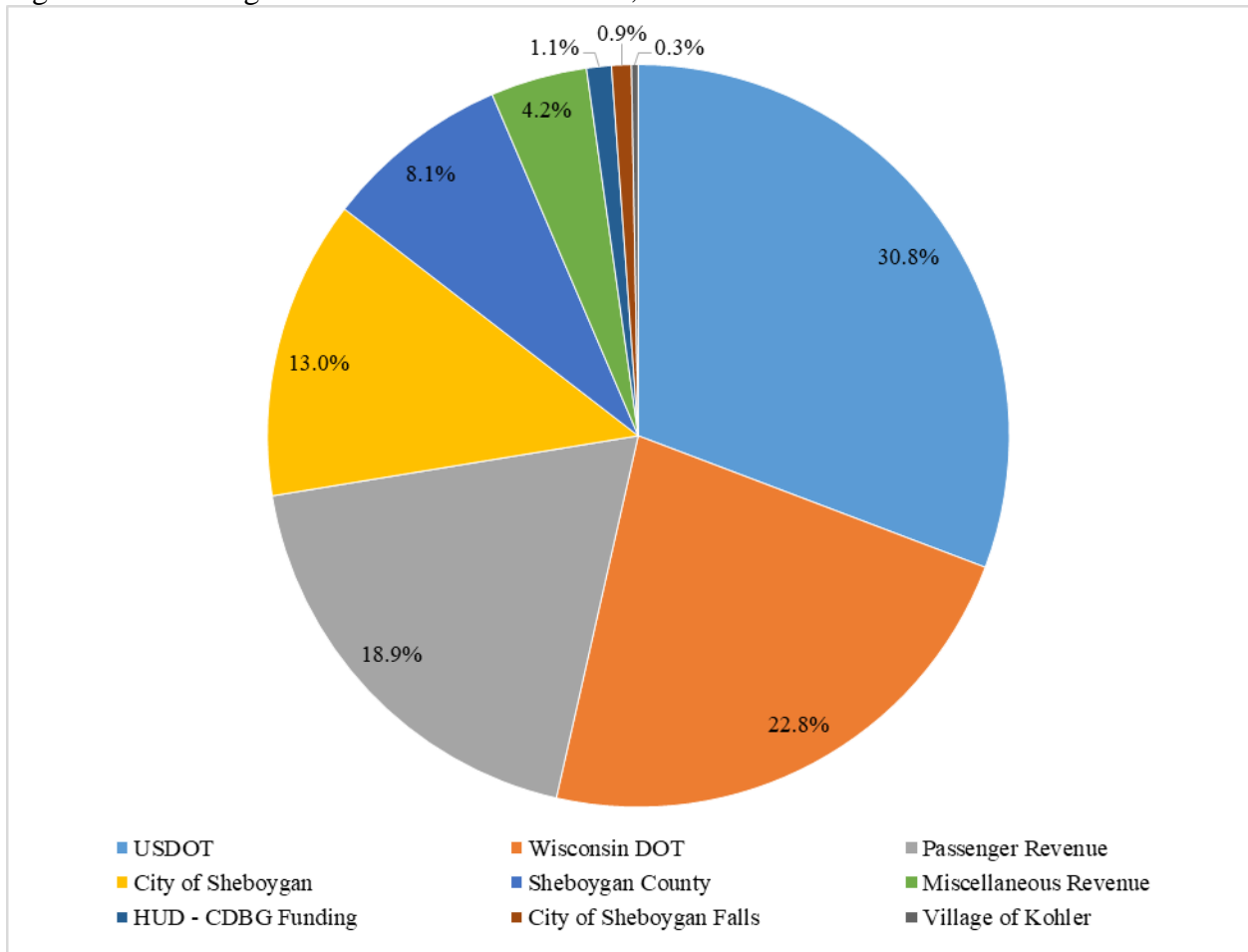


Source: Shoreline Metro, 2017; and Bay-Lake Regional Planning Commission, 2018.

FUNDING SOURCES: 2014 - 2017

The funding sources for Shoreline Metro in 2017 are indicated in Figure 3.6. In 2017, the largest contributor to the transit operation was the U.S. Department of Transportation (USDOT), which contributed \$1,206,561, or about 30.8 percent of the transit budget. The second largest contributor to the transit budget was the Wisconsin Department of Transportation (WisDOT), which contributed \$893,775, or about 22.8 percent of the transit budget. Other significant contributors to the transit budget included: the ridership through fares (\$740,110, or about 18.9 percent of the transit budget); the City of Sheboygan (\$511,547, or about 13 percent of the transit budget); Sheboygan County (\$317,646 through the county's Section 85.21 grant and local match, or about 8.1 percent of the transit budget); and miscellaneous revenues (\$165,249 or about 4.2 percent of the transit budget). Less significant (but nonetheless important) contributors to the transit budget include: Community Development Block Grant (CDBG) funding from the U.S. Department of Housing and Urban Development (\$42,493, or about 1.1 percent of the transit budget); the City of Sheboygan Falls (\$33,565, or about 0.9 percent of the transit budget); and the Village of Kohler (\$11,572, or about 0.3 percent of the transit budget).

Figure 3.6: Funding Sources for Shoreline Metro, 2017



Source: Shoreline Metro, 2017; and Bay-Lake Regional Planning Commission, 2018.

Table 3.5 indicates funding sources for Shoreline Metro over the four year period between 2014 and 2017. Table 3.5 indicates that in absolute dollar terms, state financial participation in Shoreline Metro decreased by about 18.3 percent between 2014 and 2015, increased by about 6.2 percent between 2015 and 2016, and decreased by about 10.1 percent between 2016 and 2017. State participation in Shoreline Metro in percentage terms decreased between 2014 and 2015, increased between 2015 and 2016, and decreased between 2016 and 2017.

Table 3.5 also indicates that in absolute dollar terms, Federal (FTA Section 5307) financial participation in Shoreline Metro decreased by about 3.5 percent between 2014 and 2015, decreased by about 1.9 percent between 2015 and 2016, and decreased by about 1.4 percent between 2016 and 2017. Federal participation in Shoreline Metro in percentage terms increased between 2014 and 2015, decreased between 2015 and 2016, and increased slightly between 2016 and 2017.

Table 3.5 shows that in absolute dollar terms, CDBG funding from the U.S. Department of Housing and Urban Development stayed the same over the period from 2014 through 2017. CDBG funding in percentage terms increased slightly between 2014 and 2015, and stayed about the same between 2015 and 2017.

Table 3.5 also shows that in absolute dollar terms, City of Sheboygan financial participation in

Shoreline Metro stayed the same over the period from 2014 through 2017. City of Sheboygan financial participation in Shoreline Metro in percentage terms increased between 2014 and 2015, decreased slightly between 2015 and 2016, and increased between 2016 and 2017.

Table 3.5 indicates that in absolute dollar terms, City of Sheboygan Falls financial participation in Shoreline Metro stayed the same from 2014 to 2015, increased by about 5.0 percent between 2015 and 2016, and then decreased by about 4.6 percent between 2016 and 2017. City of Sheboygan Falls financial participation in Shoreline Metro in percentage terms stayed about the same between 2014 and 2015, increased slightly between 2015 and 2016, and stayed the same between 2016 and 2017.

Table 3.5 also indicates that in absolute dollar terms, Village of Kohler financial participation in Shoreline Metro stayed the same between 2014 and 2015, increased by about 5.0 percent between 2015 and 2016, and decreased by about 4.8 percent between 2016 and 2017. Village of Kohler financial participation in Shoreline Metro in percentage terms stayed about the same each year between 2014 and 2017.

In addition, Table 3.5 indicates that in absolute dollar terms, Sheboygan County’s financial participation in Shoreline Metro decreased by about 3.4 percent between 2014 and 2015, increased by nearly 3.6 percent between 2015 and 2016, and decreased by about 0.9 percent between 2016 and 2017. Sheboygan County financial participation in Shoreline Metro in percentage terms increased between 2014 and 2015, increased between 2015 and 2016, and increased slightly again between 2016 and 2017. Sheboygan County’s financial participation in Shoreline Metro is dependent on a state Section 85.21 grant, which includes required local matching funds.

Table 3.5 shows that in absolute dollar terms, passenger revenue stayed about the same between 2014 and 2015, decreased by nearly 4.3 percent between 2015 and 2016, and increased by over 5.8 percent between 2016 and 2017. In percentage terms, passenger revenue increased between 2014 and 2015, decreased between 2015 and 2016, and increased between 2016 and 2017.

Finally, Table 3.5 shows that in absolute dollar terms, miscellaneous revenue (insurance recoveries, advertising revenue, etc.) decreased by over 6.9 percent between 2014 and 2015, increased by about 11.1 percent between 2015 and 2016, and decreased by about 7.2 percent between 2016 and 2017. In percentage terms, miscellaneous revenue stayed about the same between 2014 and 2015, increased between 2015 and 2016, and decreased slightly between 2016 and 2017.

Table 3.5: Funding Sources for Shoreline Metro, 2014 – 2017

Funding Source	2014		2015		2016		2017	
	Amount	Percentage	Amount	Percentage	Amount	Percentage	Amount	Percentage
Wisconsin DOT	\$1,145,758	26.9%	\$936,055	23.5%	\$994,311	24.8%	\$893,775	22.8%
USDOT	\$1,293,177	30.3%	\$1,247,519	31.3%	\$1,223,238	30.5%	\$1,206,561	30.8%
HUD - CDBG Funding	\$42,493	1.0%	\$42,493	1.1%	\$42,493	1.1%	\$42,493	1.1%
City of Sheboygan	\$511,547	12.0%	\$511,547	12.8%	\$511,547	12.7%	\$511,547	13.0%
City of Sheboygan Falls	\$33,503	0.8%	\$33,503	0.8%	\$35,178	0.9%	\$33,566	0.9%
Village of Kohler	\$11,572	0.3%	\$11,572	0.3%	\$12,151	0.3%	\$11,572	0.3%
Sheboygan County	\$320,438	7.5%	\$309,461	7.8%	\$320,500	8.0%	\$317,646	8.1%
Passenger Revenue	\$730,885	17.2%	\$730,625	18.3%	\$699,253	17.4%	\$740,110	18.9%
Miscellaneous Revenue	\$172,221	4.0%	\$160,299	4.0%	\$178,118	4.4%	\$165,249	4.2%
TOTAL	\$4,261,595	100.0%	\$3,983,074	100.0%	\$4,016,789	100.0%	\$3,922,519	100.0%

Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

EXPENSE BREAKDOWN: 2014 – 2017

Operating expense budgets for Shoreline Metro from 2014 to 2017 are depicted in Table 3.6. The overall budget decreased by nearly 6.9 percent from 2014 to 2015 (largely due to route restructuring in mid-2015), increased by nearly 2.9 percent from 2015 to 2016, and increased by about 1.3 percent between 2016 and 2017. Administrative expenses decreased by nearly 5.2 percent from 2014 to 2015, increased by nearly 32.8 percent from 2015 to 2016, and increased by about 0.7 percent between 2016 and 2017. Maintenance expenses decreased by nearly 11.8 percent from 2014 to 2015, decreased by over 2.5 percent from 2015 to 2016, and increased by about 9.4 percent from 2016 to 2017. Bus operations expenses (including paratransit) decreased by nearly 4.6 percent from 2014 to 2015, decreased by nearly 4.8 percent from 2015 to 2016, and decreased again by about 3.1 percent between 2016 and 2017.

In 2014, 51 cents of every transit dollar was allocated to bus operations (including paratransit), while 30.6 cents of every transit dollar was allocated to bus and facilities maintenance, and 18.4 cents of every transit dollar was spent on administrative activities. In 2017, 46.3 cents of every transit dollar was allocated to bus operations, while 29.7 cents of every transit dollar was allocated to bus and facilities maintenance, and 24 cents of every transit dollar was spent on administrative activities.

Table 3.6: Shoreline Metro Expense Breakdown, 2014 – 2017

Expenses	2014	2015	2016	2017
ADMINISTRATION				
Salaries and Benefits	\$458,179	\$444,354	\$565,744	\$642,564
Personal Services	\$71,139	\$70,654	\$88,172	\$59,383
Commodities	\$213,079	\$188,949	\$280,831	\$239,803
Subtotal	\$742,397	\$703,957	\$934,747	\$941,750
MAINTENANCE				
Salaries and Benefits	\$513,182	\$500,960	\$503,322	\$497,102
Personal Services	\$91,331	\$115,315	\$22,597	\$22,176
Commodities	\$633,524	\$475,925	\$538,490	\$644,784
Subtotal	\$1,238,038	\$1,092,200	\$1,064,408	\$1,164,062
BUS OPERATIONS (INCLUDING PARATRANSIT)				
Salaries and Benefits	\$2,063,859	\$1,969,682	\$1,875,243	\$1,817,071
Personal Services	\$0	\$0	\$0	\$0
Commodities	\$0	\$0	\$0	\$0
Subtotal	\$2,063,859	\$1,969,682	\$1,875,243	\$1,817,071
TOTAL	\$4,044,293	\$3,765,839	\$3,874,398	\$3,922,882

Source: Shoreline Metro (for all years listed); and Bay-Lake Regional Planning Commission, 2018.

OTHER AREA TRANSIT/PARATRANSIT PROVIDERS

In addition to Shoreline Metro, transportation services in the transit service area are provided by several other sources.

Indian Trails Bus Lines provides intercity bus service between Sheboygan and other cities in the region, with transfer connections in Green Bay and Milwaukee. Passengers can travel to Appleton (via Greyhound), to various destinations in central Wisconsin (via Lamers Bus Lines), and to the

Upper Peninsula of Michigan (via Indian Trails) from Green Bay. Passengers can travel to various destinations throughout Wisconsin, the Midwest and the United States from Milwaukee using various bus lines as well as Amtrak. The negative aspects of the Indian Trails bus service are that it is infrequent (one trip north and one trip south each day), and one of these trips leaves at a time of the day when transit service does not operate (7:30 a.m. southbound and 10:00 p.m. northbound). The Indian Trails stop in Sheboygan is at Shoreline Metro's downtown transfer point.

Jefferson Lines also operates intercity bus service between Milwaukee and Green Bay. Southbound service (to Milwaukee) leaves at 6:15 p.m. Northbound service (to Green Bay) leaves at 9:50 a.m. The same connections that are available through Indian Trails are available through Jefferson Lines in Green Bay and in Milwaukee. In addition, Jefferson Lines offers service along the State Highway 29 and Interstate Highway 94 corridors from Green Bay to Wausau, Eau Claire and Minneapolis-St. Paul. The Jefferson Lines stop in Sheboygan is also at Shoreline Metro's downtown transfer point.

Lamers Bus Lines offers a "Lamers Connect" service that specializes in transporting college students between their campuses and major communities across Wisconsin. The "Lamers Connect" route that serves Sheboygan connects Green Bay and Milwaukee, and only provides service on weekends (Fridays and Sundays), as well as a limited number of other weekdays that involve longer holiday weekends. Destinations in Green Bay that are served by "Lamers Connect" include UW Green Bay (excluding the summer months) and the Green Bay Metro transfer point (which also serves as Greyhound's stop in Green Bay). Destinations in Milwaukee that are served by "Lamers Connect" include UW Milwaukee, the Milwaukee Intermodal (including Amtrak) Station, and General Mitchell International Airport. Southbound service leaves at 10:45 a.m., while northbound service leaves at 4:20 p.m. The "Lamers Connect" stop is also at Shoreline Metro's downtown transfer point.

Lakeshore Technical College (LTC) Express is a transportation service for LTC students operated by GO RiteWay. The service operates on weekdays when LTC classes are in session. The LTC Express picks passengers up at LTC's Lakeshore Culinary Institute at 7:15 a.m. and 12:30 p.m. and at the Shoreline Metro transfer point at 7:25 p.m. and 12:35 p.m., then travels to LTC's main campus in Cleveland. The LTC Express returns students from the main campus to Sheboygan at 12:05 p.m., 1:05 p.m., and 4:40 p.m. The cost for a one-way ride is \$2, with ten-ride passes also available for a discounted rate of \$18. A semester pass is also available for \$225, and the pass is eligible for financial aid.

In addition to the above noted services, the following transportation options are available to residents of the transit service area; these services are presumed to be wheelchair accessible unless otherwise noted:

- Sheboygan County Health and Human Services Department Elderly and Disabled Transportation is a cooperative service of Sheboygan County and Shoreline Metro, which operates on weekdays from 7:30 a.m. to 3:30 p.m., excluding holidays. All persons age 60 and older and qualifying disabled individuals under the age of 60 are eligible. This is a demand-based door-to-door service, and costs \$2.50 per one-way trip for most trip purposes, or \$2.50 per round trip to and from nutrition sites only. Customers must pay for service with tokens, sold in packs of ten for \$25. Premium services may be offered in the future for additional fees, and agency rates are charged for certain trips. There is an eligibility determination process for disabled customers under the age of 60.

- The Sheboygan County Health and Human Services Department, through its Aging and Disability Resource Center (ADRC), also coordinates a volunteer driver service. Trips are restricted to medical appointments for individuals age 60 and over. This service is provided by volunteers using their own vehicles. Volunteers receive mileage reimbursement. Services are available throughout Sheboygan County (including the transit service area), and occasionally, passengers are transported outside the county for specialized medical services. Persons using this service must be ambulatory and have no other means of transportation. Service is door-to-door. Donations are requested to defray the costs involved with this service. Persons using this service are asked to call at least 24 hours in advance for in-county trips and at least 48 hours in advance for out-of-county trips. Interested parties should call (920) 467-4100, or toll-free at 800-596-1919 for more information.
- Medical Transportation Management, Inc. (MTM) is the non-emergency medical transportation manager for the state of Wisconsin. “MTM arranges transportation for eligible Medicaid and Badger Care Plus members throughout Wisconsin to get them to their covered preventative and life-sustaining medical appointments.” It is recommended that members (customers) call at least two days in advance to determine eligibility and/or to make a reservation for rides. Routine ride requests can be made by calling 866-907-1493 or online at MTM’s service management portal. If scheduled transportation is not arriving in a timely manner, MTM’s “Where’s My Ride” can be contacted at 866-907-1494. TTY services can be reached at 800-855-2880. MTM’s website can be found at: <https://www.mtm-inc.net/Wisconsin/>(.)
- The American Cancer Society Road to Recovery program provides transportation to and from treatment for individuals who have cancer who do not have any other means of transportation. The American Cancer Society’s Wisconsin Chapter can be contacted at 1-800-227-2345 with questions or for additional information.
- The Vince Lombardi Cancer Clinic in Sheboygan sponsors a small volunteer driver program for its patients.
- The Disabled American Veterans (DAV) is a non-profit veterans’ service organization. The “Wisconsin DAV offers free rides to all veterans who need help getting to and from scheduled VA medical appointments.” The DAV has “36 vans serving more than 30,000 veterans annually across more than half the state. These vans serve major VA medical facilities in Appleton, Green Bay, Superior, Union Grove, Wausau and Wisconsin Rapids. These vans are paid for as a result of donations from individuals, corporations and organizations, and are operated by volunteer drivers.” Locally, one van that originates in Green Bay transports veterans to and from the Zablocki VA Medical Center in Milwaukee each weekday. Local veterans who wish to use this service can board the van at the McDonald’s Restaurant near the Interstate Highway 43/State Highway 28 interchange on the south side of the City of Sheboygan. Advance reservations are required for these trips.
- RCS Empowers provides some transportation services to its clients.
- Several nursing homes in the transit service area provide limited transportation to their residents, primarily to and from medical appointments.
- In addition to the LTC Express discussed above, GO Riteway operates an “Airport

Connection” service. This is an airport limousine service to and from Mitchell International Airport in Milwaukee and to and from Chicago’s O’Hare International and Midway Airports.

- Taxi services operating within the transit service area include All Star Taxi, Blue Cab, The Best Taxi, and Yellow Cab.
- Accessible transportation services operating within the transit service area include Custom Care and Transport Service, Lakeshore Transportation, Transtar Medical Ltd., and Wheelchair Taxi and Transportation.
- Discovery Coach offers charter and tour bus services, and is located in the transit service area.
- School bus services operating within the transit service area include Discovery Coach (serving rural portions of the Sheboygan Area School District) and Heidenreiter Bus Service (serving the Sheboygan Falls School District).
- Limousine services operating within the transit service area include Luxury Limousine, Santana’s Limousine, and Stardust Limousine.
- Orange Cross Ambulance provides ambulance service to portions of the transit service area outside the City of Sheboygan, while the Sheboygan Fire Department provides ambulance service within the City of Sheboygan.

Shoreline Metro provides ADA paratransit service with internal resources. Shoreline Metro handles the entire operation, including call taking, service delivery, dispatching and record keeping. These services are door-to-door, and are for persons who, due to physical circumstances, are not able to make use of the fixed-route service. The cash fare for door-to-door transportation is \$3.50 per ride (\$7.00 per round trip). Premium services (including door-through-door service and assistance with bringing items into a passenger’s home) will be available for an additional fee in the future. Reservations for service must be made no later than the day before the needed trip (same day reservations will be able to be made in the future on a space available basis when paying for premium service). Service is available on weekdays from 5:45 a.m. to 8:45 p.m. and on Saturdays from 7:45 a.m. to 5:45 p.m. ADA paratransit service is not available on Sundays or on the same major holidays in which regular fixed-route service does not operate.

Shoreline Metro 2018 Route Structure
Shoreline Metro Service Area

Map 3.1

