

Sioux Falls

Transit

Development Plan



City of Sioux Falls



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## Chapter 1—Executive Summary

The Transit Development Plan contains public transportation system strategies, includes a ten-year financial strategy, provides an implementation plan for new or modified routes, and reviews the demand for public transportation services in the community.

Mass transportation, as a publicly supported service, must be efficient and be provided in a fiscally responsible manner. The reduction in federal capital assistance for mass transit necessitates a reevaluation by transit systems of their goals and purposes. They must investigate existing and alternative revenue sources and implement cost containment strategies involving service levels and personnel, while examining opportunities to expand service into a rapidly growing community.

### Challenges to Transit in Sioux Falls

Over the past five years, decreased funding and increased service demands have created challenges that must be addressed to ensure that SAM maintains a sustainable system. Below are the major SAM challenges that must be addressed with the Transit Development Plan.

- Federal capital funding has been reduced, making it difficult to fund current and future capital and operational needs. Since the FTA 5309 transit earmarks program was replaced by the FTA 5339 capital program, the City funds capital with only about 20 percent federal funding. Under the old FTA 5309 program, the City funded capital with 80 percent federal funding.
- Human services agency trips create a much higher paratransit operating budget than other transit systems and also make it difficult to develop a sustainable long-term transit budget. Human services agency trips add approximately \$1.3 million to the overall transit budget each year.

- With 3,000 to 4,000 additional people locating in Sioux Falls each year, the demand for additional transit services is increasing. The transit system is essentially the same system that Sioux Falls has had for the past 25 years, and in large part most of the same routes can be found from as far back as the 1940s.

### Strategies

Strategies included in this plan are intended to implement goals that are consistent with the City Council's Transit Task Force report completed in 2014. The goals include the following:

**Goal #1:** Reduce the cost of paratransit over the next five years, from 48 percent of the total budget to 25 percent of the total budget (\$1.8 million reduction in today's dollars).

**Goal #2:** Increase the fixed-route services by \$1.6 million (in today's dollars) to provide reliable transit services for a majority of Sioux Falls residents.

**Goal #3:** Foster a community-based collaboration for funding an annual operating budget of \$500,000 per year for a coordinated nonprofit transportation effort to support agency work trips, medical trips, and event trips as a high priority of unmet needs of Sioux Falls.

**Goal #4:** Develop a multifaceted transit travel training program that helps instruct at least 1,000 people each year on how to ride the bus.

**Goal #5:** Provide a long-term financial status report to the Public Transit Advisory Board and to the City Council each year as part of the budget process.

The technical aspects of the Transit Development Plan are based on the Comprehensive Operations Analysis (COA). The COA was completed in order to identify service improvements and adjustments to expand and improve ridership of the system.

## Route Evaluation Summary

SAM currently operates only 17 fixed-route vehicles in peak service. For a city with a population of 173,000 residents, that translates to a ratio of only 1 peak bus in service per 10,000 residents. Despite significant growth in the population of Sioux Falls, the amount of fixed-route service provided in the community has remained relatively flat for the past 40 years. As a consequence, there are large areas of the city, particularly in the southeast and far west, that lack service coverage.

As a further concern as the city grew over the past several decades, several routes were extended by adding complex one-way loops. The one-way loop configurations often require a significant amount of out-of-direction travel for customers to reach their desired destinations. These indirect route alignments cannot generate significant ridership activity from individuals who have access to alternative travel modes.

## Service Recommendations

- Redesign routes to operate in a more direct manner, providing bidirectional service along the major traffic corridors.
- Increase midday frequencies on the more productive routes to provide at least 30-minute frequencies.
- Significantly reduce the number of one-way loops operated to improve system directness and simplicity.
- Extend service to currently unserved areas such as southeast and west Sioux Falls.
- Reduce service on poorly performing residential segments such as Blauvelt Avenue.
- Focus service to serve streets with snow clearance priority (snow emergency routes) to improve system reliability and consistency during snow events.
- Modify routes to eliminate left turns onto major streets at uncontrolled intersections (e.g., westbound 11th Street to southbound Westport Avenue).

## Existing Versus Proposed Service

The COA calls for an expansion of SAM's transit service, which would provide significant service improvements in terms of frequency, directness, and coverage area. Under this proposal, SAM would provide new services in the currently unserved southeast and west section of the city. Further, these service improvements would allow for a higher quality "corridor style" service to be provided along West Tenth Street, Marion Road, South Cliff Avenue, Cleveland Avenue, Bahnson Avenue, Sycamore Avenue, and Sertoma Avenue. Currently, only Minnesota Avenue and West 41st Street have relatively frequent, bidirectional transit service.

Below is a summary of the major changes recommended by the COA.

### **Summary of Major Changes to Fixed-Route Transit System**

**Route 1 VA Hospital**—Modify route to serve the Louise Avenue/Shirley Avenue commercial shopping area and Sanford Hospital.

**Route 2 Grange Avenue/South Western Avenue**—Minor route modification proposed to allow for bidirectional service to Augustana University.

**Route 3 South Minnesota/41st Street**—Increase Saturday frequencies from every 60 minutes to every 30 minutes.

**Route 4 East Tenth Street**—Extend route to Dawley Farm/Target, providing bidirectional corridor service along the entire length of East Tenth Street. Increase midday and Saturday frequencies from every 60 minutes to every 45 minutes.

**Route 5 Avera/South Cliff Avenue**—Extend route to provide new service on South Cliff Avenue between Avera Hospital and 57th Street; on 57th Street between Cliff Avenue and South Bahnson Avenue; and on Bahnson Avenue between 57th and 26th Streets.

**Route 7—East Sixth Street** Modify Route to provide bidirectional service along the entire East Sixth Street corridor with Walmart East serving as the line terminal.

**Route 8 Northeast Industrial**—Modify route to serve Smithfield Foods (John Morrell), Falls Park, and the Phillips Avenue corridor between Falls Park and Ninth Street downtown. Initiate new Saturday service on this route.

**Route 9 East 18th Street/South Sycamore**—Extend route to serve the Sycamore Avenue corridor from 18th to 57th Streets.

**Route 10 West 12th Street/Marion Road**—Restructure route to provide corridor-style service along West 12th between downtown and Marion Road, along Marion Road between West 12th Street and West 57th Street, and along 57th Street between Marion Road and Louise Avenue. Route would end at the Southwest Transfer Facility for connections to Routes 2, 3, and 11.

**Route 11 Sertoma**—Route would be restructured to provide corridor-style service along West 41st Street between Louise Avenue and Sertoma Avenue, and along Sertoma Avenue between 12th Street and 41st Street. Route would also provide a replacement for Route 10 service to the Hayward Park neighborhood.

**Route 14 Rice Street/Cleveland Avenue**—This proposed new route would provide replacement service for segments lost to other system improvements. Route 14 would serve Rice Street, Cleveland Avenue, and portions of South Bahnson Avenue. This route would provide direct connections to Route 5 at Morningside Park on South Bahnson Avenue and 33rd Street.

## Chapter 2— Current Transit Services

The fixed-route service consists of 12 regularly scheduled routes. The fixed-route service operates six days a week from 5:45 a.m. to 8:45 p.m. Monday through Friday and 7:45 a.m. to 6:45 p.m. on Saturday. As required by law, all fixed-route buses are ADA-accessible. In 2015, SAM had 850,000 rides for the year. **Figure 1** shows recent yearly ridership levels for SAM.

*Figure 1—Fixed-Route Ridership*

2008	2009	2010	2011	2012	2013	2014	2015
905,780	927,282	937,258	996,316	1,026,715	1,023,098	955,357	885,143

SAM also provides paratransit services as a parallel service to the fixed-route system. The area covered by paratransit service is at least 3/4 mile from each fixed-route bus route as required by federal rules. SAM Paratransit is a curb-to-curb shared ride transportation service for persons who are, due to their functional limitation(s), unable to use accessible fixed-route bus service either some or all of the time. Passengers must be certified eligible per guidelines established in the Americans with Disabilities Act (ADA). In 2015, 121,000 riders were provided for during the year. **Figure 2** is a yearly ridership table for paratransit services.

*Figure 2—Paratransit Ridership*

2008	2009	2010	2011	2012	2013	2014	2015
120,434	127,075	133,736	141,323	146,290	142,672	132,387	121,398

## Chapter 3—A Quick History of Transit in Sioux Falls

The first transit system in Sioux Falls was the Sioux Falls Street Railway in 1887. The system was owned by Richard Pettigrew and Samuel Tate as a horse-car system. Sioux Falls Street and Railway had a route on Phillips Avenue to 11th Street, west to Summit Avenue, and south to South Sioux Falls. In the mid-1890s the system ceased operations due to lack of profit.

In 1889, the South Dakota Rapid Transit and Railroad Company had a franchise granted by the City of Sioux Falls. This system had a six-mile route from downtown to East Sioux Falls and was popular during the summer months with popularity of recreation at East Sioux Falls.

In 1907, the Sioux Falls Traction System had a franchise granted by City of Sioux Falls to Frank Mills. This system operated as a electric street car system with the first run on October 5, 1907. The electric trolley cars served people within the city for over 20 years with routes within a few blocks of all areas of the city. By 1929, most of the street cars were replaced by rubber-tire buses.

Sioux Transit provided transit service through a franchise with the City from 1929 to 1972. Sioux Transit was founded by the son and grandson of Frank Mills. During this time Sioux Falls increased in population from 33,000 to 76,000. The largest transit ridership came during this period, with 5 million to a high of 8 million riders in the 1940s and early 1950s.

In 1962, Sioux Transit had 11 regular routes and operated from 6 a.m. to 6 p.m. Mondays through Fridays (Mondays until 9 p.m.). Service was provided on four routes on Saturdays from 6 a.m. to 6 p.m. The adult fare was 20 cents, or six fares for \$1. Ridership was 1 million at this time.

In 1969, Sioux Transit had 52 buses, but only 20 on fixed-route services, with 32 buses assigned to contracted school bus services. The fare was 25

cents and frequency was generally 20 to 30 minutes. At this time the main transfer station was at Eighth and Phillips. Hours of operation were 6 a.m. to 6 p.m. Monday through Saturday.

In 1970, citizens initiated a transit funding ordinance that required the City to fund a portion of transit services. The financial assistance to the transit company was three-tenths of one mill annually in property taxes. By 1974, the City was providing almost \$70,000 per year to help support Sioux Falls City Lines.

In 1972, Sioux Falls City Lines began services as the transit company in the city. City Lines had seven routes including Hilltop, Veterans, North Prairie, South Minnesota, Sioux Valley, McKennan, and Morrell's. The system had a fare of 35 cents and included 18 vehicles. Annual ridership during this time was about 350,000 rides per year. The routes at this time were a combination of the past 11 radial routes, but instead devised as large circuitous "loop" routes. The new routes were described as economical, but generally resulted in reduced levels of service.

The demise of private transit service in Sioux Falls began in the mid-1970s. In March 1976, the City's first Transit Development Plan was approved, and in May 1976 the Sioux Falls City Commission established the Transit Advisory Board (now known as PTAB). In September 1977, PTAB recommended that the City assume ownership of the transit system. In December 1977, Sioux Falls City Lines requested to the City Commission to approve transit cutbacks and fare increases. In April 1979, George Holter, owner of Sioux Falls City Lines, announced his intent to discontinue transit service.

In August of 1979, the City of Sioux Falls organized Sioux Falls Transit management by a private management company. The City of Sioux Falls purchased 21 buses. The City entered into a management agreement with American Transit Corporation (ATC) to manage the transit system.

In December 1982, the transit maintenance facility was completed at Sixth and Weber. In February 1986, fares increased to 60 cents. In 1987 Sioux Falls Transit assumed management of Project Mobility (the Paratransit system). In 1988 the City of Sioux Falls constructed a new 13-bay central transfer facility in downtown. Sioux Falls Transit has had the following private management companies:

- ATE Management – 1993
- DAVE Transportation Service – 1996
- Laidlaw/First Transit – 2001 to present

In 2010 Sioux Falls Transit then changed its name to Sioux Area Metro (SAM).

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## Chapter 4—SAM Transit System Comparison

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*Source: 2014 National Transit database information*

To help investigate the strengths and weaknesses of the SAM system, 20 transit systems were compared from 11 different states. Those transit systems are:

- Colorado: Pueblo, Fort Collins
- Idaho: Boise
- Illinois: Peoria
- Iowa: Sioux City, Des Moines, Cedar Rapids
- Kansas: Topeka
- Minnesota: Duluth, Rochester, St. Cloud
- Montana: Billings
- Nebraska: Omaha, Lincoln
- North Dakota: Fargo
- South Dakota: Sioux Falls, Rapid City
- Wisconsin: Appleton, Green Bay, Madison

The findings were summarized in three different categories: paratransit, fixed-route, and financing. Below are the findings from this comparison review. In **Appendix 1** there are tables that detail all the comparison data sets.

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### Paratransit Comparable Summary

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- Yearly ridership—132,000 ridership is the fifth highest. Sioux Falls is higher than Omaha and as high as Des Moines. (Madison, Wis., is highest with contracted agency trips that are all paid by agency rate).
- Yearly ridership per capita—0.76 rides per year per person. Only St. Cloud (1.16) and Rapid City (0.98) have higher yearly ridership per capita ratios.
- Paratransit per capita spending—\$21.68. Only St. Cloud is higher at \$27.57.
- Paratransit cost per ride is sixth highest—Average for all 20 communities is \$27 per ride. All communities lower than \$20 per ride contract out to private company that pays lower non-union wages.



- Paratransit hours of service—53,134—fourth highest. Omaha (58,000) and Peoria (64,000) are both higher. (Madison is also higher with contracted rides).
- Paratransit rides per hour—2.48 rides—tenth highest. Range is from 1.50 rides to 4.00 rides.
- Paratransit yearly miles of service—625,026—fifth highest. Madison, Appleton, Peoria, and Des Moines are all higher.
- Paratransit yearly ridership per square mile of service area—2,062 rides per year per square mile—second highest. Only St. Cloud is higher (4,417).
- Fixed-route number of rides per mile of service for the year is 1.28—the sixth lowest.

### What does it all mean?

Sioux Falls does not fund fix route services to the level of the rest of the comparable transit systems. The cost per ride is fairly good, considering the low ridership and the low overall spending. The rides per mile of service is also fairly good for the same reasons.

## Financing Comparables

- State government revenue is sixth lowest at \$46,000. Average is \$2.0 million. Low is \$0 and high is \$16 million. Federal operating revenue at \$2.7 million is seventh highest—high is \$6.3 million and the low is \$798,000.
- Local operating revenue is \$4.3 million—seventh highest. High is \$17.1 million and low is \$128,000.
- Local government operating spending per capita is \$24.71—third highest. Ft. Collins (\$33.90) and Madison are higher (\$42.77).
- Fare revenue is \$797,000—fourth lowest. Rapid City, Pueblo, and Billings are lower.
- Fare box recovery is 9.98 percent—third lowest. Peoria and Billings are lower. (Both are looking at fare increases.)
- Local and state funding of transit per capita—\$24.97—now the tenth lowest.

### What does it all mean?

Colorado and Idaho do not provide any state transit funding, and Montana and South Dakota providing very little funding. Other states receive from moderate to significant levels of funding, which allows for either the support of paratransit trips, or—in many cases—a more robust fixed-route service. Fort Collins is the exception to this rule with spending \$8.9 million in fixed-route services to help make up the difference in the lack of state funding.

### What does it all mean?

SAM Paratransit has very high paratransit ridership and devotes much higher funding levels when compared to the other transit systems. The only systems with comparable paratransit rates are St. Cloud and Rapid City. St. Cloud receives significant money from the State of Minnesota to help offset the cost of paratransit.

## Fixed-Route Comparable Summary

- Fixed-route ridership is third lowest at 955,400 per year. Rapid City and Billings are lower.
- Fixed-route operating funding is \$4.2 million, the fifth lowest. Rapid City, Sioux City, Billings, and Pueblo are lower.
- Fixed-route per capita spending is \$24.48, the third lowest. Rapid City and Boise were lower.
- Fixed-route cost per ride is \$4.43, the eighth highest. The average cost for the group is \$4.40.
- Fixed-route hours of service are 62,669 per year—sixth lowest.
- Fixed-route cost per hour of service is the second lowest—only Rapid City is lower.
- Fixed-route miles of service is 748,928 miles per year—fifth lowest.

Sioux Falls does spend, per capita, a high amount on transit (both fixed and para) compared to other cities. Only two college towns fund at a higher level: Ft. Collins and Madison.

Agency fares and contracts have been found in the following communities. Some agency fares are only slightly higher than the base paratransit fare or for limited circumstances. Other comparable communities may also have agency fares, but it has not been found to this point:

- Fargo
- Billings
- Sioux City
- Des Moines
- Duluth
- St. Cloud
- Appleton/Green Bay
- Madison
- Omaha

## Chapter 5—Public Opinion and Involvement

During the spring and summer of 2014, the Sioux Falls Metropolitan Planning Organization (MPO) conducted a comprehensive market research study to gather input from the community about transportation planning issues in Lincoln and Minnehaha Counties. A resident survey was administered to a random sample of 1,041 residents. In addition, a survey of traditionally underserved populations was administered to 238 persons who use public transportation in the Sioux Falls area.

### Ratings of the Public Transportation System

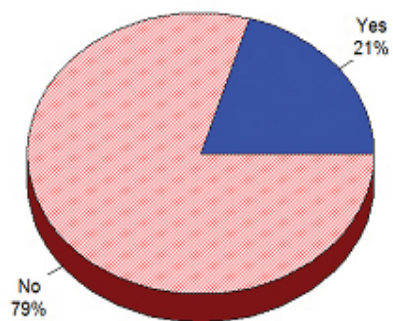
Ratings of the region’s public transportation system from the transit survey are provided below:

Sixty-one percent of the transit riders surveyed rated the overall transportation system as “excellent” or “good,” 22 percent rated the system as “average,” only 7 percent rated it as “poor,” and 10 percent did not have an opinion.

Based on the percentage of transit users who rated various public transportation attributes as “excellent” or “good,” the items that transit riders rated highest rated were: 1) the appearance of buses, 2) air conditioning, and 3) safety.

Have you ever used public transportation in the Sioux Falls area?  
by percentage of respondents

Figure 3

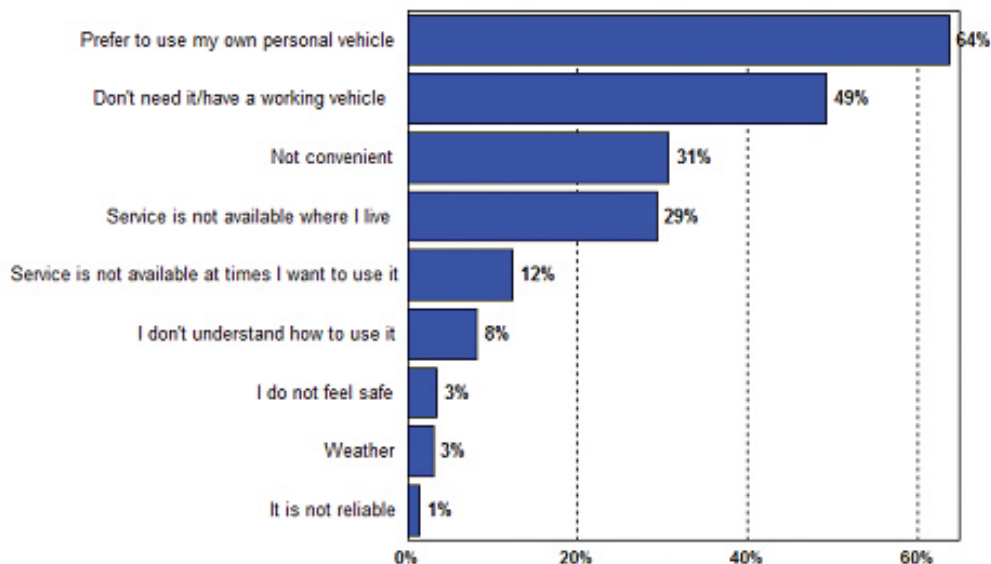


Source: ETC Institute (2014 Sioux Falls Metropolitan Planning Area Transportation Resident Survey)

Figure 4

### Reasons Residents Do Not Use Public Transit More Often Than They Currently Do in Sioux Falls

by percentage of respondents



Source: ETC Institute (2014 Sioux Falls Metropolitan Planning Area Transportation Resident Survey)

Figure 5

### How Likely Residents Would Be to Use Public Transportation Under Various Conditions: 2014 vs. 2010 vs. 2005

by percentage of respondents who were "very likely" or "likely" to use public transportation under various conditions

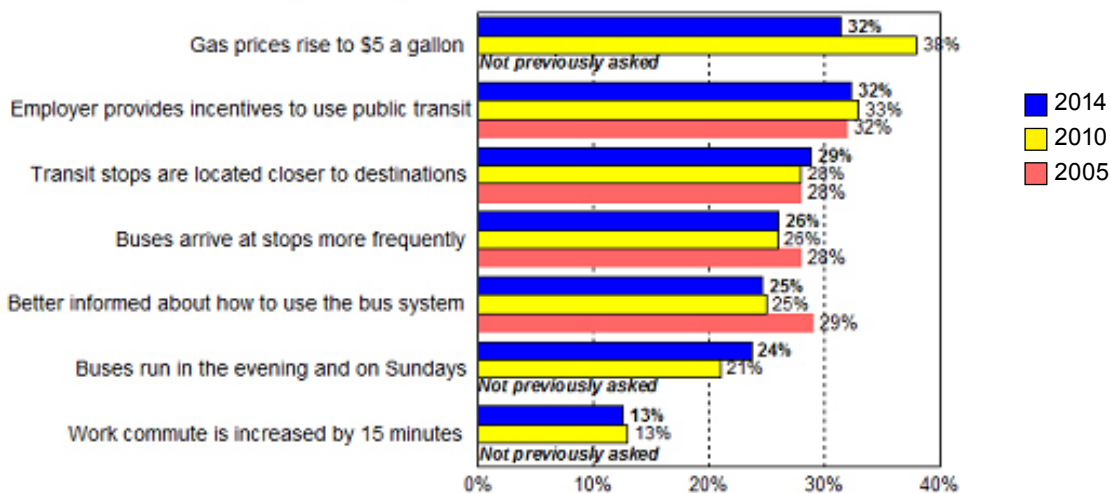
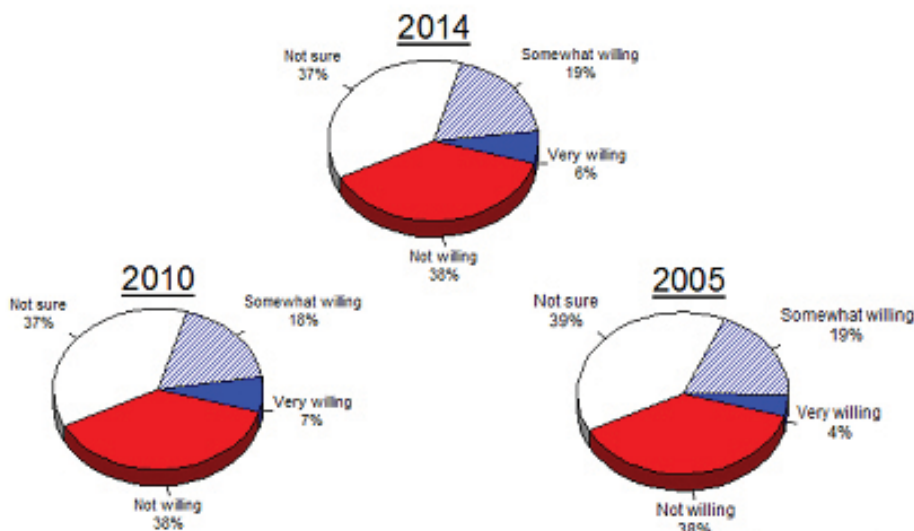


Figure 6

**Willingness of Employers to Provide Incentives to Encourage Employees to Use the Bus or Carpool to Work:  
2014 vs. 2010 vs. 2005**  
by percentage of employers

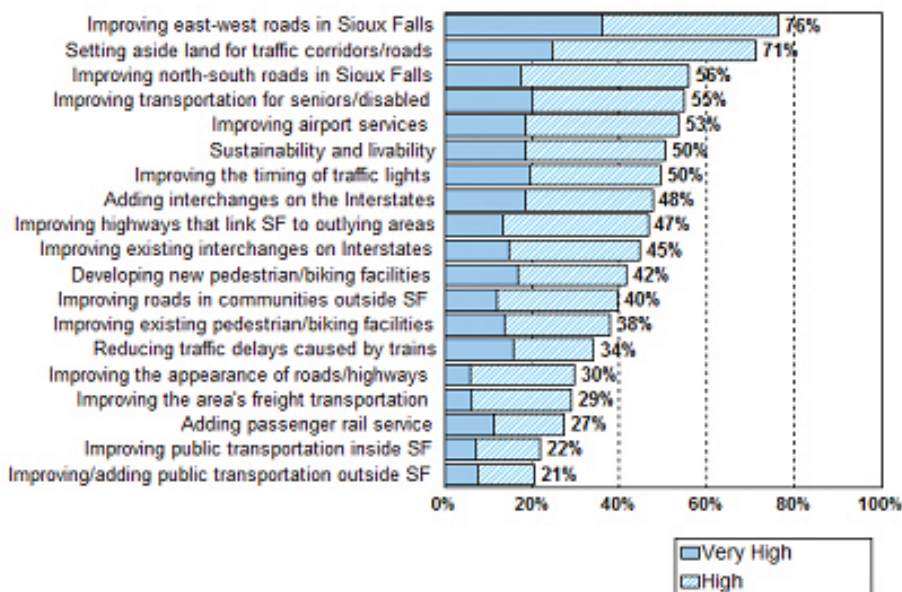


Source: ETC Institute (2014 Sioux Falls Metropolitan Planning Area Transportation Employer Survey)

**TREND DATA**

Figure 7

**Top Priorities for Transportation Improvements in the Sioux Falls Metropolitan Area Over the Next 20 Years**  
by percentage of respondents who rated the item as being a "very high" or "high" priority



Source: ETC Institute (2014 Sioux Falls Metropolitan Planning Area Transportation Resident Survey)

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## Overall Public Transit Attitudes

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Most Sioux Falls residents are more likely to ride public transit in other communities than within their own community. Only 21 percent of Sioux Falls residents have ever used SAM. The most typical reasons that people give as to why they do not use SAM includes that “they prefer to use their own vehicle” (64 percent), it is not convenient (31 percent), and that “service is not available where I live” (29 percent).

When residents were asked how likely they would use transit in various situations, the highest-rated answers were:

- Gas prices to \$5 a gallon (32 percent)
- Employer provides incentives to use public transit (32 percent)
- Transit stops are located closer to destination (29 percent)
- Buses arrive at stops more frequently (26 percent)
- Better informed to use the transit system (25 percent)
- Buses run in evenings and on Sundays (24 percent)

However, when employers were asked how likely they would be to provide incentives for people to use the bus system, 25 percent were willing, 38 percent were not willing, and 37 percent were not sure.

Overall, public transit rates fairly low in priorities for the transportation system, with 22 percent considering it a high or very high priority. However, improving transportation for seniors and people with disabilities ranked fourth highest, with 55 percent of the residents considering it a high or very high priority.

See **Figures 3, 4, 5, 6, and 7** on adjacent pages for summarizations of the Long-Range Transportation Research Study.

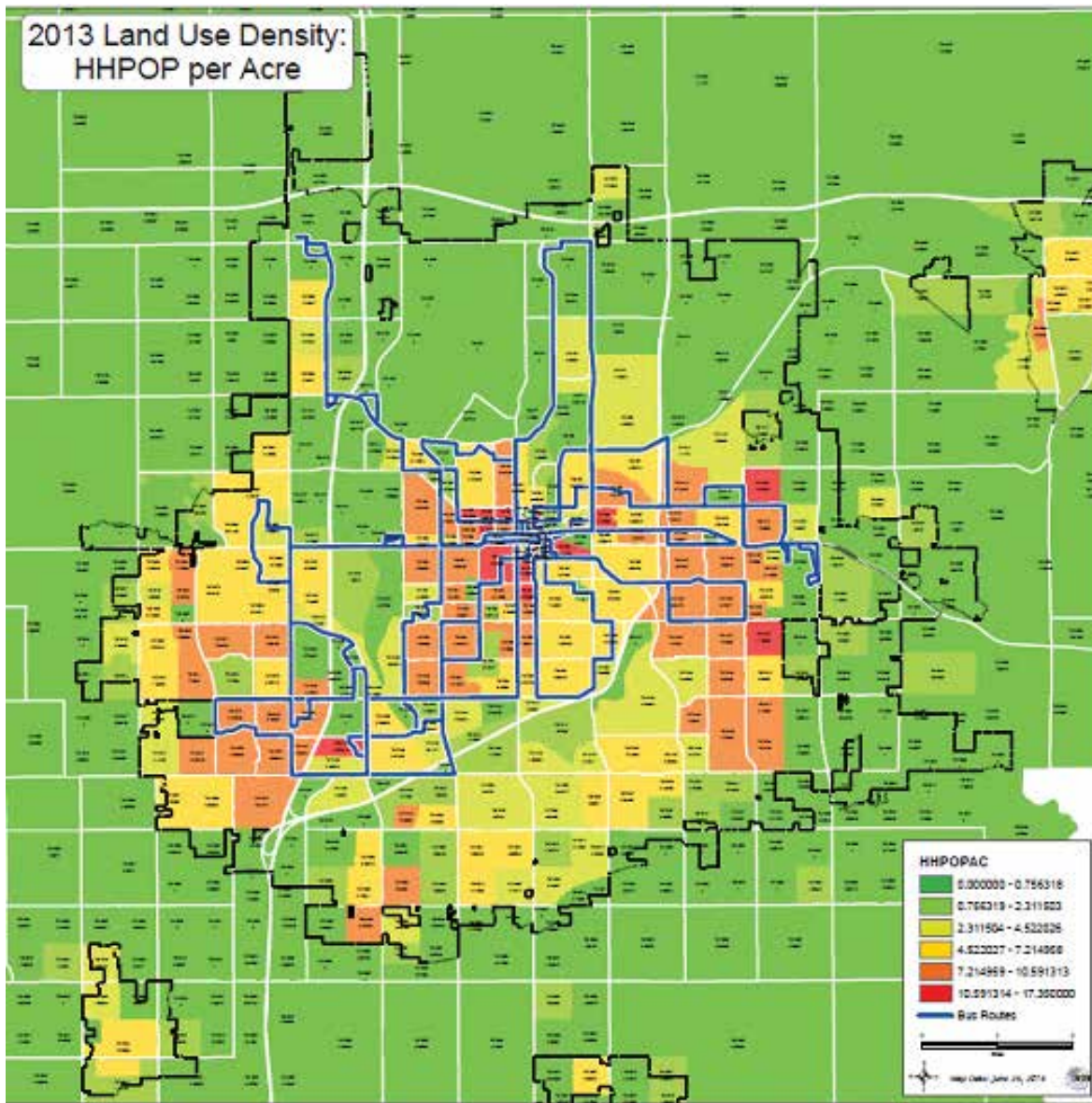
## Chapter 6—Transit Community Demographic Planning

As a part of this Transit Development Plan, transit route services are reviewed by analyzing if the city's areas of significant population and employment are adequately covered by transit services. Below are 2013 population employment density maps and 2013 total employment maps. This information was developed through information from the MPO Travel Demand Management Model.

### 2013 Population Density—With Current Bus Routes

Generally, bus routes do service high-density household areas, as shown by the Map 1 below. Three areas not served with transit routes and with significant household density include the Sycamore and 57th Street area, the Sertoma and 12th Street area, and the Louise and 85th Street area.

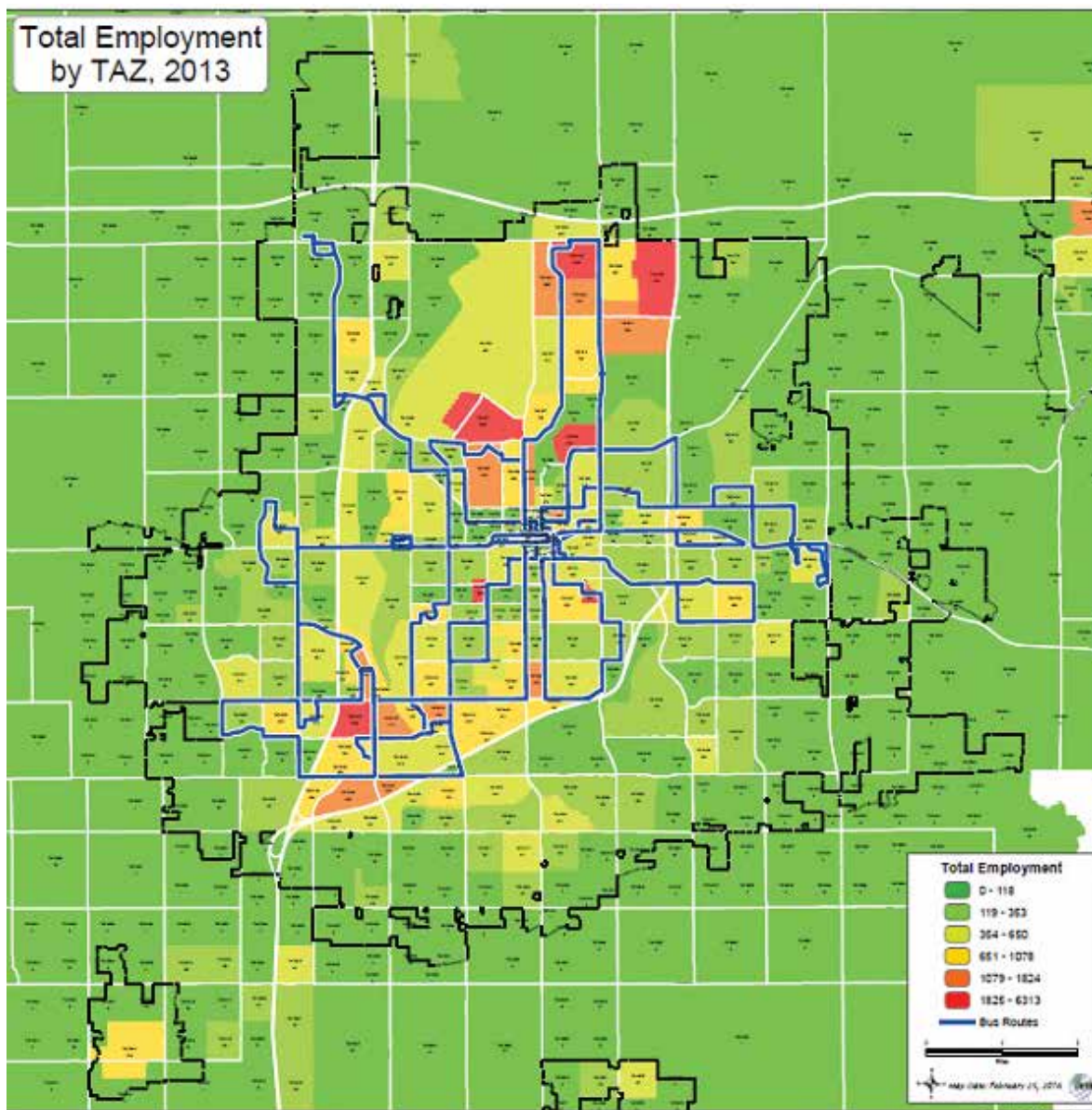
*Map 1: 2013 Household Population Per Acre*



## 2013 Total Employment—With Current Bus Routes

Generally, bus routes do service high employment areas, as shown by Map 2 below.

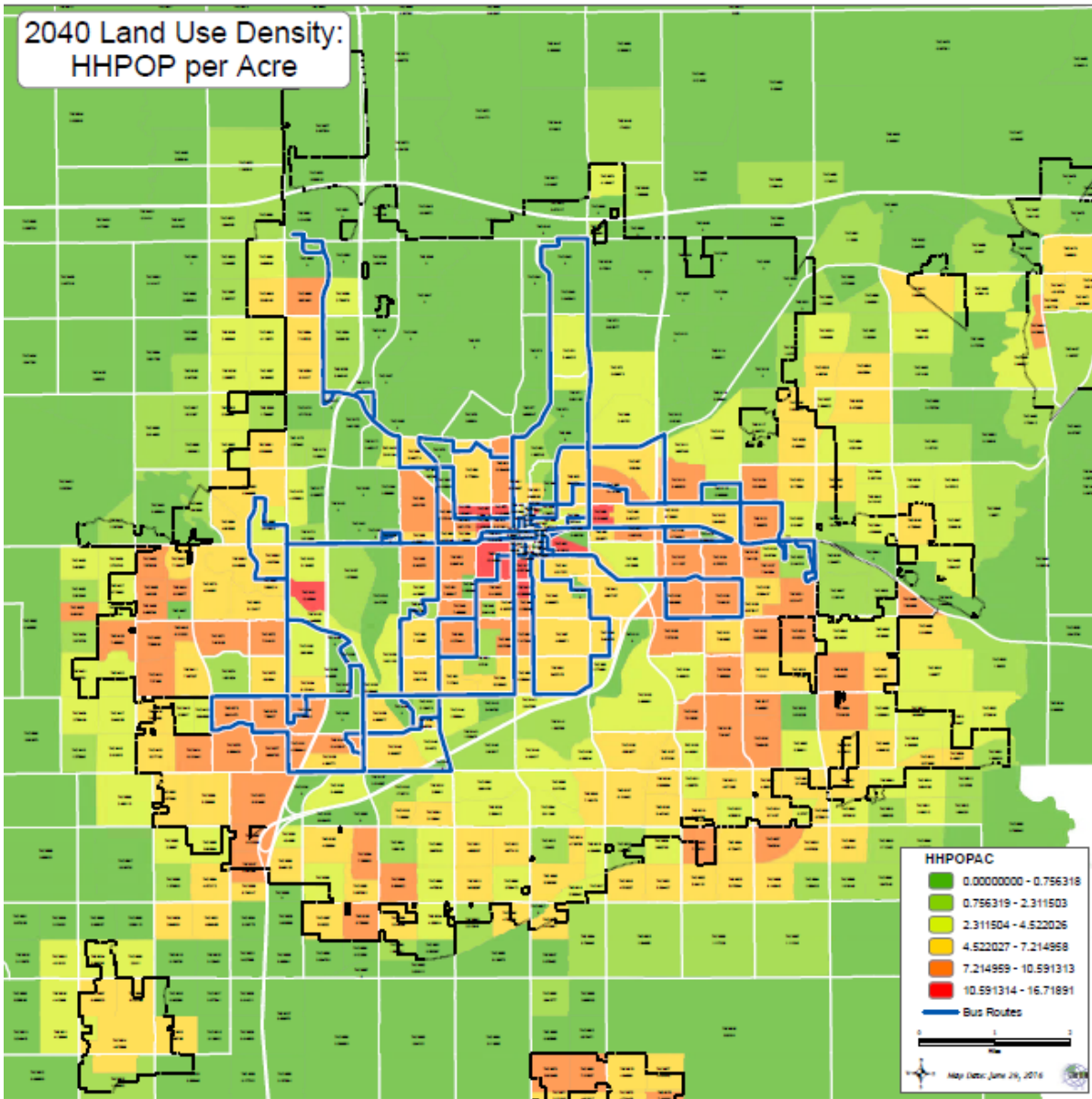
Map 2: 2013 Total Employment by Traffic Analysis Zone



## 2040 Population Density and High Employment Areas—With Current Bus Routes

In 2040, transit routes should be planned based upon a review of the projected 2040 household density and high employment areas. Areas that have high density population and high employment should be considered for future transit service. This information was developed through information from the MPO Travel Demand Management Model. See below for the 2040 household density and employment maps—Map 3 and Map 4.

*Map 3: 2040 Household Population Per Acre*

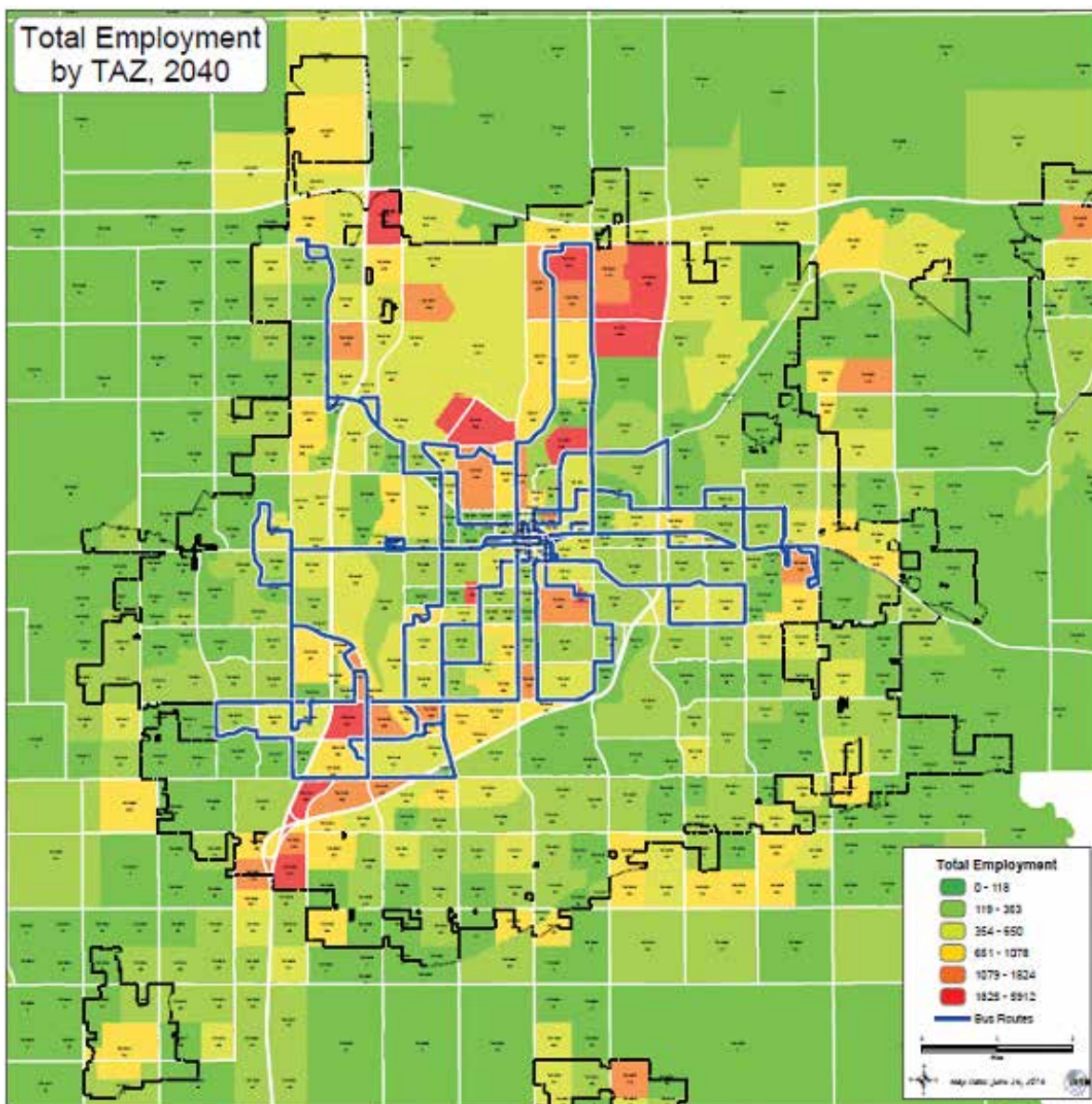




Based upon a review of the previous and following maps, there are additional transit service needs by 2040 for the following areas:

- South I-29, Sundowner Avenue, and Louise Avenue area
- 85th and Minnesota/Veteran’s Parkway area
- 57th and Veteran’s Parkway area
- 41st and Veteran’s Parkway area
- Cliff Avenue and Veterans Parkway area
- Sycamore and Veteran’s Parkway area
- Southeastern and Veteran’s Parkway area
- Madison and Veteran’s Parkway area

*Map 4: 2040 Total Employment by Traffic Analysis Zone*



## Chapter 7 Fixed-Route Comprehensive Operations Analysis

### Background/Purpose

SAM is responsible for providing fixed-route and paratransit services within the city of Sioux Falls. In response to growth and other demographic changes in Sioux Falls, SAM, in conjunction with the City of Sioux Falls, has prepared this 2016 update to the Comprehensive Operations Analysis (COA).

This report presents recommendations to update and upgrade fixed-route service within the city. The purpose of this report is to improve the quality, efficiency, productivity, and attractiveness of the existing operation and to provide a framework for a future expansion of the transportation network. A number of aspects of the present operation were evaluated including:

- Passenger activity levels
- Service levels/schedules
- New service potential/latent demand
- Route structure
- System productivity

All of these inputs and others were assessed and recommendations were developed that provide policy makers with the justification to modify the existing service.

### System Profile

SAM currently provides service on 12 local routes. All fixed-route services are open to the general public. Service is provided six days a week with reduced service on Saturday. Service on Sundays and major holidays is not provided. The weekday peak vehicle

requirement is 17. The average weekday day ridership is 3,200 and the average Saturday ridership is 1,300.

A summary of the findings and recommendations of the plan is presented in the following section.

### Purpose

A COA, through data collection and evaluation, is designed to develop implementable recommendations for enhancing the quality and availability of public transportation services. Potential improvements may include addressing circuitous or inadequate routings, underutilized service, inadequate running times, improperly matched headways, service duplication, unserved areas, and passenger amenities. The result of the Transit Development Plan is a practical product from which local policymakers can make informed decisions (with full knowledge of cost implications), and which are implementable by local operating personnel.

The other objectives of the Transit Development Plan are four-fold:

- Increase system-wide productivity, efficiency, and cost-effectiveness.
- Increase ridership.
- Identify areas not presently served that warrant service.
- Improve quality of service through enhanced passenger amenities and other operational considerations.

### System Description

This section addresses two areas of SAM's operation: the area setting and the system operating profile.

#### Area Setting

The population of the city of Sioux Falls is estimated today at 173,000. The city's population is projected to increase to 185,000 by 2020. Sioux Falls is the largest city in South Dakota and the second largest metro area in the Dakotas.

Sioux Falls has a diverse economy. Health care, banking, and agriculture are among the largest employers. The city has an extremely low unemployment rate of approximately 2 percent. Residential growth is strongest in the southeast and southwest portions of the city. The northwest portion of the city, however, has also experienced recent growth. The recent growth and development in downtown Sioux Falls has resulted in a significant increase in demand for retail, commercial, and residential space.

### System Operating Profile

This section presents an overview of SAM’s existing service. **Figure 8** presents SAM’s weekday and Saturday service parameters, including service frequencies and vehicle requirements. SAM’s service operates six days per week.

SAM operates 12 local routes. All routes except Route 11 serve the main downtown transit facility, otherwise known as The Bus Stop. A second hub named the

Southwest Transfer Facility is operated in southwest Sioux Falls near the Empire Mall. The Southwest Transfer Facility is served by SAM Routes 1, 2, 3, and 11. On weekdays, service hours are from 5:45 a.m. to 7:45 p.m., with service extended to 9:45 p.m. on select routes. On Saturdays, service operates from 7:45 a.m. until 7:45 p.m. No service is provided on Sundays or major holidays.

On weekdays, most of SAM’s routes run every 35 minutes during peak travel periods (6 to 9 a.m., and from 3 to 7 p.m.) and hourly during the midday period. Three routes, numbers 3, 7, and 11, provide relatively frequent 30-minute service during the midday period from 9 a.m. until 3 p.m. On Saturdays, all routes operate hourly except for Route 11, which operates on a 30-minute cycle. Schedules are designed so that most routes arrive and depart from downtown and at the Southwest Transfer Facility at the same time for convenient connectivity. SAM’s peak vehicle requirement is 17 vehicles on weekdays and 8 vehicles on Saturdays.

*Figure 8—Existing Service Parameters by Service Period*

Route	Weekday Service Period	Service Frequency				Vehicles			
		Peak	Midday	Evening	Saturday	Peak	Midday	Evening	Saturday
1	5:45 a.m. to 6:45 p.m.	35	60	-	60	2	1	-	1
2	5:45 a.m. to 6:45 p.m.	35	60	-	60	2	1	-	1
3	5:15 a.m. to 8:45 p.m.	35	30	60	60	2	2	1	1
4	5:45 a.m. to 6:45 p.m.	35	60	-	60	1	.5	-	.5
5	5:45 a.m. to 6:45 p.m.	35	60	-	60	1	.5	-	.5
6	5:45 a.m. to 9:15 p.m.	35	60	60	60	1	.5	.5	.5
7	5:45 a.m. to 8:45 p.m.	35	60	60	60	2	2	1	1
8	5:45 a.m. to 6:45 p.m.	45	45	-	-	1	1	-	-
9	5:45 a.m. to 8:45 p.m.	35	60	60	60	1	.5	.5	.5
10	5:45 a.m. to 8:45 p.m.	35	60	60	60	2	1	1	1
11	6:15 a.m. to 6:45 p.m.	35	30	30	30	1	1	-	1
19	5:45 a.m. to 6:45 p.m.	60	60	-	-	1	1	-	-
Total Vehicles						17	12	4	8

**Figure 9** shows the revenue hours currently operated by SAM's by service period. As shown, SAM operates 196.5 revenue service hours on weekdays and 92.0 revenue hours on Saturdays. **Figure 10** shows SAM productivity by route. Route productivity is measured by computing the number of passenger boardings per hour of revenue service. SAM's Route 4—East Tenth Street is the most productive route, at 36.3 passengers per hour. SAM's least productive Route is Route 1—VA Hospital/South Kiwanis at 6.6 passengers per hour. The system average for all of SAM's fixed-route service is 17.0 riders per hour. Generally speaking, routes that perform at less than 80 percent of the system average of 13.6 passengers per hour are candidates for service adjustments and/or reductions to provide opportunities to improve their performance.

**Service Analysis Elements**

*Figure 9—Current Service Hours by Route*

Route	Peak Hours Weekday	Midday Hours Weekday	Evening Hours Weekday	Total Hours Weekday	Saturday Hours
1	14	6	-	20	12
2	13	6	-	19	11
3	15	11	2	28	12
4	6.5	3.5	-	10	6
5	6.5	3.5	-	10	5.5
6	6.5	3.5	1.5	11.5	6
7	14	11	2	27	12
8	7.5	6	-	13.5	-
9	6.5	3	1	10.5	5.5
10	13	6	2	21	11
11	6	6	-	12	11
19	7.5	6.5	-	14	-
	116	72	8.5	196.5	92.0

*Figure 10—SAM, Productivity by Route*

Route	Passengers Per Hour
Route 4—East Tenth Street	36.3
Route 6—Terrace Park/PREMIER Center	24.7
Route 9—East 18th Street/East 26th Street	22.9
Route 3—South Minnesota Avenue/West 41st Street	20.1
Route 7—East Eighth Street/Arrowhead Parkway	17.5
SYSTEM AVERAGE	17.0
Route 10—West 12th Street/Hayward	16.1
Route 8—North Cliff Avenue/Northeast Industrial Park	14.2
80% OF SYSTEM AVERAGE	13.6
Route 5—McKenna Hospital/South Cliff Avenue	13.3
Route 11—Southwest Circulator	12.3
Route 2—Sanford Hospital/South Western Avenue	12.2
Route 19—University Center/STI/Career Avenue	7.8
Route 1—VA Hospital/South Kiwanis Avenue	6.6

**Route Analysis**

The following section presents an evaluation of SAM service on a route-specific basis. Each route section contains a general description and identification of issues with the existing route, as well as any recommended reorientation or modifications. Existing route segments proposed for elimination or served by another route are also identified.

**Route 1**

Route 1 operates in a north/south operation, connecting downtown Sioux Falls with the Veterans Administration Hospital, South Kiwanis Avenue, and the Empire Mall area. Traffic generators include:

- Downtown Sioux Falls
- The VA Hospital
- The Outdoor Campus
- Southwest Transfer Facility

**Operational Issues**

Route 1 is SAM's least productive route. Aside from the VA Hospital, the route serves primarily low density,

mid-range residential areas. Whereas the average SAM route averages 17 boardings per hour, Route 1 generates only 6.6 riders per hour. Whenever a route performs below 80 percent of the system average, currently 13.6 riders per hour, service reductions or other operational changes are usually warranted.

### **Recommended Route 1**

Because Route 1 is the least productive route in the system, performing at less than half of the system average in terms of productivity, a major restructuring is suggested to improve the performance of this route. It is proposed to modify this route to provide connections to additional destinations. Currently, Route 1 connects few major trip generators other than the Veterans Administration Hospital. To expand the potential market for Route #1 services, it is proposed to modify the route to operate outbound from downtown via Second Avenue, then west on 18th Street past Sanford Hospital, then south on Western Avenue to serve the Midco® Aquatic Center, Park Ridge Mall, the Sanford Clinic (South Kiwanis Avenue), and O’Gorman High School. The Route 1 line terminus would be moved to the Sam’s Club/Walmart commercial area on Louise Avenue north of 41st Street. Service would be discontinued on Kiwanis Avenue south of 41st Street.

The resulting service enhancements to Route #1 would include the following:

- New stops added in productive locations such as Sanford Hospital, the Sanford Children’s Hospital, Park Ridge Mall shopping center, Midco® Aquatic Center, and the high-demand commercial area along Shirley Avenue/Louise Avenue serving Walmart, Sam’s Club, and other nearby businesses.
- New corridor service along West 18th Street between Western Avenue and Second Avenue.
- Strengthened bidirectional service to the VA Hospital, Midco® Aquatic Center, Park Ridge Shopping Center, and the Sanford Clinic on South Kiwanis Avenue.

Due to nearby adjacent services, this proposed route realignment will negatively impact only two relatively low-demand segments, including Western Avenue between 11th and 18th Streets, and Kiwanis Avenue between 26th and 33rd Streets.

### **Route 2**

Route 2 operates with a north/south orientation, connecting the downtown Sioux Falls area with the Empire Mall area via Grange Avenue and Western Avenue. The major trip generators along Route 6 include:

- Downtown Sioux Falls
- Sanford Medical Center
- University of Sioux Falls
- Augustana University
- Park Ridge Mall
- Western Mall
- Active Generations
- Caille Library
- Southwest Transfer Facility
- The Bridges at 57th shopping center
- LifeScape

Route 2 generates an average of only 12.2 boardings per hour. Despite the large number of traffic generators located along the route, Route 2 is the system’s third least productive route. In comparison, the average SAM Route generates 17.0 boarding per hour.

### **Operational Issues**

Due to a series of route extensions over many years, Route 2, like many other SAM routes, provides service along sections of the route in only one direction. Because some route segments are only served in the outbound direction whereas other sections are only served in the inbound direction, many trips require lengthy and indirect travel. Park Ridge Mall, for example, is served only in the outbound direction, whereas Augustana University is served only in the inbound direction. The loop configurations minimize costs by permitting routes to cover a large area. However, these loops often require significant out-of-

direction travel for customers, resulting in travel times that are not competitive with other travel modes. If a transportation system hopes to attract individuals who have alternate travel options available to them, it is imperative that routes operate in as direct a manner as possible. To achieve this goal, the most productive transit routes provide bidirectional corridor-style services that allow individuals to board buses traveling in their desired travel direction.

**Recommended Route 2**

Modify this route to operate via Grange Avenue between 18th Street and 33rd Street, and along 33rd Street between Grange and Western Avenue in both directions. This modification will allow the route to serve Augustana University in both directions, significantly reducing travel times for individuals traveling from downtown to the Augustana area. Proposed modifications to Route 1 will provide replacement service to Park Ridge Mall and Western Avenue between 26th and 33rd Streets.

**Route 3**

Route 3 connects downtown Sioux Falls with the Empire Mall and the Southwest Transfer Facility via South Minnesota Avenue and West 41st Street. This route averages 515 boardings on weekdays and 264 boardings on Saturday, making it the most popular route in the system. With 20.1 boardings per hour, this route exceeds the system average of 17.0 boardings per hour, making it the fourth most productive route in the SAM system.

This route operates via a simple and direct alignment, serving major commercial corridors of South Minnesota Avenue and West 41st Street. Major generators located along this route include:

- Western Mall
- South Minnesota Avenue commercial corridor
- West 41st Street commercial corridor
- O’Gorman High School
- Empire Mall
- Southwest Transfer Facility

**Operational Issues**

This route is productive and provides a direct link between Sioux Falls’ highest-demand travel areas, which include downtown Sioux Falls and the Empire Mall regional shopping area.

**Recommended Route 3**

While this route should be among the top candidates for increased span of service (later evening service, new Sunday service, etc.), financial constraints will place these major service enhancements on hold until the next published Transit Development Plan. However, due to strong Saturday travel demand on this route, it is recommended that Saturday frequencies be increased to every 30 minutes.

**Route 4**

Route 4 connects downtown Sioux Falls with the East Tenth Street corridor as far east as Sycamore Avenue area near Shopko. This route is the most productive route in the system, at 36.3 passengers per hour. Route 4 records more than twice as many boardings per hour as the system average of 17.0 passengers per hour. Despite the route’s strong ridership, this route operates only hourly during the midday period on weekdays. Major generators along this route include:

- Downtown Sioux Falls
- The State of South Dakota Department of Labor and Human Services offices
- The Banquet
- East Tenth Street commercial corridor
- Hy-Vee on East Tenth Street
- South Dakota School for the Blind

**Operational Issues**

Route 4 is the system’s most productive route and provides relatively direct coverage of the East Tenth Street service corridor. In recent years, the East Tenth Street commercial corridor has grown further east as far as Veterans Boulevard/Powderhouse Road (Dawley Farm Village shopping center). Due to limited resources, when service was extended to the Dawley

Farm Village area, it was attached to Route 7 as opposed to the more direct Route 4. As a result, Route 7 has evolved into a complex, cumbersome, indirect, and confusing route configuration that is not meeting its full potential to attract new riders. Extending Route 4 to the Dawley Farms area along the East 10 Street corridor would provide significantly faster and more direct service than is provided in the current service configuration.

The existing eastern terminus for Route 4 operates in a loop configuration, with the bus traveling outbound via East Tenth Street and returning inbound via East 12th Street as far as Cleveland Avenue. While this loop is of modest size and easily navigated by most customers, this loop configuration requires individuals traveling to or from the Hy-Vee store at South Cleveland Avenue and East Tenth Street to cross East Tenth Street in both directions. Elimination of the loop would enable the route to operate in both directions along East Tenth Street. Bidirectional service along East Tenth Street would allow Hy-Vee customers to board or disembark directly in front of the store in at least one direction.

On the inbound direction, this route deviates off the East Tenth Street corridor to East Eighth Street to serve The Banquet. This deviation adds travel time for hundreds of customers who are not traveling to or from The Banquet area. In addition, this deviation inconveniences westbound travelers at the State of South Dakota Department of Labor and Human Services Center who must either walk up to Eighth Street or travel for up to 20 minutes in the wrong direction to reach the downtown Bus Stop transit station.

#### ***Recommended Route 4***

Due to the strong demand for service along the East Tenth Street corridor, it is recommended that this route be upgraded and extended to serve the entire East Tenth Street corridor from downtown Sioux Falls to Dawley Farm Village (Arrowhead Parkway and Veterans/Powderhouse). Proposed frequencies for this route are every 30 minutes on weekdays prior to

7 p.m., every 60 minutes on weekday evenings, and every 45 minutes on Saturdays.

To improve the speed and directness of this route, it is recommended that Route 4 service on Eighth near The Banquet be replaced by newly proposed Route 14 service. This proposed service change will allow Route 4 to operate directly along the East Tenth Street corridor in both directions.

#### **Route 5**

Route 5 operates in a loop configuration from downtown Sioux Falls to Lincoln High School, traveling outbound via Avera McKennan Hospital and South Cliff Avenue, with the inbound return alignment operating along South Phillips Avenue. Major ridership generators include:

- Avera McKennan Hospital
- Lincoln High School
- DakotAilities

At 13.3 passengers per hour, Route 5 performs below the system average of 17.0 passengers per hour. Aside from Avera Hospital, DakotAilities, and Lincoln High School, the area served by Route 5 is characterized largely by middle to upper-middle class residential neighborhoods that are not conducive to generating significant transit ridership. The route operates in a large one-way loop configuration which allows the route to serve a relatively large area. Negative characteristics associated with loop routes, however, include lengthy out-of-direction travel and difficulty in efficiently extending these routes into new growth areas.

#### ***Operational Issues***

The following operational concerns have been identified with Route 5:

The route operates in a large loop configuration, resulting in lengthy travel times in at least one direction of travel.

The loop design of the route requires that most individuals traveling to and from the Avera Hospital area must change buses in downtown Sioux Falls. This requirement results in service delivery product that is not competitive with alternative travel modes.

The South Phillips Avenue portion of Route 5 serves the relatively affluent McKennan Park neighborhood, which generates little ridership. Minnesota Avenue, four blocks to the west offers frequent, corridor-style service.

The service deviation off Cliff Avenue to serve Blauvelt Avenue between 26th and 33rd generates only a handful of daily trips. Blauvelt is classified as a “neighborhood” street, resulting in low priority for snow removal. Further, a City of Sioux Falls policy effectively blocks intersection controls such as stop signs or yield signs to be placed along Blauvelt Avenue. The combination of low ridership, limited snow removal, and lack of intersection controls makes this street unsuitable for the operation of a transit route.

**Recommended Route 5**

Due to low ridership levels and operational concerns with respect to Blauvelt Avenue, it is recommended that Route 5 be reconfigured to travel via Cliff Avenue in lieu of Blauvelt Avenue. Subject to the availability of sufficient resources, the following improvements are suggested for Route 5:

Provide bidirectional service between downtown Sioux Falls and Lincoln High School via Avera Hospital and South Cliff Avenue.

Discontinue service on the Phillips Avenue portion of the route due to low ridership. Alternative service is available four blocks west on Minnesota Avenue (Route 3). Route 3 offers greater frequency, directness, and longer span of service than Route 5.

Extend the route from Lincoln High School via Cliff Avenue to 57th Street, then east on 57th Street to Bahnson Avenue, then north on Bahnson Avenue to the proposed line terminal at the Morningside

Community Center. Direct timed connections are planned to the proposed new Route 14 connecting the Morningside Community Center, with points on Cleveland Avenue, Rice Street, and North Cliff Avenue.

**Route 6**

Route 6 connects downtown Sioux Falls with the Denny Sanford PREMIER Center and Terrace Park area. Major generators located along this route include:

- Minnehaha County offices
- Denny Sanford PREMIER Center and Sioux Falls Arena
- Howard Wood Field
- Sioux Falls Canaries baseball stadium
- Dow Rummel Village
- Good Samaritan Society

At 24.7 passengers per hour, Route 6 is among the three most productive SAM routes. Because Route 6 is a relatively short route, it can be operated in a 30-minute cycle. The 30-minute operating cycle minimizes the resources required to operate the route, thus enhancing its productivity.

**Operational Issues**

Bailey Avenue is classified as a residential street and receives low priority for snow removal. This situation often necessitates that the route operate on Russell Avenue during and immediately after snow events. Because access to Russell Avenue for individuals who reside along Bailey Avenue is limited, few workable routing alternatives are available.

**Recommended Route 6**

No changes are recommended for this route.

**Route 7**

Route 7 records the second highest total ridership in the system after Route 3. In terms of productivity, the route is the fifth most productive, at 17.5 passengers per hour, exceeding the system average of 17.0 passengers per hour by 10 percent. Major traffic generators include:



- SAM operations center
- Falls Park
- Smithfield Foods (John Morrell)
- North Cleveland Avenue apartment corridor
- Oak View Branch Library
- Kenny Anderson Community Center
- Washington High School
- Walmart (eastside)
- Dawley Farms Shopping Center
- Eighth and Railroad Center

### **Operational Issues**

Although Route 7 is a relatively productive route serving a high concentration of residential, commercial, and educational facilities, the route operates in a complex pattern of one-way loops leading to relatively inconvenient service and lengthy travel times.

The East Third Street portion of the route serves a productive neighborhood, but the street is unsuitable for frequent and reliable transit service. Third Street service is only provided in the inbound direction, which results in a 45-minute ride from downtown, versus only a 10-minute ride on the inbound direct service to downtown. This route does not provide a competitive product with respect to alternative travel modes.

### **Recommended Route 7**

Route 7 should be completely restructured to provide faster and more direct service between downtown Sioux Falls and Walmart (eastside) via the Sixth Street Corridor in both directions. Modifications to other routes are proposed to fill in most of the gaps in service resulting from a more efficient Route 7 alignment. Additional proposed service modifications include:

- Extending Route 4 from downtown Sioux Falls to Dawley Farms (Target/Kohls) via the East Tenth Street and Arrowhead Parkway to provide bidirectional service along the entire East Tenth Street corridor.

- A proposed new Route 14 would provide bidirectional coverage along portions of North Cliff Avenue, Rice Street, and Cleveland Avenue.
- A proposed modification to Route 8 would provide service to Smithfield Foods (John Morrell Inc.) and the Falls Park area.

Proposed frequencies for this route are 30 minutes during the a.m. and p.m. commute hours, and 45 minutes during weekday midday/evening periods and on Saturdays.

### **Route 8**

Route 8 serves the North Fourth and Cliff Avenue corridors in the northeast portion of Sioux Falls. This area is characterized by light industrial development with some apartment residences. Densities are low and distances between commercial, residential, and industrial areas are significant, resulting in limited travel options for pedestrian traffic, a key component of successful transit routes. Major generators along Route 8 include:

- Wells Fargo operations center
- Citibank operations center
- Minnehaha County offices
- South Dakota State Penitentiary

Route 8 carries 14.2 passengers per hour, which is below the system average of 17.0 passengers per hour.

### **Operational Issues**

Route 8 operates in a large one-way loop configuration. Large loops allow transit systems to cover large areas while utilizing relatively few resources. However, the large loops are less customer friendly, as they often require lengthy, out-of-direction travel to reach an individual's final destination. Loop routes are sometimes confusing to riders, as many boardings must be made while the bus is traveling in the opposite direction of the vehicle's final destination. Whereas it is a relatively quick trip from Fourth Avenue locations to Cliff Avenue locations, a reverse trip from Cliff Avenue to Fourth Avenue requires travel to

downtown Sioux Falls, several minutes of layover time, and often a change of buses.

Due to the length of this route, it cannot be operated efficiently on either a 30-minute cycle or a 60-minute cycle. The resulting 45-minute cycle results in odd arrival and departure times from the downtown transit center, and these cycles often do not connect directly with the timed “pulse” schedule departure times of other SAM routes.

For cost and other operational reasons, Saturday service is not offered on this route.

**Recommended Route 8**

With a proposed new Route 14 serving Cliff Avenue between Rice Street and Eighth Street, it is recommended that Route 8 be modified to operate inbound via south on Cliff Avenue, west on Rice Street, onto southbound Weber Avenue, west on Falls Park Drive, onto southbound Phillips Avenue, east on Ninth onto southbound Second Avenue, then west on Tenth Street to the Bus Stop. No changes are proposed to the outbound route. New hourly Saturday service is proposed for this route.

**Route 9**

Route 9 serves the East 19th and East 26th Street corridors in eastern Sioux Falls. Due to the low level of resources required to operate this route, Route 9 is among the three most productive routes in the SAM system at 22.9 passengers per hour. Major trip generators include:

- U.S. Post Office
- Sycamore Avenue/26th Street commercial and medical area

**Operational Issues**

Route 9’s 30-minute operating cycle results in limited available running time that is further constrained when multiple customers traveling with mobility devices board along this route. Extending this route to 57th and Sycamore through the operation of an additional

vehicle on this route would reduce the average traveling speed of this route, resulting in improved service reliability. In addition, expansion of service along the Sycamore Avenue corridor between 26th Street and 57th Street would provide bus service in this southeast Sioux Falls neighborhood for the first time.

**Recommended Route 9**

Southeast Sioux Falls composes the largest unserved area in Sioux Falls. Currently no service is provided south of East 26th Street or east of Cliff Avenue (below 26th Street). It is recommended that Route 9 be extended from 26th and Sycamore via south on Sycamore to 57th Street. In addition to providing transit service to a new portion of the city, the expanded Route 9 will extend the route’s current round-trip running time from 30 to 60 minutes, which will result in a lower scheduled average operating speed that will improve on-time performance. Extending this route to a 60-minute round-trip operating schedule will provide additional time to load and unload passengers traveling with mobility devices.

**Route 10**

Route 10 provides service to western portions of the city of Sioux Falls, primarily via West 12th Street, Marion Road, and Louise Avenue corridors. This route carries 16.1 passengers per hour, just below the system average of 17.0 passengers per hour. Major generators along this route include:

- South Dakota Rehabilitation Center for the Blind
- U.S. Post Office
- Empire Mall/Louise Avenue commercial area
- Hayward residential area

**Operational Issues**

A number of operational concerns have been identified with Route 10. Over the last several decades, as the city grew, route extensions were made incrementally with a focus on providing the least costly method of service delivery. The least costly option led to routes operating in a multiple one-way loop configuration

which does not provide a direct, fast, easily comprehended, or competitive travel product.

As a result of limited resources, Route 10 has developed into a complex and sometimes confusing hodgepodge of both corridor and neighborhood coverage. Significant indirect and out-of-direction travel is required for a high percentage of this route's customers. The circuitous alignment is especially a concern in the outbound direction as the route pulls off the main thoroughfares to complete a lengthy circuit through the Hayward residential neighborhood.

An additional concern is the route alignment past the South Dakota Rehabilitation Center for the Blind. Both inbound and outbound trips departing the Rehabilitation Center must make an uncontrolled left turn across four lanes of traffic from westbound 11th Street onto southbound Westport Avenue. In addition, across Westport from 11th Street is the driveway exit from Kmart. For both safety and service reliability reasons, most transit systems have a policy of not making left turns onto major streets at uncontrolled intersections. This route should be modified to eliminate or significantly reduce this turning movement. In order to make transit attractive for individuals who have access to alternative travel modes, all main line services should operate in as direct of a manner as practical.

### ***Recommended Route 10***

Modify the service delivery product at the South Dakota Rehabilitation Center for the blind. Move the inbound bus stop at the Rehab Center from the 11th Street side of the facility to the Tenth Street side of the facility. This change will eliminate hazardous left turns from westbound 11th Street to southbound Westport Avenue. In addition, this modification would eliminate the need for the inbound route to circle the Center for the Blind block on its way from the city's west side to downtown.

To reduce the number of trips making the hazardous left turn from westbound 11th Street onto southbound Westport Avenue, the outbound alignment should

be changed to operate west on 12th Street, north on Kiwanis Avenue, west on Tenth Street, south on Westport Avenue, then west on 12th Street and current route. The current outbound stop at the Rehabilitation Center for the Blind could be served on a "request" basis only. Passengers disembarking at the Rehabilitation Center for the Blind on outbound trips would simply ask the driver to be let off at the Center. Passengers desiring to board outbound trips at the Center would call SAM's main information telephone line to request a specific trip to deviate to pick individuals up at the 11th Street entrance. As an alternative, the outbound route could continue to operate along its current alignment if a traffic signal or four-way stop were to be placed at the 11th Street and Westport Avenue intersection.

In addition to the proposed alignment changes at the South Dakota Rehabilitation Center for the Blind, major modifications are proposed to Route 10 to allow the route to provide faster and more direct service along the West 12th Street and Marion Road corridors. The proposed Route 10 alignment would operate primarily along the 12th Street corridor from the downtown area to Marion Road. The proposed route would then continue along Marion Road from 12th Street to 57th Street, then along 57th Street from Marion Road to Louise Avenue, where the route would terminate at SAM's nearby Southwest Transfer Facility.

Proposed modifications to other SAM routes would allow for continued service coverage to current service segments not included in the proposed realignment of Route 10. For example, the Hayward portion of the route is proposed to be served as part of an expanded Route 11 whereas the Louise/Shirley Avenue loop is proposed to be served by a modified Route 1.

### **Route 11**

Route 11 operates in a one-way loop configuration connecting the Southwest Transfer Facility, just south of the Empire Mall, with points in southwest Sioux Falls. Route 11 is the only route in the SAM system that does not travel to the downtown Bus Stop

transportation center. This route operates every 30 minutes Monday through Saturday. Route 11 carries 12.3 passengers per hour as compared with the system average of 17.0 passengers per hour. Major generators along this route include:

- Empire Mall
- Louise Avenue/Shirley Avenue commercial area
- Roosevelt High School
- Social Security Administration
- Globe University
- Good Samaritan Society

**Operational Issues**

Portions of Route 11 including West 49th Street and Essex Drive serve predominately low-density single-family neighborhoods that are not conducive to generating significant ridership. Persons traveling beyond points served by Route 11 must transfer to another route at the Southwest Transfer Facility. In some cases, customers must transfer a second time at the downtown Bus Stop to reach their final destination. Street configurations in southwest Sioux Falls, however, do not lend themselves toward providing a more efficient alignment that would provide better connectivity to large portions of the city.

**Recommended Route 11**

With additional resources, Route 11 could be extended to serve portions of the Sertoma Avenue corridor and Hayward neighborhood north of 12th Street. A long-range opportunity exists to extend the route to the Southeast Technical Institute area. The recommended alignment would operate from the Southwest Transfer Facility/Empire Mall area via north on Louise Ave, west on 34th Street, south on Shirley Avenue, west on 41st Street, north on Sertoma, east on 12th Street, north on Valley View Drive, east on Fifth Street south on Holbrook Avenue, east on Ninth Street, south on Marion Avenue, west on Dardanella Avenue, north on Christopher Avenue onto Valley View Road. The inbound trip would travel via the same alignment from Valley View Road to the Southwest Transfer Facility.

**Route 14**

**Recommended Route 14**

A newly proposed transit route, Route 14, would provide replacement bus service for most route segments lost through design improvements to Routes 4, 7, and 9. Route 14 would operate from downtown via the East Tenth/11th Street viaducts, serve social service agencies in the Eighth Street area between Franklin and Cliff Avenues, then operate via north on Cliff Avenue, east on Rice Street, south on Cleveland Avenue, east on 26th Street, then south on Bahnson Avenue to the Morningside Community Center where the route would continue as Route 5 inbound to downtown. The inbound Route 14 alignment from the Morningside Community Center to downtown Sioux Falls would operate via the same alignment as the proposed outbound route. Major generators along this proposed route include:

- Social service agencies, including The Banquet and the Bishop Dudley House
- Downtown Sioux Falls
- Smithfield Foods (John Morrell)
- Hy-Vee (Cleveland and Tenth Street)
- Morningside Community Center

**Route 19**

Route 19 connects downtown Sioux Falls with the Walmart Store on 60th Street North in northwest Sioux Falls. Traveling via Western Avenue and Career Avenue. Route 19 provides hourly service on weekdays only. Major trip generators along this route include:

- Downtown Sioux Falls
- Children’s Inn
- PREMIER Event Center
- Southeast Technical Institute
- Jefferson Lines intercity bus station
- University Center

At 7.8 passengers per hour, Route 19 is the second-least productive route in the SAM system. The northwest section of the city served by this route

is characterized by low-density office parks and light industrial development. The area is also not pedestrian-friendly, with limited sidewalk access to most destinations. Long-term infill development along the Career Avenue corridor will generate additional ridership. There are, however, few options to increase ridership in northwest Sioux Falls in the near term.

**Recommended Route 19**

No operational changes are proposed for this route.

**Recommendations Summary**

Figure 11 provides a description of the proposed service parameters, including service frequencies and vehicle requirements by route. Under the proposed service expansion plan, weekday peak period vehicle requirements would increase from the current 17 to 23 vehicles, whereas weekday midday vehicle requirements would increase from the current 12 vehicles to 15 vehicles. The proposed Saturday vehicle requirement would increase by 50 percent from the current 8 vehicles to 12 vehicles.

**Cost**

Figure 12 demonstrates the number of current service hours by route, with the proposed number of service hours by route for both weekdays and Saturday. Weekday service hours would increase from the current 196.5 daily hours to 245.5 daily hours. Saturday hours are proposed to increase from the current 92 hours to 140 hours. On an annual basis the proposed increase would generate additional expense to SAM of \$1,049,000 based on SAM’s current average hourly operating expense. Because the Americans with Disabilities Act service area will expand if these service improvements are adopted, \$1.5 million of funding should be budgeted to support the fixed-route services and paratransit expansion plan that will be generated in the expanded service area.

Figure 11—Proposed Expanded Service Parameters by Service Period

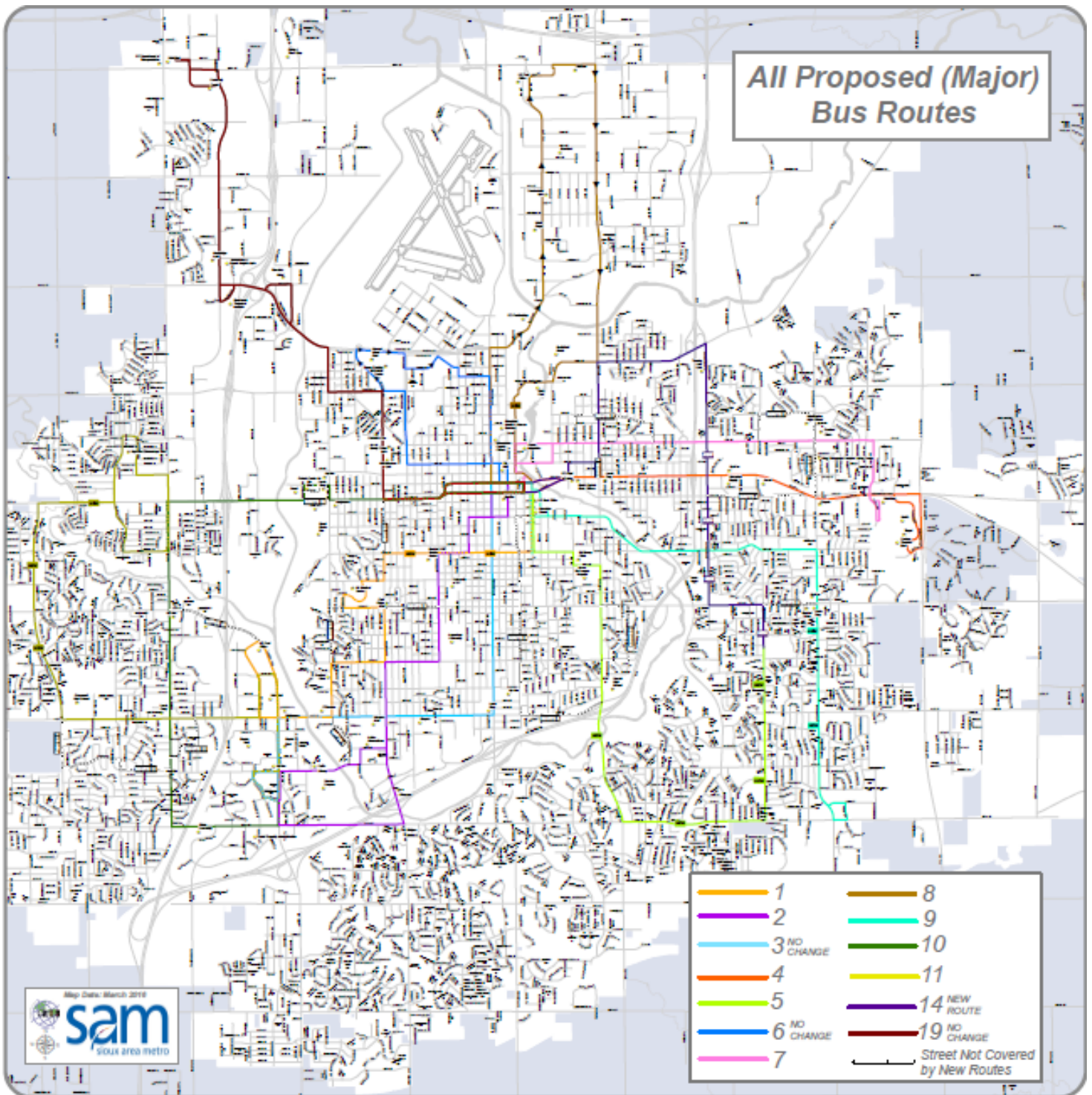
Route	Weekday Service Period	Service Frequency				Vehicles				
		Peak	Midday	Evening	Saturday	Peak	Midday	Evening	Saturday	
1	5:45 a.m. to 6:45 p.m.	35	60	-	60	2	1	-	1	
2	5:45 a.m. to 6:45 p.m.	35	60	-	60	2	1	-	1	
3	5:15 a.m. to 8:45 p.m.	35	30	60	60	2	2	1	1	
4	5:45 a.m. to 8:45 p.m.	35	60	-	60	1	.5	-	.5	
5	5:45 a.m. to 6:45 p.m.	35	60	-	60	1	.5	-	.5	
6	5:45 a.m. to 9:15 p.m.	35	60	60	60	1	.5	.5	.5	
7	5:45 a.m. to 8:45 p.m.	35	60	60	60	2	2	1	1	
8	5:45 a.m. to 6:45 p.m.	45	45	-	-	1	1	-	-	
9*	5:45 a.m. to 8:45 p.m.	35	60	60	60	1	.5	.5	.5	
10	5:45 a.m. to 8:45 p.m.	35	60	60	60	2	1	1	1	
11	6:15 a.m. to 6:45 p.m.	35	30	30	30	1	1	-	1	
14 New!	5:45 a.m. to 6:45 p.m.	35	60	-	60	2	1	-	1	
19	5:45 a.m. to 6:45 p.m.	60	60	-	-	1	1	-	-	
*Route 9 evening service not provided on Sycamore Avenue south of 26th Street						Total Vehicles	23	14	5	12
						Current Vehicle Total	17	12	4	8

**Figure 12—Proposed Service Hours:  
Existing Versus Proposed**

Route	Weekday		Saturday	
	Current	Proposed	Current	Proposed
<b>1</b>	20	20	12	12
<b>2</b>	19	19	11	11
<b>3</b>	28	28	12	24
<b>4</b>	10	28	6	12
<b>5</b>	10	20	5.5	12
<b>6</b>	11.5	11.5	6	6
<b>7</b>	14	11	2	27
<b>8</b>	7.5	6	-	13.5
<b>9</b>	10.5	20	5.5	11
<b>10</b>	21	21	11	11
<b>11</b>	12	18	11	11
<b>14</b>	-	19	-	12
<b>19</b>	14	14	-	-
	196.5	245.6	92	140

## Map 5

This map shows a **proposed route map** for all the proposed changes on the following page. This map should be used to provide the public with an understanding of how current routes will be affected by the proposed improvements.



## Chapter 8—Paratransit Operational Analysis

SAM provides a curb-to-curb paratransit service (door-to-door when necessary) which is available for people who cannot access the fixed-route system because of a disability. In order to use the paratransit service, a person needs to become paratransit-eligible by completing an application and participating in an interview with an occupational therapist. The process may also involve verification of the conditions of the disability from a medical professional. If eligibility is granted, it is required that a ride reservation be made no earlier than ten days prior to the ride and no later than by 5 p.m. the day before the ride is needed. If a rider goes to the same place at the same time every day using paratransit service, a subscription ride can be set up which automatically schedules the rides and no daily reservation is required.

The Americans with Disabilities Act of 1990 requires that a public entity which operates a fixed-route system must provide paratransit to individuals with disabilities at a level of service:

1. Which is comparable to the level of designated public transportation services provided to individuals without disabilities using such system;
- and–
2. In the case of response time, which is comparable, to the extent practicable, to the level of designated public transportation services provided to individuals without disabilities using such system.

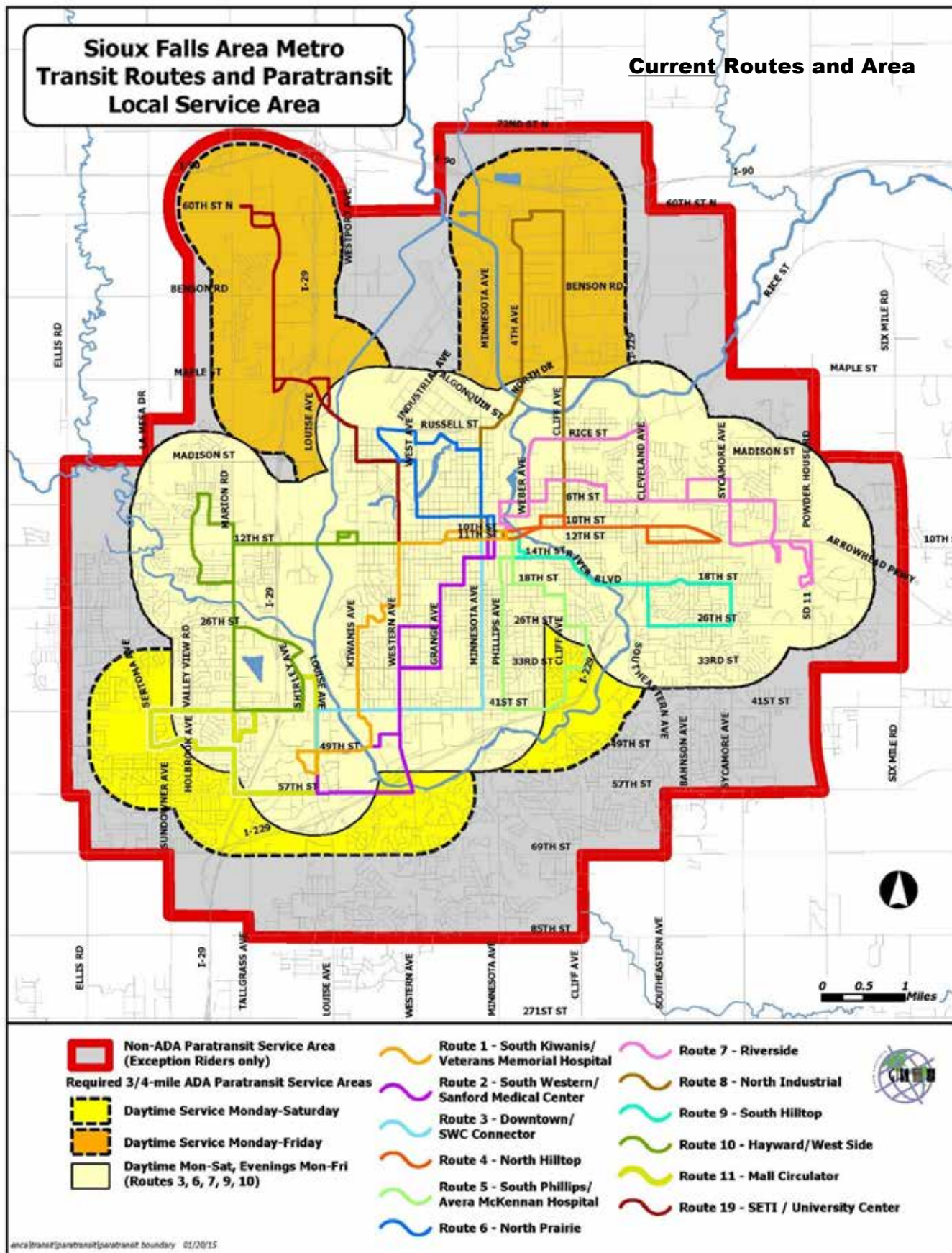
Transit systems shall provide complementary paratransit service to origins and destinations within corridors with a width of three-fourths of a mile on each side of each fixed-route. The established paratransit service area for SAM corresponds to the required area per the ADA guidelines, except that people eligible before January 1, 2015, may ride to destinations within a larger service area (see **Map 6**, Paratransit Service Area.) As fixed routes are expanded, the paratransit

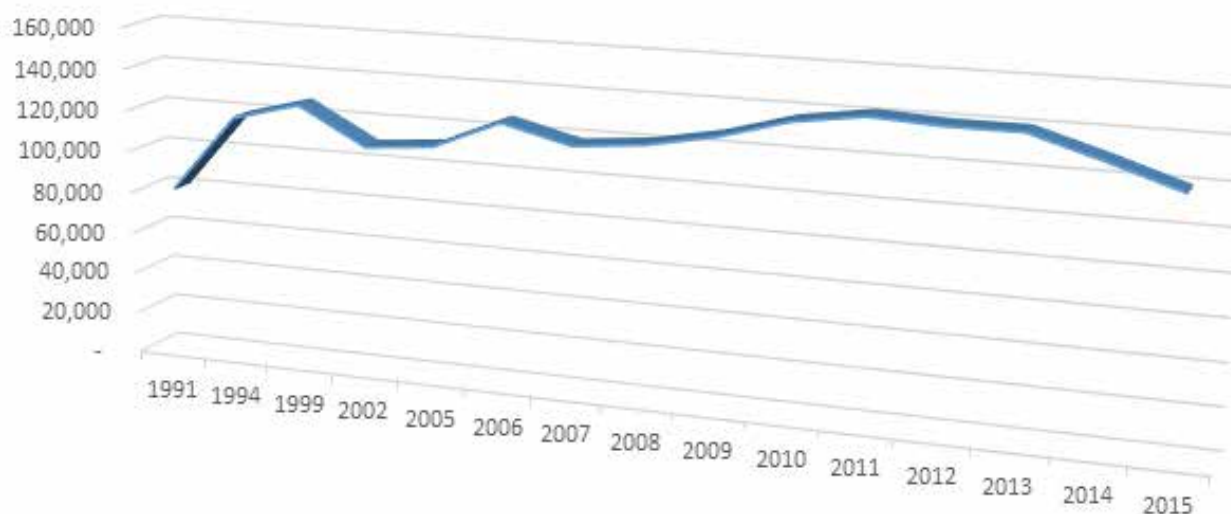
service area would be expanded in conjunction with that.

There are currently 23 paratransit buses. Frequently, all buses are being used during peak ridership times. Paratransit service starts each day at 5:15 a.m. with the last pick-ups scheduled for between 9 and 9:30 p.m., Monday through Friday. Saturday service begins at 7:30 a.m., with the last pickups scheduled at 7 p.m. Ridership on paratransit has begun to decline over the past two years with initiatives in providing agency rides in new ways. **Figure 13**, which follows, shows the paratransit annual ridership trend since 1991.



Map 6



*Figure 13—Paratransit Annual Ridership*

Much of the increase in paratransit during the 1990s was due to increased usage by human service agencies for their day programs. The agency trips have caused a significantly higher-than-normal paratransit rate in Sioux Falls than in other comparable communities (as discussed in Chapter 4). In 2015, almost 50,000 human service agency trips were provided by SAM Paratransit, which accounts for more than 40 percent of all paratransit trips. To bring SAM Paratransit more in balance with other comparable communities and to allow for a more sustainable and improved services, moving agency trips to other transportation methods and/or financing model is critical. See the policies in Chapter 9 for a discussion of methods recommended to move the agency trips.

The agency trips create significant capacity issues for paratransit, especially during the peak weekday periods of 7 to 9 a.m. and 4 to 6 p.m. Because of the need for many group agency trips, SAM has been forced to purchase, operate, and maintain many large paratransit buses with room for seven wheelchair positions. This has created for the greatest efficiencies in completing these group agency trips, but creates a very inflexible fleet during the off-peak hours and causes many situations where large buses are

operating with only one or two people when a van or smaller bus could be used in many situations.

It is necessary to begin to implement cost allocation models that effectively promote the development and delivery of coordinated transportation services for human service transportation programs by promoting shared responsibility and funding for transportation services, increased cost-effectiveness, and increased access for consumers by eliminating duplicative efforts and wasted resources. Implementation of this plan's policies will create a significant step toward this goal.

In 2014, the City Council Transit Task Force identified goals and policies to reduce the costs of Paratransit. Implementation of this plan included the following initiatives to reduce Paratransit ridership:

1. \$10,000 contract for a LifeScape driver  
Result: 4,100 rides/year off Paratransit—cost savings to City of \$115,000/year
2. \$1,500 contract with Active Generations to move rides for Daybreak from Paratransit to Project CAR.  
Result: 300 rides per year off Paratransit—cost savings to City of \$8,700/year

3. CCTS Pilot Project—began in June 2016.  
Result 300 rides per week for 6 months off  
Paratransit—cost savings to City of \$150,000

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## Chapter 9— Transit Development Plan Goals and Strategies

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A Transit Development Program (TDP) provides a clear, comprehensive, and concise strategy for SAM. The TDP builds upon the 2014 City Council Transit Task Force Report recommendations. Therefore, the plan's goals are consistent and are listed below:

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### Goal #1

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**Reduce the cost of paratransit over the next five years from 48 percent of the total budget to 25 percent of the total budget (\$1.8 million reduction in today's dollars)**

#### **New Strategies**

1. June 2016—CCTS pilot project with DakotAbilities and LifeScape work trips, 350 trips per week (200 trips/week DakotAbilities and 150 trips/week LifeScape).
2. September 2016—Show agency day trips completed by SAM Paratransit as a contribution to the State of South Dakota and applicable agencies (DakotAbilities, LifeScape, Southeastern Behavioral).
3. Fall 2016/Winter 2017—Work with the LifeScape, DakotAbilities, and SD Department of Human Services on developing a plan to equitably share the transportation costs of program day trips.
4. Fall 2016/Winter 2017—Implement new Paratransit scheduling and transportation demand-management software to improve scheduling efficiencies and to improve customer service. Improvements to customer service will include calls, texts, or email reminders of Paratransit pick-ups, trip travel update information, and delay information.

5. November 2016—Have City Council consider an agency fare for any agency trip outside of the Paratransit service area (outside the 3/4-mile area).
6. November 2016—Bid out a new contract with CCTS, DakotAbilities, and LifeScape to provide 350 agency trips per week for entire 2017 year. The contract would split the funding 1/3 City, 1/3 FTA 5310 funding, 1/3 agencies.
7. Winter/Spring 2017—Work with SD Legislature to find adequate funding for human service specialized transportation as done in other communities in South Dakota and in other states in the region.
8. January 2018—Move 280 additional agency trips per week off of Paratransit and find new transportation options including CCTS, agency transportation, or volunteer driver transportation. (Total of 630 trips per week off Paratransit since 2016, 377 trips/week DakotAbilities, 253 trips/week LifeScape).
9. January 2018—Agency fares for all agency trips, if CCTS trips are falling well short of projections.
10. January 2019—Move 283 additional agency trips per week off of Paratransit and find a new transportation option including CCTS, agency transportation or volunteer driver transportation. (Total of 913 trips per week off Paratransit since 2016; 556 trips/week DakotAbilities, 357 trips/week LifeScape).
11. January 2019—Agency fares for any agency trip.

### **Maintenance Strategies**

1. Maintain a paratransit system that parallels the SAM fixed-route system to ensure public transportation services are equally provided to all citizens.
2. Continue to provide a City contract for \$5 per ride on Project CAR for any ride that otherwise would need to be served on SAM Paratransit.

3. Continue a contract with LifeScape to provide \$10,000 toward the salary for a driver for day and work trips that otherwise would be on SAM Paratransit. Look at opportunities to expand this contract.
4. Continue to look for opportunities to reduce the cost of Paratransit by looking to improvements in technology, other community examples, and working with private and nonprofit transportation providers.

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### **Goal #2**

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**Increase the fixed-route services by \$1.6 million (in today's dollars) to provide reliable transit services for a majority of Sioux Falls residents.**

### **New Strategies**

1. Implement the strategies of the Comprehensive Route Analysis (COA) as shown in Chapter 7 to improve services to current and prospective customers by 2025.
2. By 2040, plan and begin to implement future transit corridors to adequately serve the City's planned and future growth area as shown on the Map 5 and described in Chapter 7—Comprehensive Operations Analysis.
3. Adjust transit fares every two years to assure that the fares are consistent with recommendations of the City Council Task Force report.
4. Real-Time Fixed-Route App
5. Community Partnerships for additional Fixed-Route Services
6. Increase Fixed-Route Services to the following areas of Sioux Falls
  - a. Sycamore and 57th Street (2015)
  - b. 57th and Minnesota
  - c. 26th and Tea-Ellis
  - d. Better core services (more timely on routes #7 and Route #4) and cross-town routes

## Maintenance Strategies

1. Maintain, and in the long-term, expand the Pass-it-on Program as the best method to provide assistance to people who are trying to “get back on their feet.”
2. Continue to allow Sioux Falls School District high school students to ride SAM buses with a valid school transportation pass to allow the students to complete their trips to and from the high schools.
3. Continue to allow any middle or high school age student to ride on SAM buses for free during summer vacation through the Freedom Pass program.

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## Goal #3

**Foster a community-based collaboration for funding an annual operating budget of \$500,000 per year for a coordinated nonprofit transportation effort to support agency work trips, medical trips, and event trips as a high priority of unmet needs of Sioux Falls.**

1. Develop a one-call transportation point of contact to allow people to provide assistance on their best transportation ride options.
2. Develop a corporate-funded project for event transportation to provide rides home for people with disabilities or for people with disabilities who are not within the paratransit service area.
3. Develop a comprehensive nonprofit transportation system that provides for a coordinated system that efficiently and effectively provides transportation services. This coordinated system should provide for a means to best harness community-based giving.
4. Continue to encourage people to volunteer through Drive-to-Help as a way to increase the volunteer driver pool for Project CAR and Workers on Wheels.

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## Goal #4

**Develop a multi-faceted transit travel training program that helps instruct at least 1,000 people each year on how to ride the bus.**

1. Continue to develop and provide opportunities through a proactive travel training program with SAM and SECOG.
2. Market the Buddy System program with SECOG and Independent Living Choices as an opportunity for paratransit riders to gain more independence and freedom to travel.
3. Train parents, guardians, and caregivers to provide understanding of the opportunities and advantages of fixed-route bus travel.
4. Look for bilingual travel training opportunities and develop travel training information in different languages.

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## Goal #5

**Provide a long-term financial status report to the Public Transit Advisory Board and to the City Council each year as part of the budget process.**

1. An updated long-term financial forecast has been updated as a part of the TDP.
2. Continue to update the long-term financial forecast to provide council with an updated status of financial requirements to maintain a sustainable transit system.

Figure 14—Operational Budget and Revenue Trends

FIXED-ROUTE	1995	2000	2005	2010	2015	Percent Change
Operating Expenses	\$ 1,490,077	\$ 2,094,600	\$ 2,796,045	\$ 3,676,219	\$ 4,515,547	203 percent
Total Revenue	\$ 229,201	\$ 319,369	\$ 378,232	\$ 550,031	\$ 529,006	131 percent
Passenger Trips	524,225	603,279	724,271	937,258	885,143	69 percent
Revenue/ Passenger Trip	\$ 0.44	\$ 0.53	\$ 0.52	\$ 0.59	\$ 0.60	37 percent
Fare Box Recovery Ratio	15.38 percent	15.25 percent	13.53 percent	14.96 percent	11.72 percent	
PARATRANSIT	1995	2000	2005	2010	2015	Percent Change
Operating Expenses	\$ 1,302,303	\$ 1,667,917	\$ 2,225,152	\$ 3,458,003	\$ 3,667,801	182 percent
Total Revenue	\$ 204,516	\$ 259,078	\$ 227,693	\$ 290,548	\$ 242,202	18 percent
Total Passengers	118,604	122,220	112,066	133,736	121,398	2 percent
Revenue/ Passenger Trip	\$ 1.72	\$ 2.12	\$ 2.03	\$ 2.17	\$ 2.00	16 percent
Fare Box Recovery Ratio	15.70 percent	15.53 percent	10.23 percent	8.40 percent	6.60 percent	

## Chapter 10—Financial Plan

Operating expenses have increased significantly over the past 20 years for fixed-route and paratransit services. However, there has been very little increase in revenue over that same time period. In 2015, transit fares were raised for the first time in 20 years. Periodic fare increases should be reviewed every two or three years to determine if certain fares should be increased. It was recommended by the Transit Task Force to increase monthly fixed-route fares in the next one to two years. Also, SAM should continue to prudently advertise on buses.

### Capital Plan

As mentioned earlier, earmarks funded transit capital for many years in Sioux Falls at about 80 percent of the funding needs. Between 2001 and 2012, Sioux Falls received an average of \$1.2 million per year. With the loss of earmarks, this funding has been significantly cut.

Replacement and new vehicles have been included in the 15-year financial forecast that is discussed more below. The amount of \$300,000 per year from FTA 5339 funds have been included to help fund vehicle costs, but it is projected to cover only 20 percent of the overall vehicle costs for the system. The City of Sioux Falls has included \$750,000 from the second penny sales tax to help with a majority of the capital costs. Any remaining costs will be funded within the SAM transit fund. Below are other large capital projects that must be addressed during the plan period:

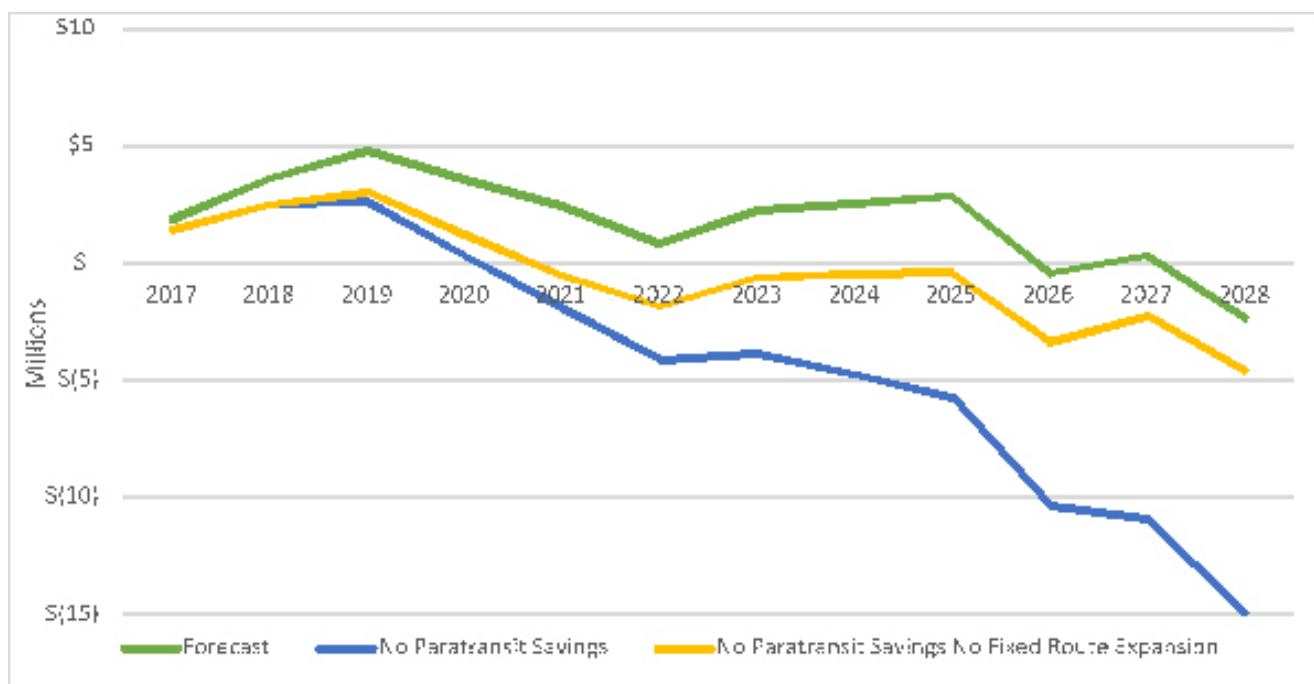
#### 1. Downtown Bus Stop

In 2017 the Downtown Bus Stop (Transfer Facility) will be renovated for \$1.4 million to replace the canopy and renovate the exterior of the building.

#### 2. Bus Garage and Office

Future projects that must be considered include “the bus garage and offices renovation and expansion project,” which has been difficult to determine funding. A space needs study will be

Figure 15—Forecasted Transit Fund Balance



completed in 2017 to determine a project that will be feasible to funded and then phased in over the next 10 to 15 years.

**10-Year Financial Forecast**

SAM and the City of Sioux Falls have put together a ten-year financial forecast that has helped determine the future strategies for Transit. Figure 14 helps illustrate what will occur if the City and SAM do not address two major challenges:

1. High agency trip costs
2. Demand for increased services

If SAM does not reduce agency trips costs by \$1.8 million, expansion of the fixed-route system will not be able to occur over the foreseeable future. In fact, if agency trips costs are not reduced, SAM’s transit fund is projected to be in a deficit position by the year 2020. If agency trip costs are reduced as planned, then a \$1.5 million increase of the fixed-route system

can be implemented by the year 2022. One long-term challenge is that capital costs will become a major issue again beginning in 2026. It is recommended that the City look for alternative funding sources to help with the large long-term capital funding needs that are projected. Figure 15 details the forecast of three transit fund balance scenarios. For the full ten-year Financial Forecast, see the Appendix.

## Chapter 11—Marketing Plan and Incentives

SAM services cannot be marketed as any other product. As found in the 2014 Market Research Study, very few people will ride the transit system when they have a choice of an operational motor vehicle. However, we do know that many people cannot drive a motor vehicle either because they cannot afford a vehicle or because they are unable to operate a vehicle because of a disability or mobility limitation. The current marketing plan for SAM includes the following objectives:

- Attract and retain riders.
- Build community and local business support.
- Expand the transit system’s influence on the public as a beneficial community service.
- Promote the inherent sustainability aspects of the transit system.
- Shift paratransit riders to the fixed-route system to decrease per-ride expense.

As recommended within the strategies of this plan, a concerted effort should then be made to focus on travel training and a buddy system program. Travel training, with a hands-on-approach, can help make new prospective transit riders more comfortable with the idea of riding the transit system and therefore, much more likely to use the transit system. For paratransit riders, the buddy system is a great tool to use to provide intensive training for very specific trips. The buddies are trained to provide this training and are most likely to help people that want to try the fixed-route system. Transit buddies should also train parents and guardians of paratransit riders and to help them feel more comfortable in understanding the transit trip.

Any traditional marketing methods should be done in a prudent manner. For example, recently new bus stop signs were added to the bus routes to improve the awareness of the bus system to the public and

to riders. Marketing methods should be done in a way that reaches the audience that is intended. One marketing approach could be to focus on public safety announcements. For example, improving the community awareness of the bus system and importance to be safe when following the buses. This could focus on the need for safety of the system while also providing awareness of the system itself.

The Market Research Study indicated that employers would be difficult to sell on incentives that will encourage employees to use the bus system. Therefore, incentives should be provided to targeted employers and organizations that would most benefit from incentives. For example, Augustana University and the City of Sioux Falls agreed to a college/university transit program that allows any student or employee of Augustana to ride free with a student/employee pass. This pass is allowed at an overall discounted price of \$0.85 per ride, and the university pays every semester. This partnership has worked well and could easily be done with other educational institutions or businesses.

In downtown, parking is many times paid by the employer as an incentive. An alternative incentive that has been successful is called “parking cash out” programs. In this case, the employer instead provides the employee with a bus pass and then the employer pays out to the employee the cost of the parking to the employee each month as an incentive to ride the bus system. This incentive should be looked at as a possible incentive in downtown and perhaps in the Avera and Sanford hospital areas.

Citibank has started a program called “SAMBassador.” It includes a “tool kit” for distribution to its employees. The program was developed by a Citibank employee who is also a member of PTAB. The idea is that transit-riding employees can encourage other employees to ride the bus by being a resource about ways to ride the bus. The SAMBassador becomes the in-house expert for bus riding and helps make employees feel more comfortable about learning how to ride. The SAMBassador program is easily transferable to other



business and should be a very inexpensive and easy program to implement. Other businesses should be encouraged to start their own SAMbassador program in the future.

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## Chapter 12— Other Community Transportation Options

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The policy for coordinated nonprofit transportation is a very important method to help fill some of the unmet needs that cannot be provided by public transportation. Some of the current volunteer driver programs need to be expanded through Drive-to-Help, a volunteer driver recruitment program. Drive-to-Help, with continued support, can provide Project C.A.R. and Workers on Wheels with valuable volunteer drivers to be able to expand services into the future.

A nonprofit transportation provider has not been available in Sioux Falls. This has made it difficult for nursing homes, human service providers, and other nonprofit agencies to find affordable transportation for their clients. Community Coordinated Transportation Services (CCTS) has just recently begun providing transportation services for LifeScape and DakotAbilities. This coordinated transportation service has the capability to provide more services into the future in areas that public transportation cannot provide because of budget limitations.

SAM operated a trolley for about 14 years. To help trim the capital and operating budget, the trolley was discontinued as a SAM service. As a method to keep trolley services in Sioux Falls, the City contracted with Stellar Limousine for operation and management of the trolley. Without this private/public contract, the trolley would not have been available to the public. This includes a partnership with Downtown Sioux Falls to maintain a downtown trolley circulator route.

For about 20 years, SAM had operated four school “tripper” routes. These tripper routes were open to the public, but because all destinations were high schools, a significant number of school students rode the tripper buses. The tripper services were discontinued in May of 2016 to again trim the transit capital and operating budgets. Instead, School Bus Inc. is operating the high

school tripper routes. In return, the Sioux Falls School District and SAM agreed to allow any high school student with a tripper ticket to be allowed to ride SAM for free.

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## Chapter 13— Public Involvement

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The following methods were used to gain public input during the construction of the Transit Development Plan:

1. Stakeholder meeting comments from July 21, July 22, and July 23 meetings. Below are some of the comments provided during this meeting:
  - a. Can transit expand or change routes to expand to the Westport corridor? *Answer: This would likely not be a productive ridership route with very little density along this route and with Route 19 fairly close by.*
  - b. Business partnerships should be investigated for transit? *Answer: Good point. This will be included in the Marketing Section of the plan.*
  - c. Free parking is a detriment to transit. *Answer: Incentives by businesses to cash out an employee's parking benefit should be explored and included in the incentives section.*
  - d. Methods to reduce paratransit expenses should be explored further. *Answer: Being open to other future solutions should be included within the strategies.*
  - e. A hotel tax should be looked at that could benefit transit. *Answer: New financing methods may need to be looked at for human service transportation and long-term transit funding.*
  - f. Medicaid funding is available in other states for nursing homes and others, why not here? *Answer: This is a very good question that should be investigated further with the State of South Dakota—added to strategies.*
  - g. Why does Transit have such big vehicles? *Answer: A common misperception is that*

*transit vehicles are always empty. Many of the vehicles have significant ridership during peak hours. Therefore, the larger buses are needed during a portion of the day.*

- h. The former Transit Route 12 was set up to fail and should be looked at in the future. *Answer: This might be true to the degree that very little service was added to this area when it was in operation. In addition, this area was not yet dense enough with population and employment for this service to succeed. This area would be planned to have resumed service in the long-term when density in the area is much greater.*
  - i. Is travel training working? *Answer: Travel training has been successful to the point which training sessions have been used by the public. The challenge is getting people to agree to the sessions. More work needs to be done here.*
  - j. All transit stops have to be announced by the driver—which did not happen on the day of this meeting. *Answer: Agreed, this has been stressed to all SAM drivers again and will continue to be a point of training.*
  - k. There was a tripper bus for LifeScape in the past. *Answer: This is good to know that it worked in the past. This would be a very good way to lower Paratransit costs in the future too.*
  - l. What about expanding transit service south of 57th Street? What about creating a shuttle bus from the Southwest Transfer Facility to provide service to that area? *Answer: The density of population and employment south of 57th Street at this point is not high enough to warrant transit service. However, in the long-term, transit service in areas along Veteran’s Parkway will be needed. Other nonprofit and private transit providers should be looked for service in the interim.*
  - m. Making the fixed-route system more understandable to ride is very important. *Answer: Agreed, and this will continue to be a major emphasis in the marketing of the Transit system.*
  - n. Parents of Paratransit riders need travel training on the possibilities and advantages of riding the fixed-route system. *Answer: Agreed, this needs to be included as part of the travel training program and buddy system.*
  - o. Fixed-route buses need additional wheelchair spots to avoid wheelchairs from being left at the bus stop. *Answer: This very difficult to provide with the way fixed-route buses are configured. Instead, we believe that increases in transit frequency and service coordination would help alleviate this issue.*
  - p. There is a need for bilingual travel training. *Answer: This is a good point and will be included in the plan as a strategy.*
2. Paratransit Stakeholder Meeting—September 20
  3. MPO meetings—CAC, TAC, and UDC meetings—September 14 and 15
  4. Open House—Library—September 28. Approximately 30 people attended. Below are some of the comments: Recycle Bus Stop Signs. *Answer: Bus Stop signs will be reused when routes are changed.*
    - a. Maps need to be more understandable. *Answer: The route maps are very difficult to understand with the loop routes. With changes to routes, we believe that the route maps will also be easier to understand. Also, we continue to work on making route maps easier to understand through digital maps and Google Transit.*
    - b. Grocery Stores. *Answer: Grocery Stores are served in most areas of town, but there are still some stores that are not able to be*

served because of funding constraints and/or routes that would not have adequate density to generate adequate ridership.

- c. Route 6 needs a new name. It now runs on North Prairie for only one block. Maybe it should be Premier Center. *Answer: We will review this request to determine if feasible.*
  - d. More color coded/identified routes might aid instruction and visibility. *Answer: We will continue to look for methods that help with travel training of the bus system and help make routes more understandable.*
  - e. We should not be charging for transfers. *Answer: A transfer should not be an issue as long as riders understand that they can purchase a one-day pass for the same price as two rides (\$3).*
  - f. The City should provide bus passes for employees who live with 5 to 10 blocks of a bus route (downtown employers and landlords too) and expect them to ride at least two days a week. Also, make fewer parking spaces available. *Answer: As a promotion to get people to try the bus, this could be an option as a partnership with businesses. Parking is a zoning ordinance issue.*
  - g. Ask businesses to post their bus route number on their doors and in their ads. *Answer: This could be a part of a transit/business partnership plan.*
  - h. Have a high school class make a video about how kids can ride the SAM buses. *Answer: Good idea. We will check with school district.*
  - i. Encourage paratransit riders to ride fixed-route system through buddy system program. *Answer: We have started a bus buddy program that we hope will help.*
  - j. Print a system-wide guide and not just route by route maps to help make transfers.
- k. I have found Google transit less than reliable with other systems (Haven't tried it here). *Answer: We agree that in some minor instances it is not reliable. We will make sure that we keep it up to date and provide other map options.*
  - l. I am concerned with changes to Route 5 that will not provide access to Susan B. Anthony, Patrick Henry, and McKennan Park. *Answer: Susan B. Anthony will have good access via Route 3. Patrick Henry will have the same walking distance with the new route as the old route 5. McKennan Park is three blocks' walking distance with new route vs. two blocks' walking distance with old Route 5.*
  - m. Bidirectional routes should go a long way to simplify system and encourage new ridership. *Answer: We agree.*
  - n. Project C.A.R. is limited to members of certain churches and contract groups. *Answer: Yes that is true, but additional contract groups could be possible into the future, with more volunteer drivers.*
  - o. Bring back Sunday service. *Answer: Sunday service is not viable financially for the system at this time and into the near future.*
5. Open House—Downtown Bus Stop—September 29. Approximately 35 to 40 people visited with staff from 2 to 5:30 p.m. Below are some of the comments heard:
- a. Many comments were heard that liked many of the proposed route changes.
  - b. Two comments were heard that riders were worried about some of the route changes, including the following.

- i. Route 5 not going down east 41st Street and Phillips Avenue
  - ii. A few riders were worried about existing routes not covering exactly the same area and causing additional walking for them. For example, one lady was concerned with taking east 41st Street and Phillips Avenue off of Route 5 because it would cause an additional three- to four-block walk for her.
6. PTAB review and recommendation—September 26
7. City Council Informational—November 1
8. City Council Adoption—November 8

The comments from the stakeholder meetings and the open houses were addressed in the plan as indicated above. The Public Involvement Plan is included in the attachments.

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## Appendixes

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**Regional Transit Comparable Tables**

**Transit Ten-Year Financial Forecast**

**Public Involvement Plan**

# Appendix 1—Regional Transit Comparable Tables

## Transit Comparable Statistics for Revenue (2014)

Source: National Transit Database (FTA)

	Urbanized Population	Paratransit Operating \$	Fixed-Route Operating \$	State Govt Revenue	State Revenue Rank	Federal Govt Operating Revenue	Fare Revenue	Fare Box Recovery	Local Govt Operating Revenue	Local Govt spending per capita
Sioux City	106,600	\$ 396,400	\$ 3,807,800	\$ 713,308	Medium	\$ 1,358,000	\$ 980,000	23.31%	\$ 128,000	\$ 1.20
Rochester, MN	107,700	\$ 826,500	\$ 6,339,000	\$ 2,861,000	High	\$ 1,783,000	\$ 2,097,000	29.27%	\$ 349,000	\$ 3.24
St. Cloud	110,600	\$3,049,000	\$ 6,907,000	\$ 5,559,667	High	\$ 2,254,000	\$ 2,088,000	20.97%	\$ 840,000	\$ 7.59
Appleton WI	216,000	\$2,270,600	\$ 5,520,500	\$ 2,309,629	High	\$ 2,905,000	\$ 1,496,000	19.20%	\$ 1,768,000	\$ 8.19
Green Bay	206,000	\$1,253,200	\$ 6,254,800	\$ 2,219,546	High	\$ 2,174,000	\$ 1,191,000	15.86%	\$ 1,748,000	\$ 8.49
Rapid City	81,200	\$1,112,100	\$ 986,200	\$ 28,425	Low	\$ 900,000	\$ 428,000	20.40%	\$ 742,000	\$ 9.14
Fargo	176,000	\$1,425,900	\$ 5,706,300	\$ 724,644	Medium	\$ 2,241,000	\$ 864,000	12.11%	\$ 1,816,000	\$ 10.32
Boise	349,700	\$1,370,600	\$ 8,187,600	\$ -	Low	\$ 4,694,000	\$ 971,000	10.16%	\$ 3,905,000	\$ 11.17
Duluth	86,200	\$ 808,100	\$ 13,293,700	\$ 8,728,250	High	\$ 1,300,000	\$ 2,670,000	18.93%	\$ 1,258,000	\$ 14.59
Pueblo	136,500	\$ 864,800	\$ 4,148,700	\$ -	Low	\$ 1,965,000	\$ 681,000	13.58%	\$ 2,184,000	\$ 16.00
Peroia, IL	266,000	\$3,173,000	\$ 18,355,127	\$ 16,314,000		\$ 1,543,000	\$ 1,881,000	8.74%	\$ 4,862,000	\$ 18.28
Omaha	725,000	\$2,923,500	\$ 24,050,700	\$ 2,206,194	Medium	\$ 5,331,000	\$ 4,612,000	17.10%	\$ 14,508,000	\$ 20.01
Billings	114,700	\$1,302,800	\$ 3,847,900	\$ 14,017	Low	\$ 2,171,000	\$ 499,000	9.69%	\$ 2,301,000	\$ 20.06
Cedar Rapids	177,000	\$ 701,100	\$ 7,128,400	\$ 820,326	Medium	\$ 2,934,000	\$ 1,082,000	13.82%	\$ 3,616,000	\$ 20.43
Topeka	150,000	\$2,018,800	\$ 5,279,900	\$ 724,424	Medium	\$ 2,186,000	\$ 1,416,000	19.40%	\$ 3,219,000	\$ 21.46
Lincoln	258,000	\$1,356,500	\$ 9,407,000	\$ 995,520	Medium	\$ 1,903,000	\$ 2,163,000	20.10%	\$ 5,995,000	\$ 23.24
Des Moines	450,000	\$2,667,200	\$ 21,075,000	\$ 1,602,000	Medium	\$ 5,272,000	\$ 7,237,000	30.48%	\$ 11,076,000	\$ 24.61
Sioux Falls	173,000	\$3,751,500	\$ 4,234,900	\$ 46,000	Low	\$ 2,686,000	\$ 797,000	9.98%	\$ 4,274,000	\$ 24.71
Fort Collins	264,500	\$1,196,300	\$ 10,257,600	\$ -	Low	\$ 797,856	\$ 1,365,000	11.92%	\$ 8,966,000	\$ 33.90
Madison	401,000	\$2,196,200	\$ 44,909,200	\$ 16,690,879	High	\$ 6,338,000	\$ 13,319,000	26.19%	\$ 17,151,000	\$ 42.77

# Appendix 1—Regional Transit Comparable Tables

## Transit Comparable Stats (2014)

Source: National Transit Database (FTA)

Transit System	Urbanized Population	Service Area sq mi	Paratransit Ridership	Paratransit ratio to Pop	Fixed-Route Ridership	Fixed-Route ratio to pop	Paratransit % of Fixed	Paratransit Operating \$	Paratransit Cost per Ride	Paratransit per capita spending	Para Hours of Service	Para Rides Per Hour
Sioux Falls	173,000	64	132,000	0.76	955,400	5.52	13.82%	\$3,751,500	\$28.42	\$21.68	53,134	2.48
Fargo	176,000	45	53,900	0.31	1,741,500	9.89	3.10%	\$1,425,900	\$26.45	\$8.10	26,411	2.04
Billings	114,700	34	51,200	0.45	620,700	5.41	8.25%	\$1,302,800	\$25.45	\$11.36	12,859	3.98
Sioux City	106,600	54	19,100	0.18	1,094,700	10.27	1.74%	\$396,400	\$20.75	\$3.72	12,375	1.54
Des Moines	450,000	163	140,000	0.31	4,309,600	9.58	3.25%	\$2,667,200	\$19.05	\$5.93	47,092	2.97
Des Moines (taxi)			9,200					\$210,400	\$22.87		3,940	2.34
Cedar Rapids	177,000	78	46,700	0.26	1,255,900	7.10	3.72%	\$701,100	\$15.01	\$3.96	16,800	2.78
Pueblo	136,500	39	54,300	0.40	1,009,900	7.40	5.38%	\$864,800	\$15.93	\$6.34	20,998	2.59
Duluth	86,200	70	28,000	0.32	3,107,300	36.05	0.90%	\$808,100	\$28.86	\$9.37	18,705	1.50
St. Cloud	110,600	29	128,100	1.16	2,146,900	19.41	5.97%	\$3,049,000	\$23.80	\$27.57	40,933	3.13
Appleton WI	216,000	117	156,600	0.73	1,114,700	5.16	14.05%	\$2,270,600	\$14.50	\$10.51	39,149	4.00
Green Bay	206,000	90	55,500	0.27	1,429,200	6.94	3.88%	\$1,253,200	\$22.58	\$6.08	23,162	2.40
Madison	401,000	72	54,500	0.14	15,492,300	38.63	0.35%	\$2,196,200	\$40.30	\$5.48	23,572	2.31
Madison (contract)			213,900					\$4,565,900	\$21.35		88,414	2.42
Rapid City	81,200	42	79,300	0.98	287,600	3.54	27.57%	\$1,112,100	\$14.02	\$13.70	25,750	3.08
Topeka	150,000	58	41,100	0.27	1,204,400	8.03	3.41%	\$2,018,800	\$49.12	\$13.46	17,150	2.40
Topeka (taxi)			22,800					\$344,900	\$15.13		5,716	3.99
Omaha	725,000	178	120,600	0.17	4,043,600	5.58	2.98%	\$2,923,500	\$24.24	\$4.03	58,322	2.07
Lincoln	258,000	88	36,500	0.14	2,436,500	9.44	1.50%	\$1,356,500	\$37.16	\$5.26	17,901	2.04
Lincoln (taxi)			22,700					\$620,300	\$27.33		6,186	3.67
Rochester, MN	107,700	51	41,900	0.39	1,667,900	15.49	2.51%	\$826,500	\$19.73	\$7.67	14,947	2.80
Boise	349,700	66	57,700	0.16	1,408,400	4.03	4.10%	\$1,370,600	\$23.75	\$3.92	29,243	1.97
Fort Collins	264,500	54	34,600	0.13	2,611,600	9.87	1.32%	\$1,196,300	\$34.58	\$4.52	17,643	1.96
Peoria Ill	266,000	105	146,011	0.55	3,330,811	12.52	4.38%	\$3,172,982	\$21.73	\$11.93	64,535	2.26





## Appendix 3—Public Involvement Plan

Project: 2016 Sioux Falls Transit Development Plan

UDC Meeting Date: 03/10/2016

### Project Specific Public Participation Plan The Sioux Falls MPO “Seven Step Process”

Public involvement should not merely be conducting public meetings to meet federal regulations, but rather, public involvement should consist of providing access to information and addressing stakeholder’s concerns. Doing so may have an effect on the outcome of decisions. Therefore, prior to the development of any transportation product, staff should implement the following seven-step process, review each step’s corresponding section in the PPP, and design a public participation plan specific to the product.

**Step 1 Goals:** What is the public participation goal?

Resolution of Issues and Policies (see pages 5-6 of the PPP)

**Step 2 Stakeholders:** Who are the stakeholders?

Stakeholder meeting groups will include: human service advocates, social service advocates, SAM Ridership Committee, employers, fixed-route riders, and paratransit riders. The general public will be invited to an open house. PTAB and MPO committees will review and recommend approval of the plan. City Council will approve the plan. +

**Step 3 Methods:** What public participation methods for interacting with the public will be utilized?

Various stakeholder meetings to gain input on aspect of Plan, Presentation of Sioux Falls Transit Development Plan content to PTAB, City Council, and the MPO Committees. Plan available for review on City Website, Sioux Falls MPO Website.

**Step 4 Notification:** What notification techniques will be used to inform the public?

Local media release, letters or e-mail notifications to the PTAB, MPO Committees, and Interested Parties, and the City and Sioux Falls MPO Websites.

**Step 5 Implementation:** Where, when, and how will the public participation techniques be implemented?

An open house will be held at an accessible facility with access to public transportation and will take place when public transportation is in service. Notices will be posted or printed with adequate advance notice. Sign-in sheets will be available at meetings to collect a list of interested parties and contact information.

**Step 6 Evaluation:** What documentation will the plan or product include to fulfill the identified participation goals and objectives?

A public participation section will be included in the plan detailing how Steps 1-5 were completed including documentation of specific public participation techniques that have been completed.

**Step 7 Incorporate:** How will the participation documentation be reviewed, and how will any necessary changes to the plan or product be made?

Staff and PTAB will analyze public comments and incorporate changes to the Plan as appropriate.

**Outcome or Decision:** Who recommends and approves the plan or product? What is the significance of the approval of the plan or product? (Refer to Step 1)

Recommendations shall be provided by PTAB, CAC, TAC, and UDC. The Plan will be approved by Sioux Falls City Council. Approval of the Plan by City Council will require that the City and Sioux Area Metro implement plan policies and recommendations.



