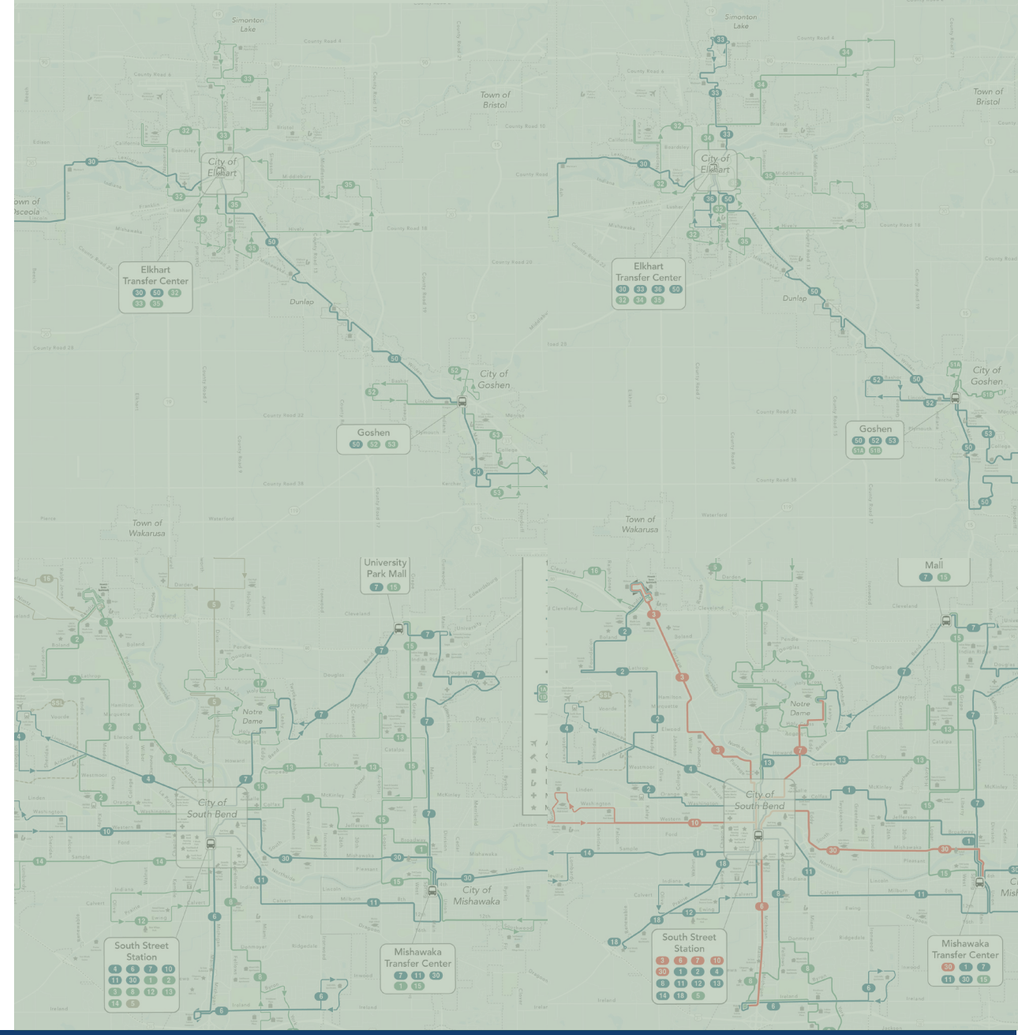
CONNECT

MOVING COMMUNITIES TOGETHER

Final Recommendations Report

MACOG
Michiana Area Council of Governments

transpo



CONNECT Transit Plan:
Final Recommendations Report

MARCH 2023

Michiana Area Council of Governments
227 W. Jefferson Blvd.
11th Floor County-City Bldg.
South Bend, IN 46601
www.macog.com

South Bend Public Transportation Corporation (Transpo)
1401 South Lafayette Boulevard
South Bend, IN 46613
www.sbtranspo.com

Report prepared by

JARRETT WALKER + ASSOCIATES

KARNERBLUE
STANHOPE CONSULTING
Our Business is Public Participation
PACT
Visions GPS Branding LLC.
Navigating Your Brand

RESOLUTION NO. 07-2023

A RESOLUTION OF THE BOARD OF DIRECTORS OF THE SOUTH BEND PUBLIC TRANSPORTATION CORPORATION, SOUTH BEND, INDIANA, APPROVING THE CONNECT TRANSIT PLAN

WHEREAS, the Transpo and MACOG undertook a Comprehensive Operational Analysis, known as the CONNECT Transit Plan, with Jarret Walker & Associates to study the transit systems serving South Bend, Mishawaka, Elkhart and Goshen; and

WHEREAS, the extensive process included three rounds of public engagement resulting in the Choices Report, Concepts Report and Draft Recommendations Report. The final round of public engagement resulted in additional recommendations for the final CONNECT Transit Plan report; and

WHEREAS, the final report includes recommendations for the Short Term Network (budget neutral) and Additional Funding Network. The project team recommends the Transpo Board of Directors approve the CONNECT Transit Plan.

NOW, THEREFORE, be it hereby resolved by this Board of Directors the recommendations in the final report provided by Jarrett Walker & Associates for the Short Term and Additional Funding Networks be approved.

Introduced by: Amy Hill
Staff Member

Introduced: 3/20/23

Passage: 3/20/23

Ayes: 7 Nays: 1 Not Voting: 0 Absent: 1

Signed this 20th day of March, 2023 by the Chairperson, Vice Chairperson and Secretary of the Board of Directors of the South Bend Public Transportation Corporation, South Bend, Indiana.

Jill Scicchitano, Chairperson
Board of Directors

Milt Lee, Vice-Chairperson
Board of Directors

Attest: Lori K Hamann
Lori K. Hamann, Secretary

RESOLUTION NO. 16-23
A RESOLUTION ENDORSING THE CONNECT TRANIT PLAN
FINAL RECOMMENDATIONS REPORT

WHEREAS, the Michiana Area Council of Governments (MACOG) and the South Bend Public Transportation Corporation (Transpo) undertook a Comprehensive Operational Analysis, known as the CONNECT Transit Plan, with Jarrett Walker + Associates to study the transit systems serving South Bend, Mishawaka, Elkhart, and Goshen; and

WHEREAS, the extensive process included three rounds of public engagement resulting in the Choices Report, Concepts Report, and Draft Recommendations Report. The final round of public engagement resulted in additional recommendations for the CONNECT Transit Plan Final Recommendations Report; and

WHEREAS, the final report includes recommendations for the Short Term Network that uses existing levels of transit funding and the Additional Funding Network that demonstrates how a higher level of transit investment could be utilized. The project team recommends the Policy Board approve the CONNECT Transit Plan.

BE IT THEREFORE RESOLVED, the MACOG Policy Board endorses the final recommendations report provided by Jarrett Walker + Associates for the Short Term and Additional Funding Networks.

IN WITNESS WHEREOF, this Resolution has been adopted on this 12th day of April, 2023.

Michiana Area Council of Governments

Mark Senter, Policy Board Chair

TABLE OF CONTENTS

1 Introduction

What is CONNECT?

A Regional Transit Plan

CONNECT: Moving Communities Together is a collaborative regional transit planning initiative to

- evaluate the existing fixed-route transit systems in the region, specifically the Interurban Trolley and Transpo networks;
- consider a range of mobility options to design an improved transit network;
- engage the public, stakeholders, and elected officials in a conversation around trade-offs between different goals and priorities for transit to guide the process; and
- develop a 10-year plan for improvements to the transit network guided by the engagement process and data analysis.

This regional transit plan is **a collaborative effort to decide where bus service should go, when it should run, and how frequently it should operate**. This project is a collaboration between the Michiana Area Council of Governments (MACOG), which administers the Interurban Trolley primarily within Elkhart County, and the South Bend Public Transportation Corporation (Transpo) which operates primarily within South Bend and Mishawaka. This process will engage riders, the general public, and key stakeholders in conversation about how the region's transit network should serve its residents, businesses, and visitors.

Today's bus network is the result of decades of cumulative small changes and adjustments. The resulting network may not be meeting the goals and priorities of today's residents, employers, and institutions. Redesigning the Transpo or Interurban Trolley networks is an opportunity to review existing and potential transit demand and need, and to design a network that meets those demands and needs most effectively. It is also a key opportunity to carefully think through and weigh competing goals for transit, and whether the level of investment in transit is sufficient to meet the community's overall goals and priorities.

Redesign does not mean changing every bus route and stop. The key point is that thinking is not constrained by the existing network. Where the analysis suggests that existing service patterns make sense, those elements would be retained. Ultimately, the goal is a network designed for the region of today and tomorrow, not one that's based solely on the past.

Where have we been?

Transpo and MACOG have completed all three steps in the planning process shown in Figure 1. In February 2022, a Choices Report was released. It analyzed the existing transit service and raised key choices about trade-offs that must be considered when designing a transit network. The information in the Choices Report was used for public meetings, surveys, and outreach for the "Choices Phase" of the CONNECT Transit Plan.

Based on the responses from the "Choices Phase" the study team developed four Conceptual Alternatives and released the Concepts Report in June 2022. The four concepts showed how different goals and different investment levels led to different outcomes.

The four concepts were the focus of the "Concepts Phase" of engagement in the Summer of 2022. Based on the feedback provided by the public the Transpo and MACOG Boards provided policy direction to guide the Draft Recommendation Report.

The Draft Recommendations Report was released in December 2022 and presented at public meetings in December and January. MACOG, Transpo, and the consultant team conducted surveys and public outreach meetings to gather comments and feedback to inform the 'Final Plan'

What is the Purpose of This Report?

The **Final Plan** Report is the last step in **CONNECT** and it describes final recommendations for the Short-Term and Additional Funding Networks for the four communities in the region, as well as associated recommendations to accompany those networks.

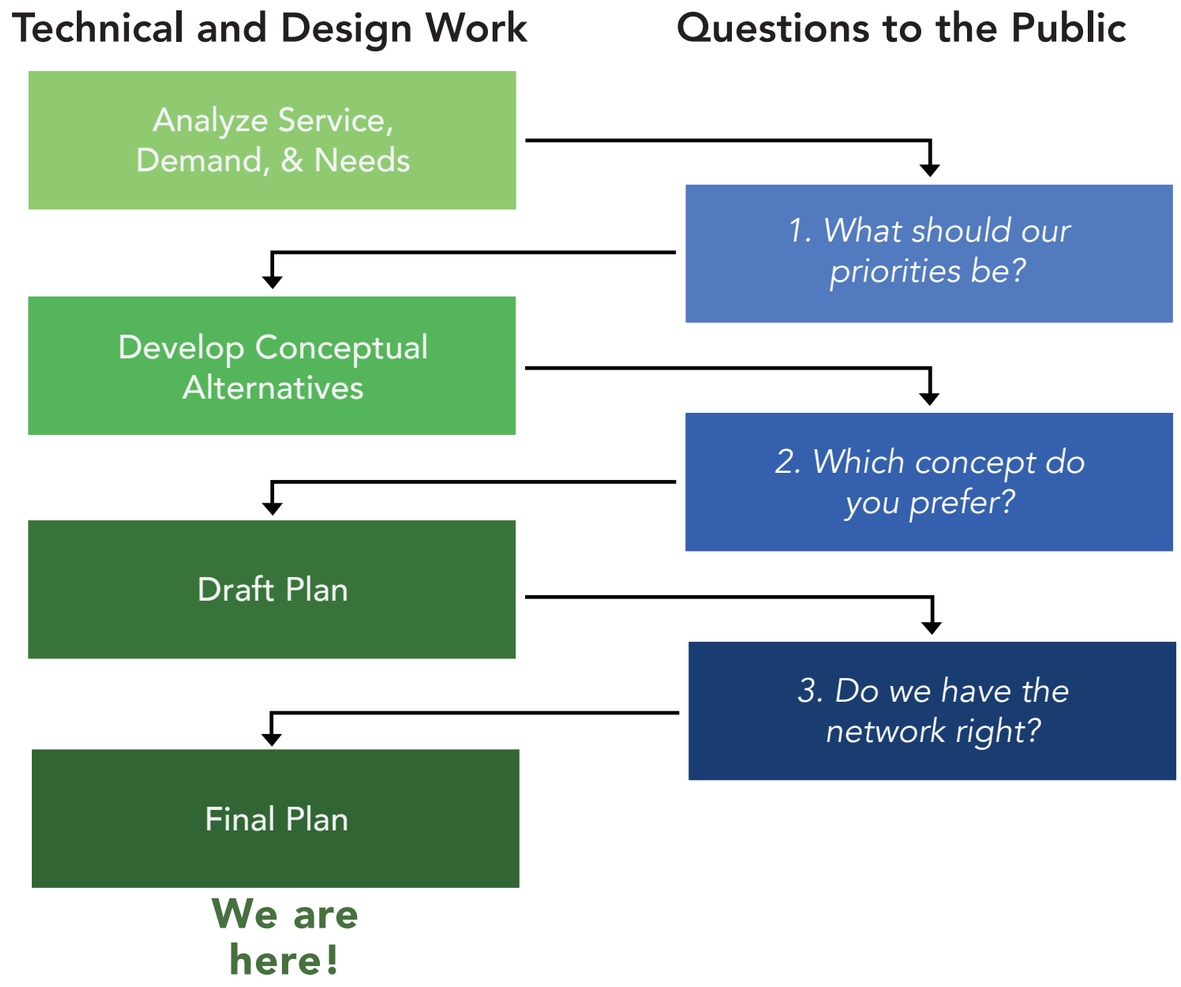


Figure 1: The process of technical work and public engagement that will guide CONNECT.

What is in this Report?

How to Use This Report

This Final Recommendations Report shows two recommended networks for the four communities in the region:

- Short-Term Network that shows how to spend the existing budget for transit in each community; and
- Additional Funding Network that shows how a higher level of investment in transit could drastically improve service and help the region meet key goals such as improving access to jobs by transit, encourage higher transit ridership, and support dense and walkable development, among other goals.

We suggest that you take the following steps in reading this report:

- If you haven't already, read and consider the goals for transit described in the Choices Report or Concepts Report.
- **Look at the detailed network maps of each network. Find the places you care about, and notice which routes go by there.** Note the colors of the routes, which represent their frequencies and their spans of service each day and each week. Note where else those routes go.
- **Note that the bus route numbers in these networks may be very different from the existing numbering!** Do not simply look for your route by its current number, or you risk overlooking an improved route near you, with a different number.
- The frequencies and spans of every route in each network are shown in the tables. This is where you can see if the route(s) you would care about run at the times of day, and on the days of the week, when you would want them to, and at what frequencies.
- Remember, do not simply look for your route number—start by looking at the maps to find routes near you, and then reference these tables.
- **If you care about proximity to transit**, there are charts in Chapters 4 and 6 that show how many people and jobs are near any transit service, and near frequent service.
- **For a more vivid demonstration of how the Concepts would affect travel times**, look at the "isochrones" (access areas) for people in Chapters 4 and 6.

Chapters

In Chapter 2 we describe the input received during the Draft Plan Phase and the plan adjustments that resulted from the public and stakeholder feedback.

In Chapter 3 we describe the recommended networks for South Bend and Mishawaka.

In Chapter 4 we describe the outcomes for the networks in South Bend and Mishawaka.

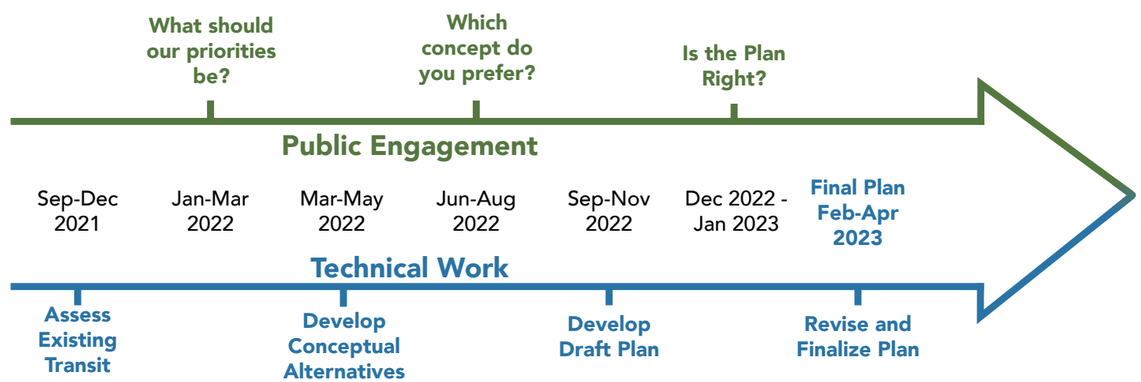
In Chapter 5 we describe the recommended networks for Elkhart and Goshen.

In Chapter 6 we describe the outcomes for the networks in Elkhart and Goshen.

In Chapter 7 we describe the next steps for the CONNECT Transit Plan process.

More details on the project can be found at connecttransitplan.com

Figure 2: The timeline of engagement and technical activities for CONNECT.



2 How Did We Get Here?

Steps to Developing the CONNECT Transit Plan

Designing the Final Recommendations has been a collaborative effort between MACOG, Transpo, the consultant team, riders, the general public, and key stakeholders. Developing a new transit plan for the region must fuse knowledge with values. Knowledge includes data about the community and the expertise of transit professionals. Values come only from the community.

The CONNECT Transit Plan team has been engaging with and surveying the community and decision-makers about the values and goals that transit should prioritize. This engagement has been organized into three rounds: Choices, Concepts, Draft Recommendations, and now Final Recommendations. These are the steps we have taken to reach these finalized recommendations.

Step 1. Analyze the Existing Network

We assessed the performance of existing routes and the network as a whole. By looking at ridership and land use patterns in the region, we learned about how the network is used today and where there is potential for improvement.

Step 2. Engagement on Key Choices

There are different ways to design a transit network based on the community's goals and priorities. In particular, we can concentrate along dense corridors to provide frequent service and achieve high ridership, or we can provide coverage to large areas with low frequency service. We asked the public about these Key Choices in Round 1 of public engagement.

Step 3. Develop Concepts

To illustrate the trade-off between ridership and coverage, we developed two contrasting conceptual networks. These are the opposite ends of a spectrum for what the network could be. We also developed two additional network concepts that showed what different levels of new funding could achieve for transit in the region. These concepts were the basis of Round 2 of Engagement.

Step 4. Engagement on Concepts

We had an extensive phase of engagement with riders, the general public, and key stakeholders about the key goals of transit. We asked their preference between the conceptual networks to understand what the public wants for the future of Transpo and the Interurban Trolley.

Step 5. Develop the Draft Recommendations

Based on the public feedback, the MACOG and Transpo Boards provided direction on key policy choices, like the balance between ridership and coverage goals. The study team then developed the draft recommended networks in this report based on that guidance. These draft recommendations were the basis of Round 3 Engagement.

Step 6. Engagement on Draft Recommendations

We had an extensive phase of engagement with riders, the general public, and key stakeholders about the draft recommendations. We asked for their detailed feedback on specific network and route recommendations in order to create a Transpo and the Interurban Trolley network the public wants.

Step 7: Final Plan (We Are Here)

Based on the feedback gathered during Round 3 of engagement the Transpo and MACOG Boards or staff, along with the consultant team, revised the recommendations to address some of the issues and concerns raised. The revised network recommendations are described in this report, which is expected to be adopted by both boards in March or April 2023.

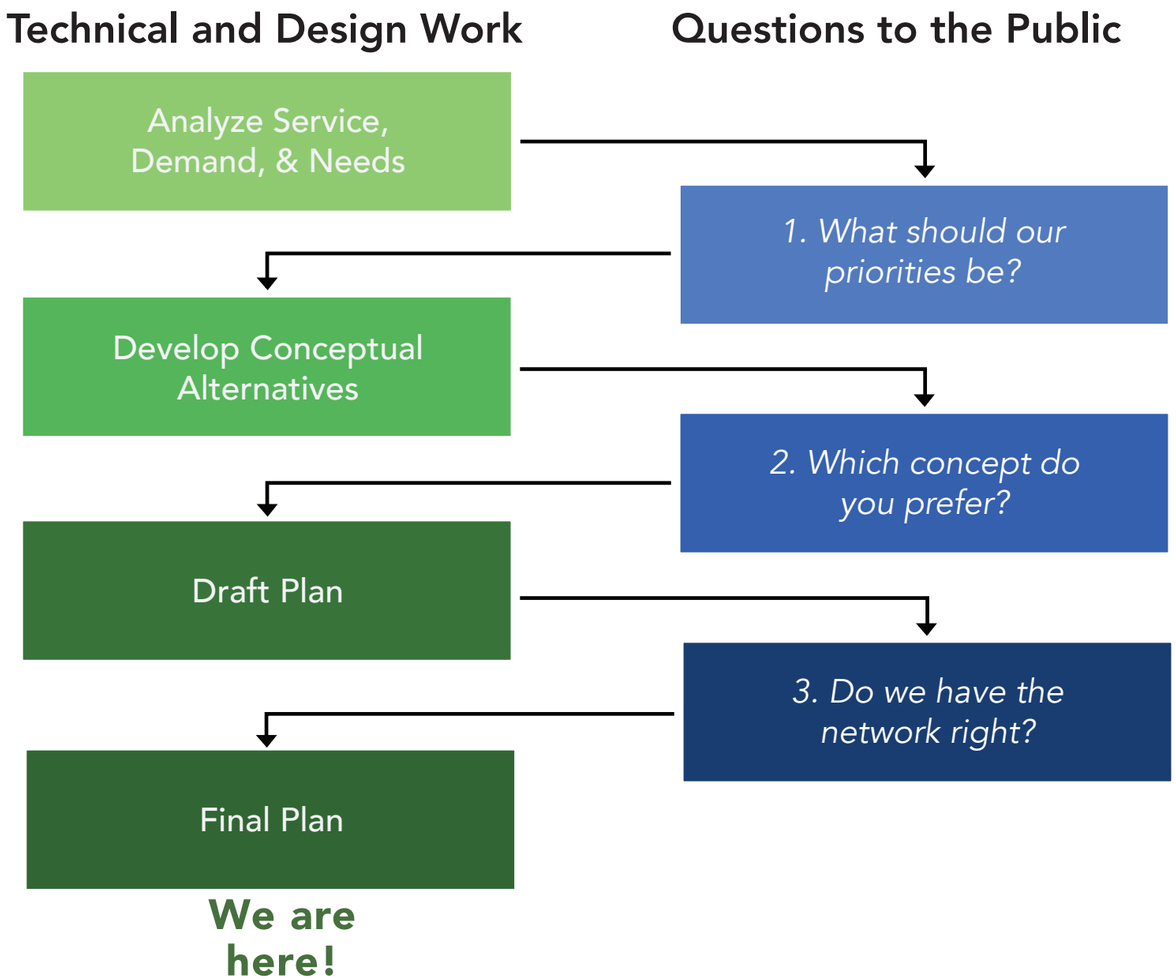


Figure 3: The process of technical work and public engagement that will guide CONNECT.

Key Choices

Transit can serve many different goals. But different people and communities value these goals in different ways. It is not usually possible to serve all of them well all of the time.

Some of these goals are served by high transit ridership. For example, the environmental benefits of transit only arise from many people riding the bus rather than driving. The subsidy per rider is lower when ridership is maximized. We call such goals Ridership goals because they are achieved in part through high ridership.

Other goals are served by the mere presence of transit. A bus route through a neighborhood provides residents insurance against isolation, even if the route is infrequent, not very useful, and few people ride it. A route may fulfill political or social obligations, for example by getting service close to every taxpayer or into every political district. We call these types of goals Coverage goals because they are achieved in part by covering geographic areas with service, regardless of ridership.

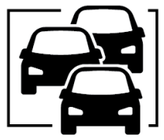
Figure 4: Possible Goals for Transit

Economic Opportunity

Transit can give businesses access to more workers; workers access to more jobs and supportive services like childcare; and students more access to education and training.

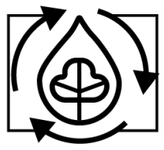
Support Essential Needs

Transit can help meet the needs of people who are economically insecure, with access to essential services and jobs.



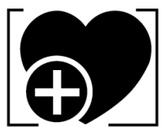
Congestion Mitigation

Because buses carry more people than cars, transit use can mitigate traffic congestion by reducing Vehicle Miles Traveled (VMT).



Climate & Environmental Benefits

By reducing VMT, transit use can reduce air pollution and greenhouse gas emissions. Frequent transit can also support compact development and help conserve land.



Health

Transit can support physical activity, partly because most riders walk to their bus stop, but also because riders tend to walk more in between their transit trips.

Personal Liberty

By providing people the ability to reach more places than they otherwise would, transit can empower people to make choices and fulfill their individual goals.

Transit's Ridership and Coverage Goals Are in Conflict

Ridership and coverage goals conflict. Within a fixed budget, if a transit agency wants to do more of one, it must do less of the other.

Consider the fictional town in Figure 5. The little dots indicate dwellings and commercial buildings and other land uses. The lines indicate roads. As in many towns, most activity is concentrated around a few roads.

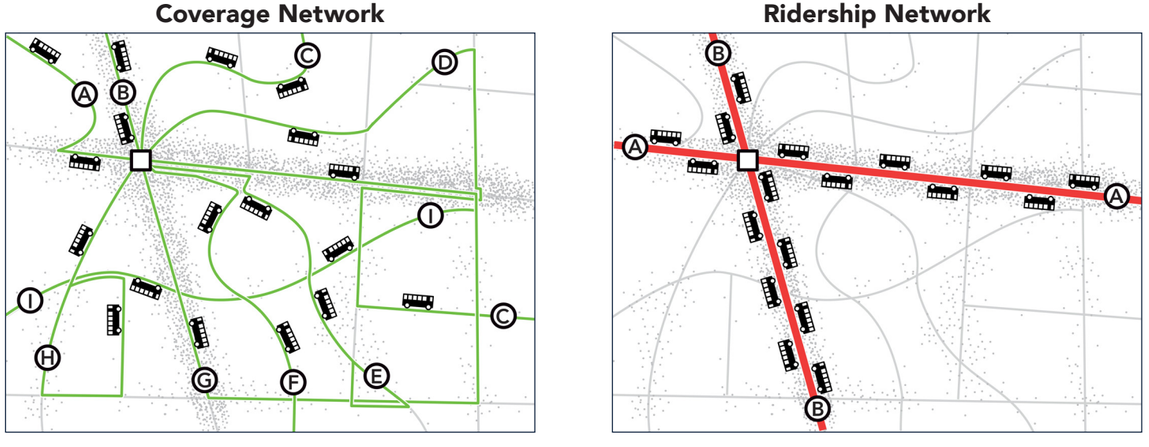
A transit agency pursuing only ridership would run all its service on the main streets because many people are nearby, and buses can run direct routes. A high ridership network allocates frequent service to areas with favorable urban development patterns, forming a connected network. This would result in a network like the one on the left.

If the transit agency were pursuing only coverage, it would spread out so that every street had some service, as in the network on the right. All routes would then be infrequent, even on the main roads.

These two scenarios require the same number of buses and cost the same amount to operate but deliver very different outcomes. To run buses at higher frequency on the main roads, neighborhood streets will receive less coverage, and vice versa.

An agency can pursue ridership and provide coverage within the same budget, but not with the same dollar. The more it does of one, the less it does of the other.

Figure 5: The network on the left is prioritizing coverage goals, while the network on the right is prioritizing ridership goals.



These illustrations also show a relationship between coverage and complexity. Networks offering high levels of coverage—a bus running down every street—are naturally more complex.

The choice between maximizing ridership and maximizing coverage is not binary. All transit agencies spend some portion of their budget pursuing each type of goal. A particularly clear way for cities and transit agencies to set a policy balancing ridership and coverage goals is to decide what percentage of their service budget should be spent in pursuit of each.

The "right" balance of ridership and coverage goals is different in every community. It can also change over time as the values and ambitions of a community change.

More details about the many goals and trade-offs of transit can be found in the Choices Report.

Engagement on Key Choices

In the Choices Phase of engagement, the study team asked the public and stakeholders to respond to a couple of key trade-offs in how transit could be designed for the region described in the Choices Report:

- Walking versus Waiting,
- Ridership versus Coverage, and
- How much to invest in transit.

During this first of three phases of engagement, the study team held:

- a stakeholder workshop;
- briefings to the Transpo and MACOG Boards;
- extensive social media outreach through Transpo and MACOG channels;
- digital outreach by email via Transpo and MACOG and via the project website;
- four in-person public meetings;
- a virtual public meeting held via Zoom; and
- in-person surveying by MACOG staff at key transit centers in the region.

A Choices Survey was available online and on paper in both English and Spanish. A total of 556 responses were received to the Choices Survey.

Approximately 57% of respondents preferred or strongly preferred the trip with less waiting, even if it meant more walking. This preference aligns with ridership networks, in which routes would run more frequently on major corridors and walks might be longer.

About 55% preferred or strongly-preferred the high-coverage scenario, while 45% preferred or strongly-preferred the high-ridership scenario. Preferences were weak in this survey, as few respondents indicated they strongly preferred one scenario over the other.

The overwhelming majority of respondents (87%) said yes to supporting additional funding for more transit service, with 59% stating they would "definitely" support and 28% stating they would "probably" support. 8% of respondents did not support increased funding. Respondents said that the region should prioritize higher-frequency service on weekdays, with providing service to areas not currently served as the second highest priority for new investment in service.

Based on this feedback, the study team developed four concepts to guide the second round of public engagement. These concepts helped show more clearly how the networks in the region would differ based on different levels of emphasis for Ridership or Coverage goals and for different levels of investment.

Figure 6: During the Choices Phase of engagement people from across the region participated in conversations around the Key Choices through the Stakeholder Workshop (top), public meetings (such as in Mishawaka bottom left), and the Community Kickoff Luncheon (bottom right).

Ridership and Coverage Concepts in South Bend & Mishawaka

In Round 2, we released the Concepts Report. This report included four concepts to help the public, stakeholders, and elected officials understand the outcomes of different choices. For each part of the region (South Bend & Mishawaka and Elkhart & Goshen) the Concepts Report presented two cost neutral concepts (Ridership and Coverage) and two higher investment concepts (Growth and Vision).

Ridership or Coverage in South Bend & Mishawaka

The maps in Figure 7 show the Ridership and Coverage Concepts for South Bend & Mishawaka. These maps and the outcomes of each network were presented to the public and a survey gathered feedback on how residents, riders, and stakeholders responded to them.

Figure 8 shows the response to these two concepts from the 290 survey respondents who answered this question. In general, the public slightly preferred the Coverage Concept, with 52% preferring that concept to 48% preferring the Ridership Concept. Preference was stronger, however, for the Coverage Concept, as more than 30% of respondents said they "strongly prefer" the Coverage Concept, compared to just 20% who "strongly prefer" the Ridership Concept.

The Coverage Concept represented a balance of about 50% Ridership goals and 50% Coverage goal in the split of resources across the network. The Existing Network represents about a 60/40 split in resources and the Ridership Concept represents about an 80/20 split in resources. Based on the public feedback, **the Transpo Board in their September 19, 2022 meeting, endorsed a 60/40 split in the recommendation for the Short-Term Network for South Bend & Mishawaka.**

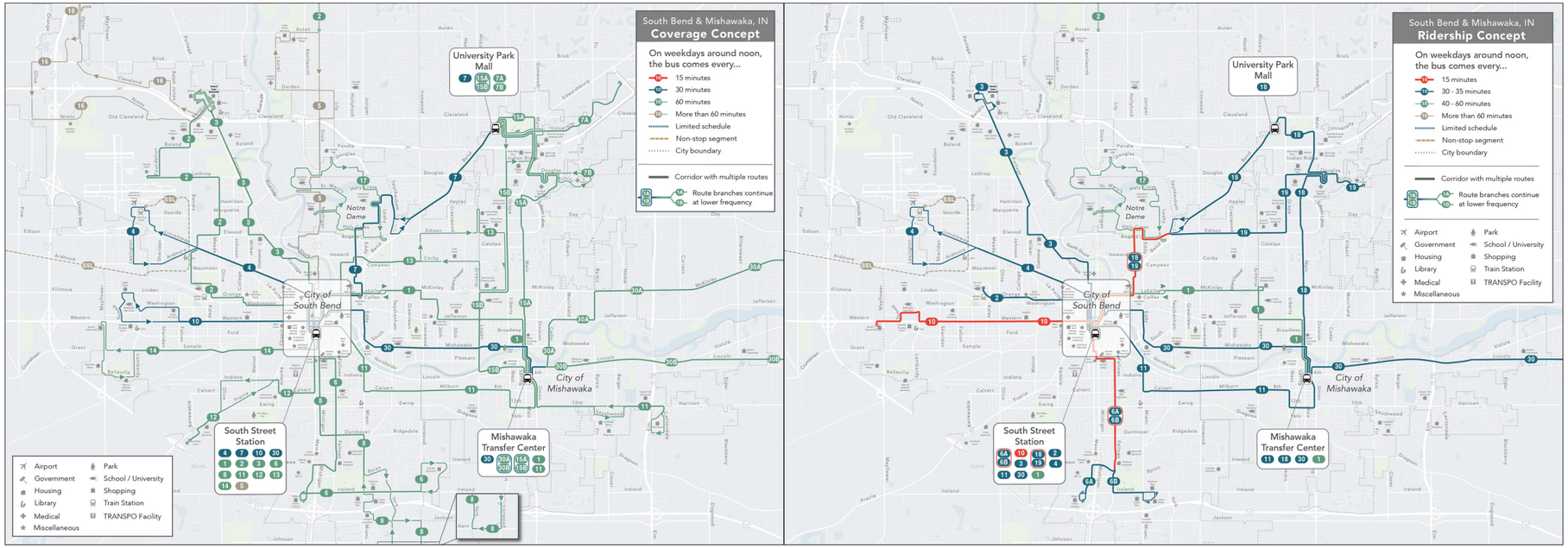


Figure 7: The Ridership and Coverage Concepts in South Bend & Mishawaka showed the contrast of different priorities.

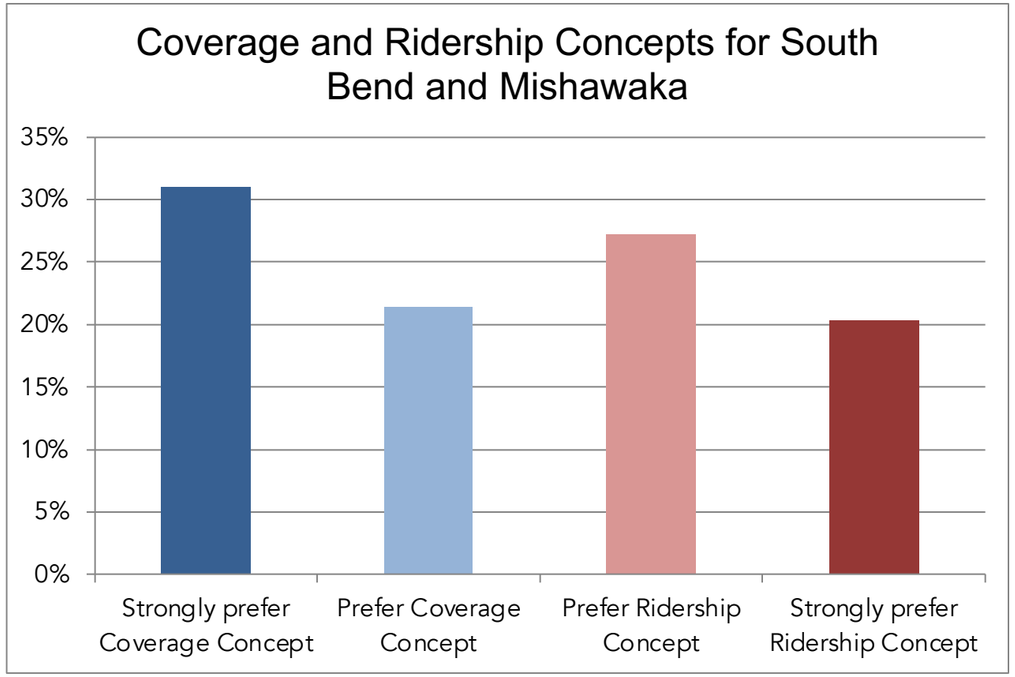


Figure 8: The public response to the two concepts showed that a small majority preferred the Coverage Concept.

Growth and Vision Concepts in South Bend & Mishawaka

The maps in Figure 9 show the Growth and Vision Concepts for South Bend & Mishawaka. These maps and the outcomes of each network were presented to the public and a survey gathered feedback on how residents, riders, and stakeholders responded to them.

The Growth Concept represented a 60% increase in service over the Existing Network and the Vision Concept included 360% more service than the Existing Network.

Figure 10 shows the response to these two concepts based on the 280 respondents who answered this question. In general, the public strongly preferred higher levels of investment in transit service. More than 80% preferred additional investment in service and almost half preferred the Vision Concept or more.

Based on the public feedback, the Transpo Board in their September 19, 2022 meeting, endorsed up to a 25% increase in service, with the top priority to add Saturday evening and Sunday service in the near future. Based on follow up conversations with Board members and discussion among staff, **the Additional Funding Concept shown in this report was drawn to have 80% additional service.**

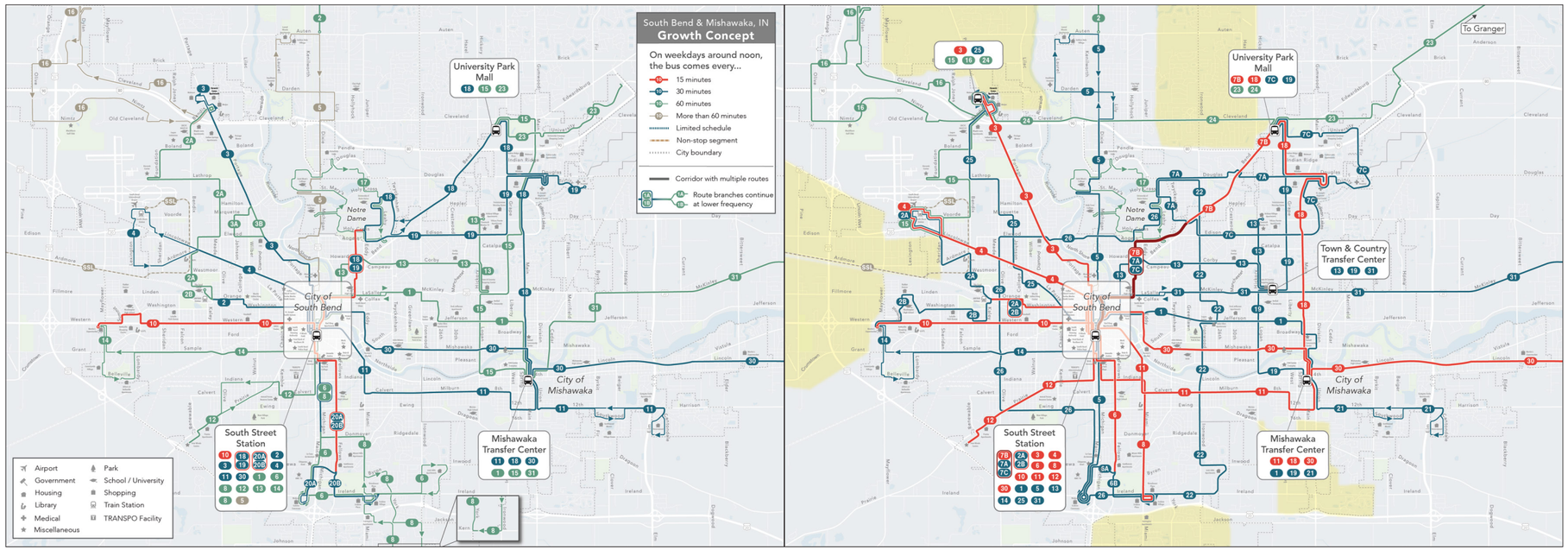


Figure 9: The Growth and Vision Concepts in South Bend & Mishawaka showed the contrast of different levels of investment.

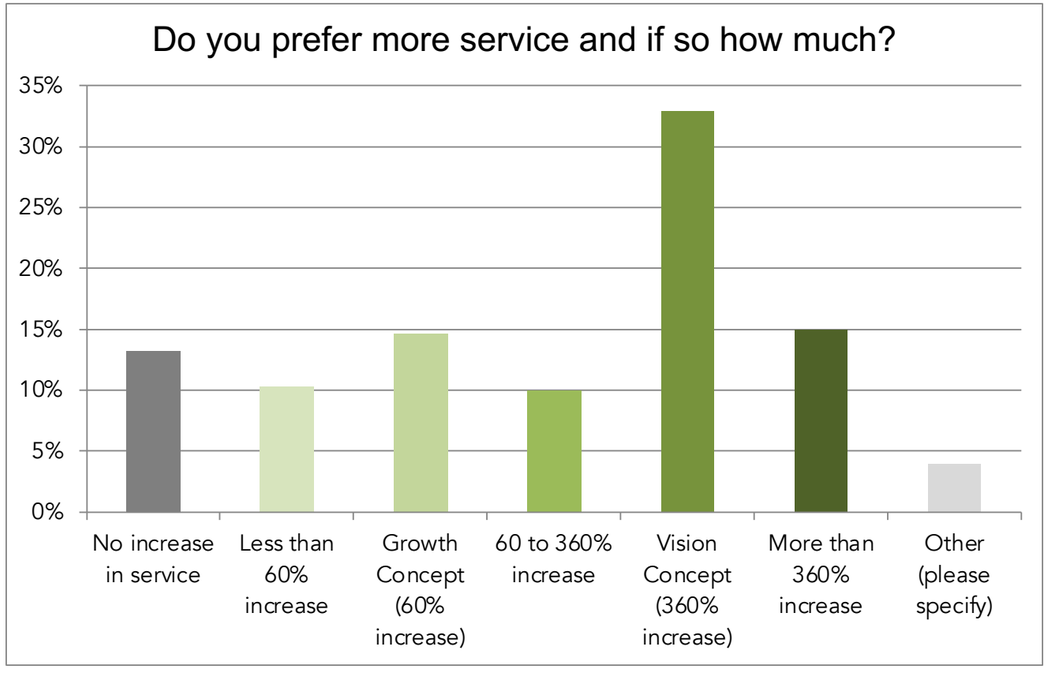


Figure 10: The public response to the two concepts, showed that many people preferred a high level of investment.

Ridership and Coverage Concepts in Elkhart & Goshen

The maps in Figure 11 show the Ridership and Coverage Concepts for Elkhart & Goshen. These maps and the outcomes of each network were presented to the public and a survey gathered feedback on how residents, riders, and stakeholders responded to them.

Figure 12 shows the response to these two concepts based on the 235 respondents who answered this question. Survey respondents preferred the Coverage Concept, with 55% preferring that concept to 45% preferring the Ridership Concept. Preference was stronger, however, for the Coverage Concept, as nearly 35% of respondents said they "strongly prefer" the Coverage Concept, compared to less than 20% who "strongly prefer" the Ridership Concept.

The Coverage Concept represented a balance of about 70% Ridership goals and 30% Coverage goal in the split of resources across the network. Based on the public feedback, **the MACOG Board in their September 14, 2022 meeting, endorsed a 70/30 split in the recommendation for the Short-Term Network for Elkhart & Goshen.**

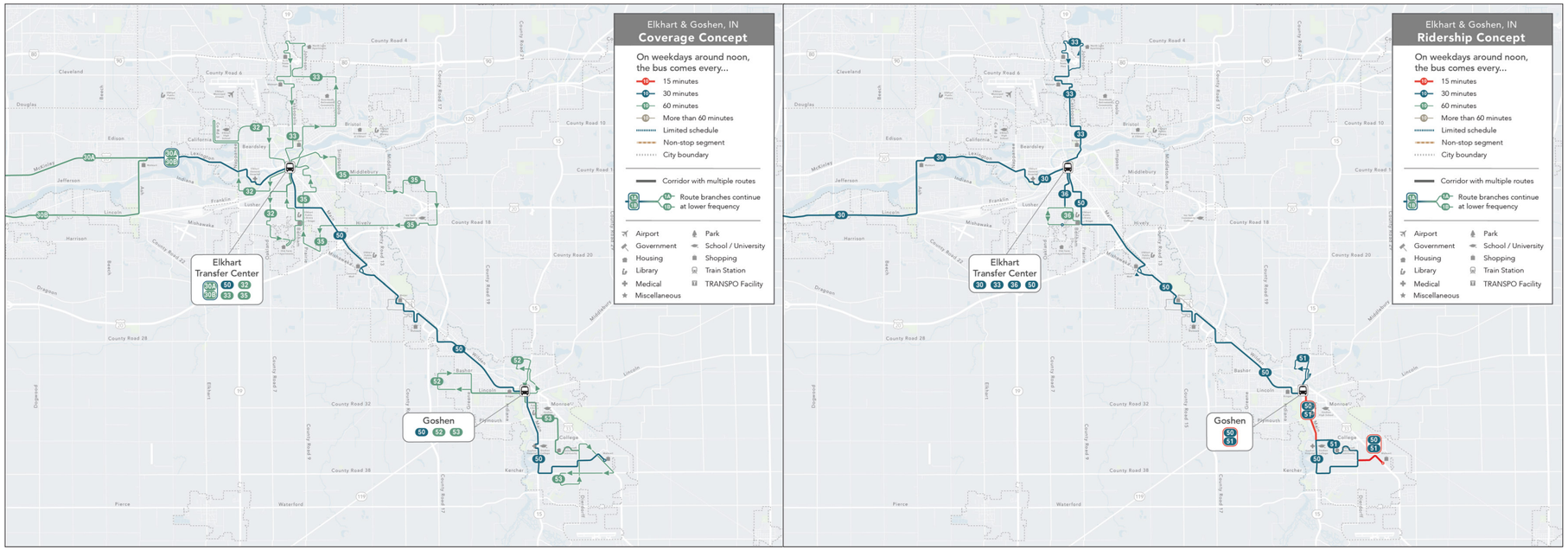


Figure 11: The Ridership and Coverage Concepts in Elkhart & Goshen showed the contrast of different priorities.

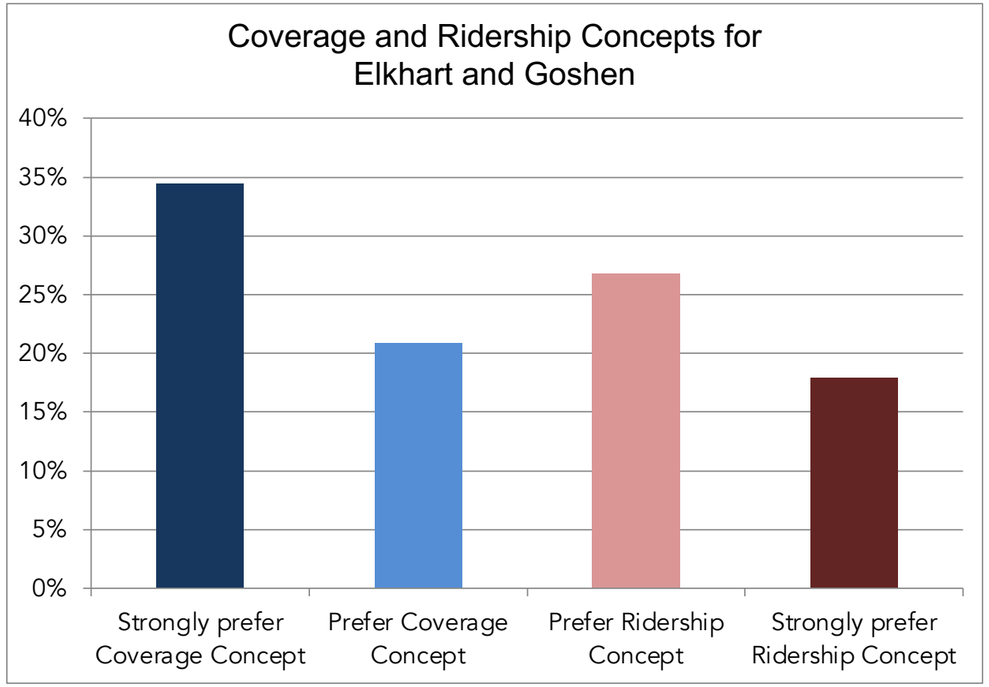


Figure 12: The public response to the two concepts showed that a small majority preferred the Coverage Concept.

Growth and Vision Concepts in Elkhart & Goshen

The maps in Figure 13 show the Growth and Vision Concepts for Elkhart & Goshen. These maps and the outcomes of each network were presented to the public and a survey gathered feedback on how residents, riders, and stakeholders responded to them.

The Growth Concept represented a 115% increase in service over the Existing Network and the Vision Concept included 970% more service than the Existing Network.

Figure 14 shows the response to these two concepts based on the 230 respondents who answered this question. One note is that in presenting these concepts in the survey and in the Concepts Report, the study team inaccurately described the Growth Concept as only a 15% increase in service. Thus, the chart in the figure shows the Growth Concept option as 15% growth.

In general, the public strongly preferred higher levels of investment in transit service. More than 80% preferred additional investment in service and almost half preferred the Vision Concept or more.

Based on the public feedback, the MACOG Board in their September 14, 2022 meeting, **endorsed up to an 80% increase in service in the near future**.

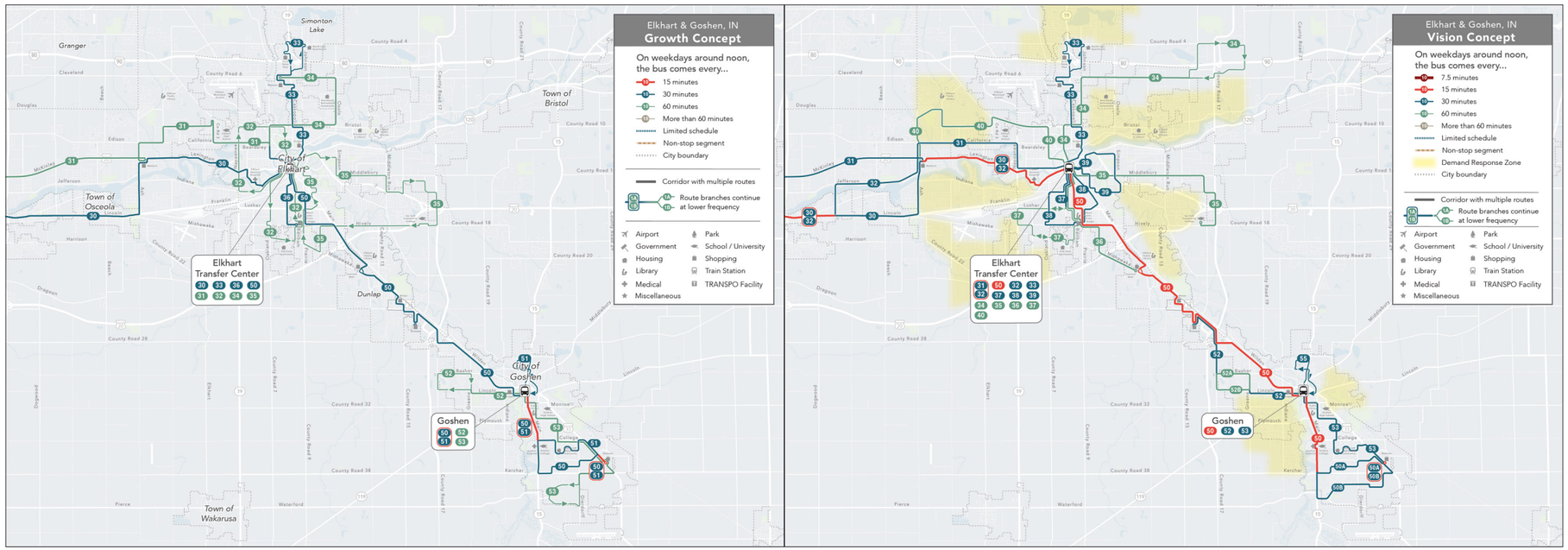


Figure 13: The Growth and Vision Concepts in Elkhart & Goshen showed the contrast of different levels of investment.

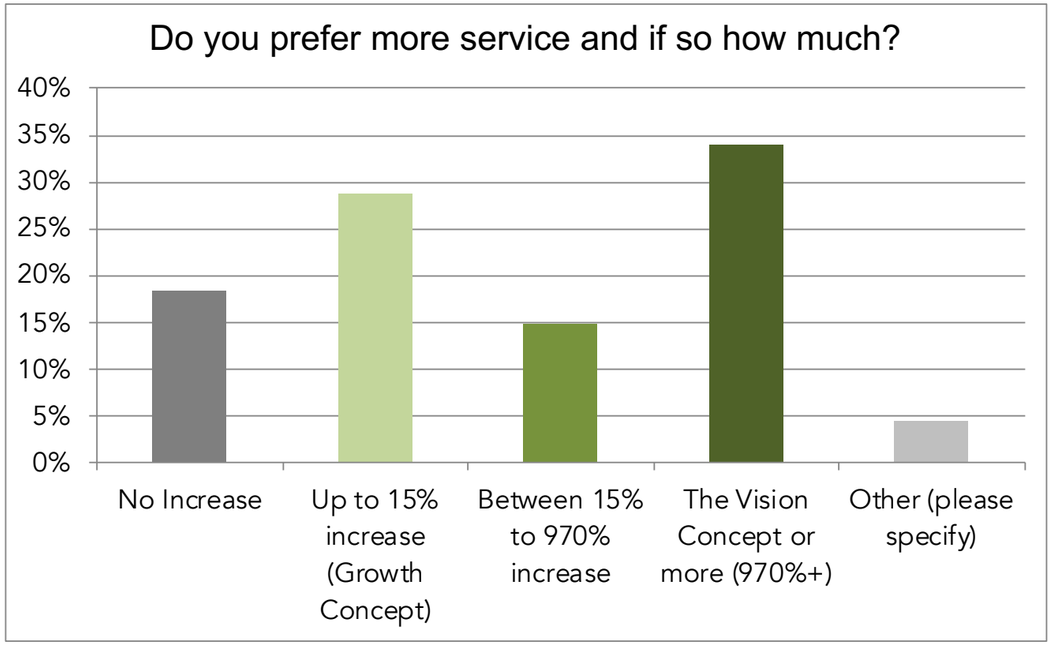


Figure 14: The public response to the two concepts showed that many people preferred a high level of investment.

Draft Short-Term Network in South Bend & Mishawaka

In Round 3, we released the Draft Recommendations Report. This report included Short-Term and Additional Funding Network recommendations to guide changes to the Transpo and Interurban Trolley systems. These recommendations were presented to the public, stakeholders, and elected officials to ask, in effect, "Did we get it right?" For each part of the region (South Bend & Mishawaka and Elkhart & Goshen) the Draft Recommendations Report presented recommendations and outcomes for the Short-Term (cost neutral) and Additional Funding Networks.

Response to the Short-Term Network in South Bend & Mishawaka

Figure 15 shows the response to the Draft Short-Term Network from the 282 survey respondents who answered these questions. **When asked if the Short-Term Network was better for them, 76% of respondents agreed**. Similarly, the vast majority of respondents said the Short-Term Network would be better for the two cities, with 83% agreeing with that statement.

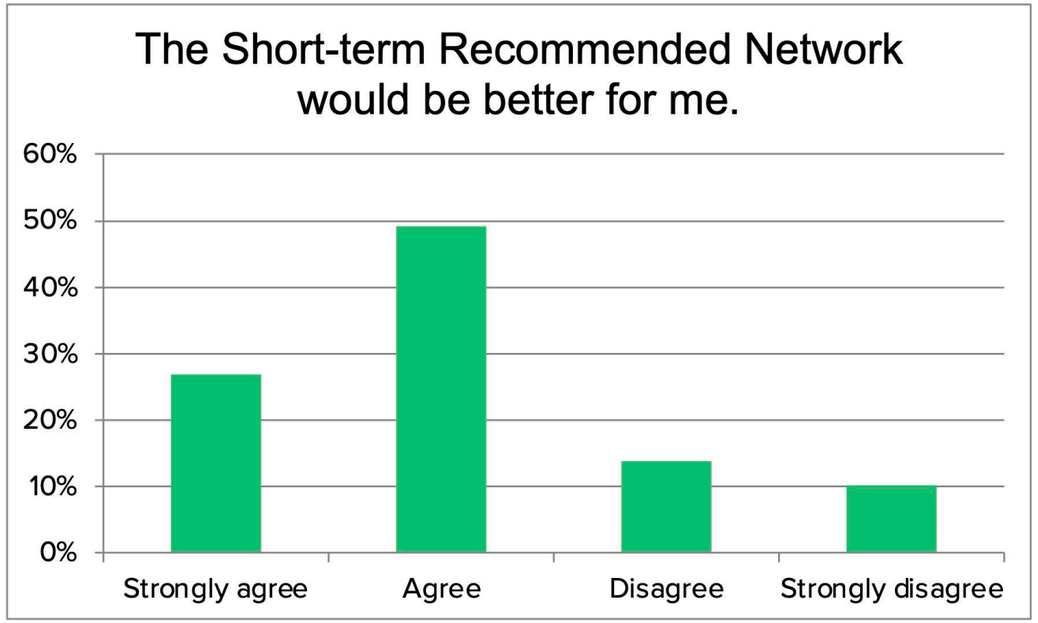
Overall, then sentiment toward the recommendations was highly positive. Nevertheless, there were some concerns raised about the recommendations. Common themes raised through the survey and public meeting input opportunities included:

- Reduction in frequency for areas served by Route 8.
- A desire for later hours of service and Sunday service.
- A desire for more frequent service, including 15 minute frequency on key routes.
- A desire for improved bus stop amenities.
- Concerns about service on Broadway with Route 1.
- Concerns about reduced frequency on Portage.
- Concerns about walking distance to the revised Route 12.
- Concerns about the reduced frequency of service to Reverewood.

Within the limited budget of the Short-Term Network it is not possible to address all of these concerns. In general, adding service in one place would mean cutting it somewhere else.

Based in part on the concerns raised during Round 3 of public engagement, the following changes have been made to the Short-Term Network:

- Route 12 through Rum Village has been revised to be closer to the existing path. Upon closer analysis by Transpo staff, this new routing does not cost any more than existing.
- Route 1 has been shifted back to serve Broadway from Main Street to Clay Street.
- Route 7 has been extended to take over all of Route 15A, providing 30 minute service along Main Street in Mishawaka. This change was made after further analysis by the study team revealed that there was sufficient excess time in the schedules of the revised Routes 7, 11, and 15A to make this change at no additional cost.



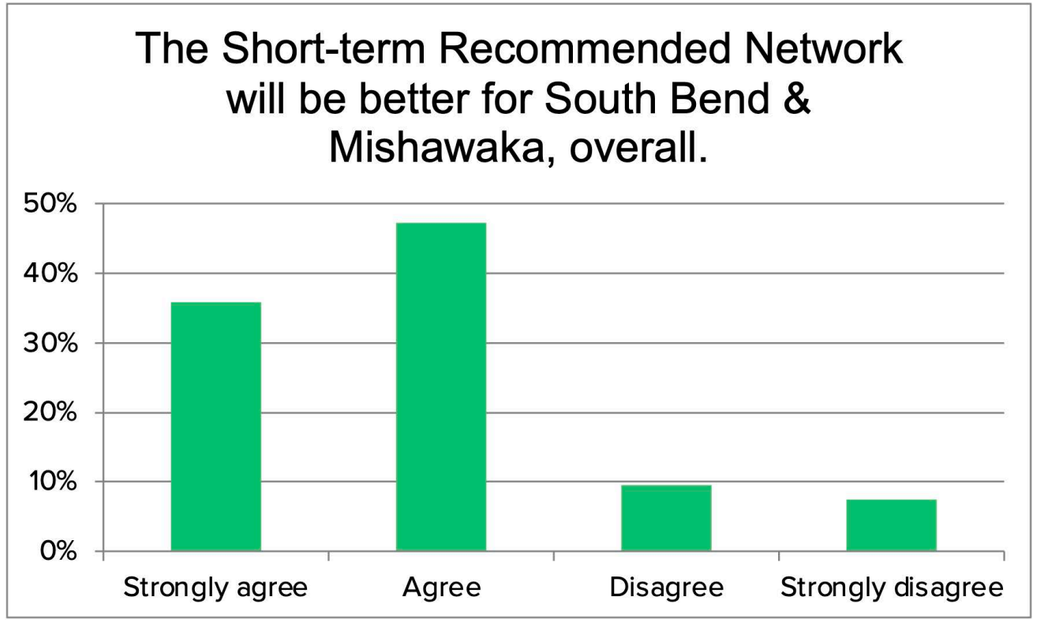


Figure 15: Most survey responses felt that the Short-Term Network would be better for them and for both cities.

Draft Additional Funding Network in South Bend & Mishawaka

Response to the Additional Funding Network in South Bend & Mishawaka

Figure 16 shows the response to the Draft Additional Funding Network from the 258 survey respondents who answered these questions. **When asked if the Additional Funding Network was better for them, 88% of respondents agreed**. Similarly, the vast majority of respondents said the Additional Funding Network would be better for the two cities, with 92% agreeing with that statement.

While sentiment toward the recommendations was highly positive there were some concerns and issues raised in survey comments and during public engagement, such as:

- Lack of service to Four Winds Casino and the Pokagon Community.
- Better mobile app options for tracking service.
- Lack of service to Fulmer Road area in southern part of Mishawaka.
- A desire for improved bus stop amenities.
- Extending service farther north to Niles.

The Additional Funding Network generally focused on improving service within the current Transpo taxing district, and therefore did not, in its draft form, recommend significant new extensions of service to new areas.

Based on conversations with the City of South Bend and the Pokagon Community, the Additional Funding Network now includes a direct service on Prairie Avenue to Four Winds Casino to serve the many jobs and activities at the casino and residents in the area.

No other major changes have been made to the Final Additional Funding Network.

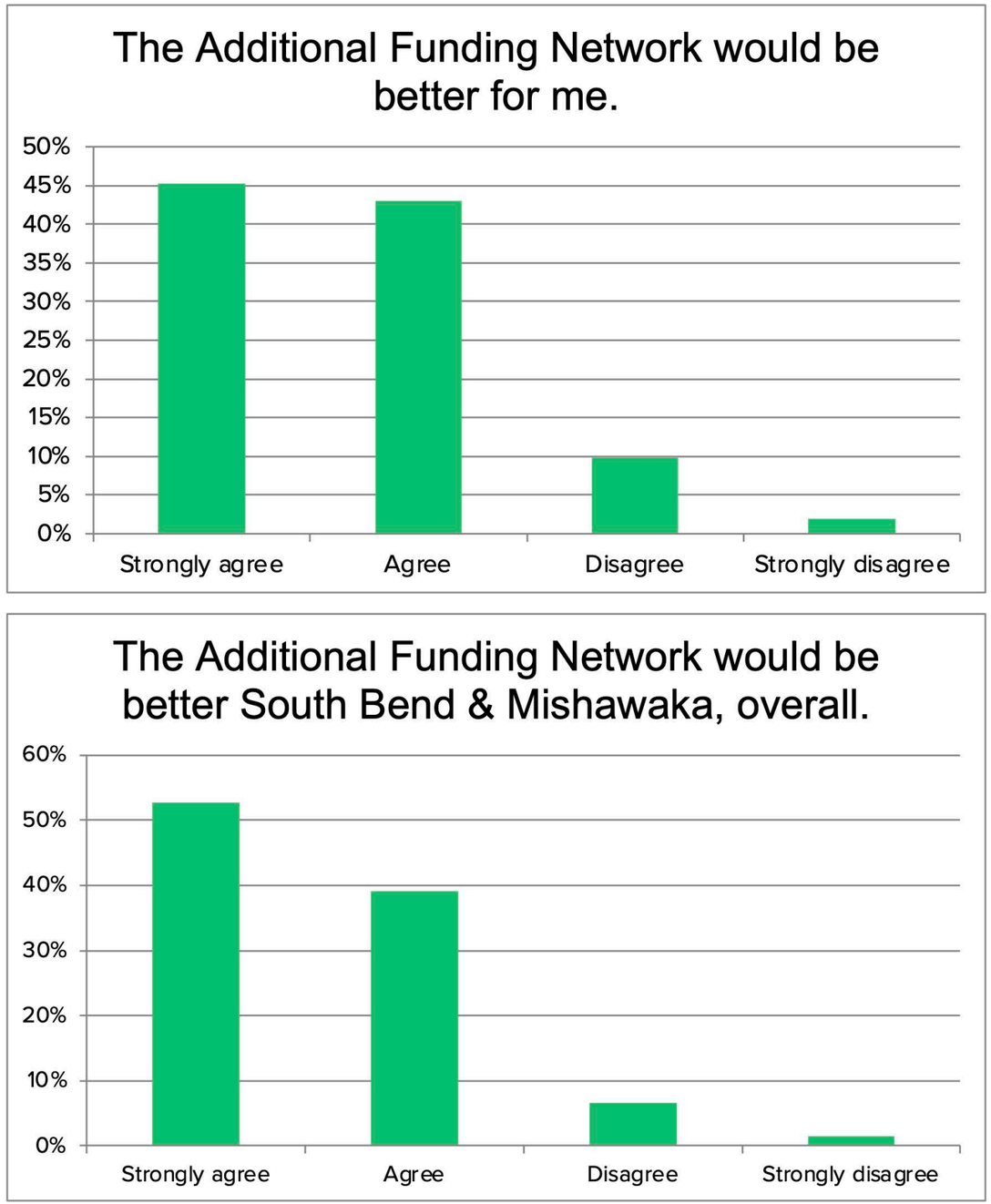


Figure 16: Most survey responses felt that the Additional Funding Network would be better for them and for both cities.

Draft Short-Term Network in Elkhart and Goshen

Response to the Short-Term Network in Elkhart & Goshen

Figure 17 shows the response to the Draft Short-Term Network in Goshen and Elkhart from the 200 survey respondents who answered these questions. **When asked if the Short-Term Network was better for them, 83% of respondents agreed**. Similarly, the vast majority of respondents said the Short-Term Network would be better for the two cities, with 87% agreeing with that statement.

Overall, then sentiment toward the recommendations was highly positive. Nevertheless, there were some concerns raised regarding the recommendations. Common themes raised through the survey and public meeting input opportunities included:

- Extending service to additional places farther out, like the Remington Park industrial area or Bristol.
- Reduced service to Concord Mall with changes to Route 35 (Orange Line)
- A desire for later hours of service and Sunday service.
- A desire to keep the color names for each route.
- A desire to keep 30-minute service on College Avenue in Goshen.
- Concerns about the routing through Greencroft.

Within the limited budget of the Short-Term Network, it is not possible to address all of these concerns. In general, adding service in one place would mean cutting it somewhere else. The loss of 30-minute service on College Avenue is a challenging trade-off, as it is not possible to maintain that and provide better service to Goshen Hospital.

Given the highly positive response and the limitations to addressing the concerns raised, the only change in the Final Short-Term Network is a revised routing through Greencroft to accommodate direct connections to key facilities within the complex.

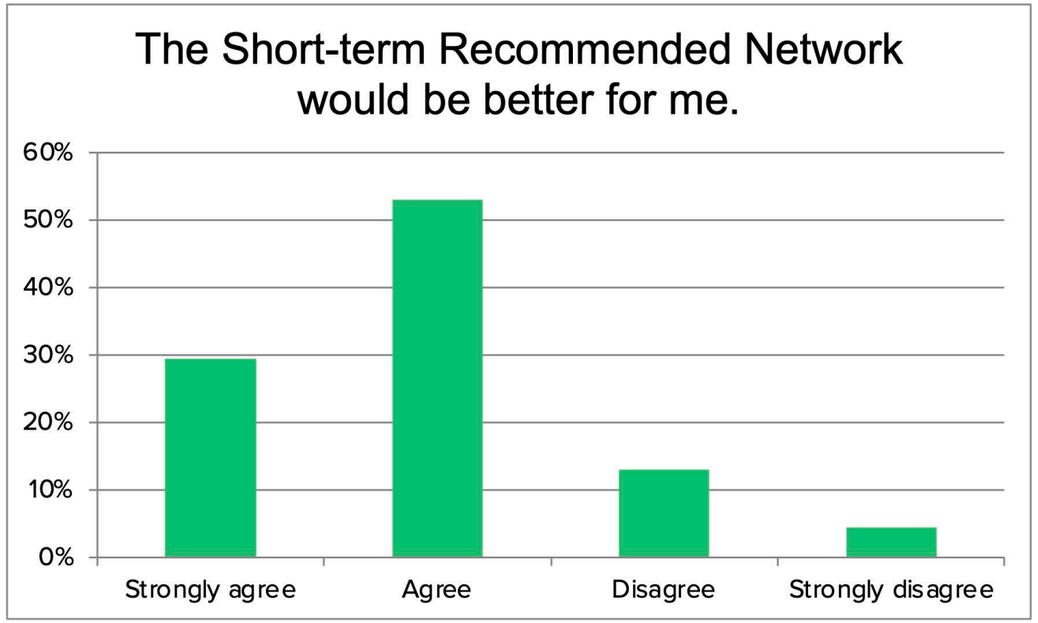
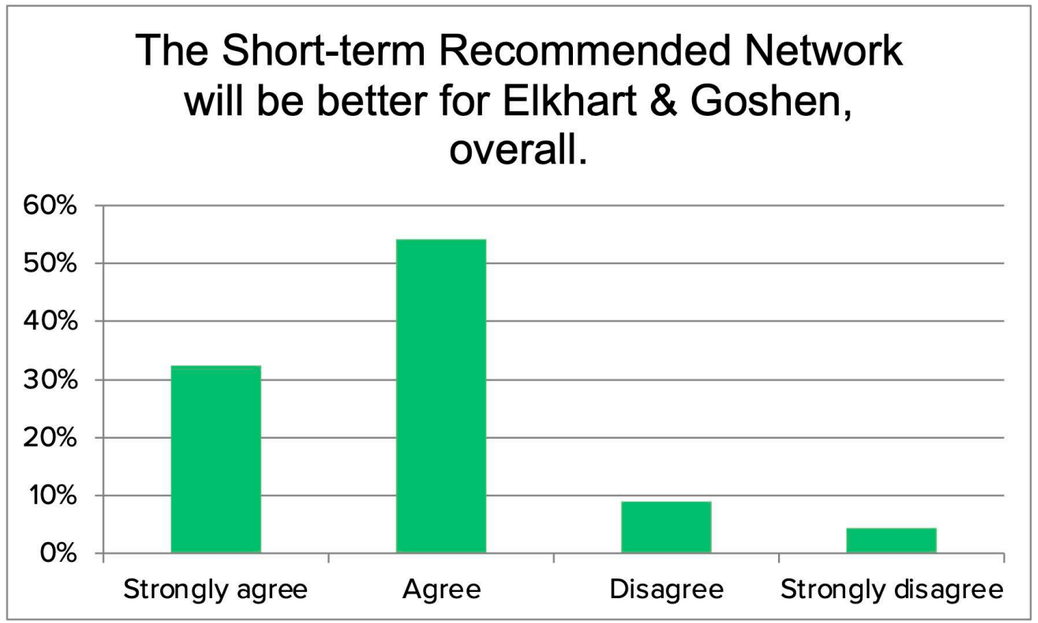


Figure 17: Most survey responses felt that the Short-Term Network would be better for them and for both cities.



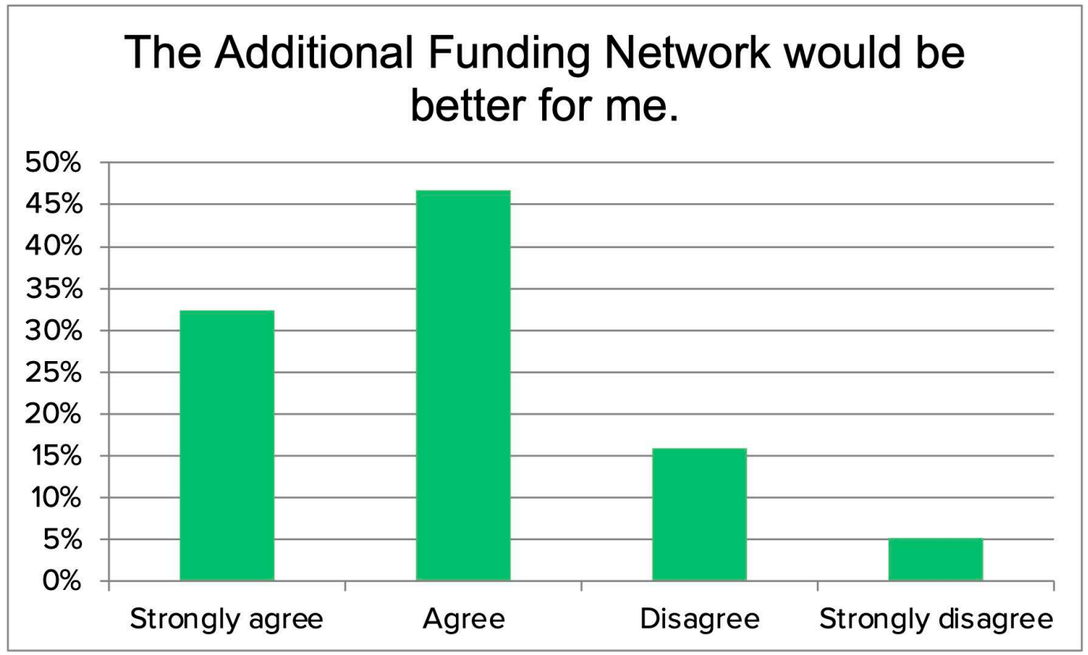
Draft Additional Funding Network in Elkhart and Goshen

Response to the Additional Funding Network in Elkhart & Goshen

Figure 18 shows the response to Draft Additional Funding Network from the 180 survey respondents who answered these questions. **When asked if the Additional Funding Network was better for them, 79% of respondents agreed**. Similarly, the vast majority of respondents said the Additional Funding Network would be better for the two cities, with 84% agreeing with that statement.

There were very few relevant comments regarding the Additional Funding Network. Most comments asked for better evening and weekend service, which are included in the Additional Funding Network. A few comments asked for extending service even farther to new places, which would require even more funding than contemplated by this plan.

Given the overwhelmingly positive response and relatively few additional service request, no major changes have been made to the Final Additional Funding Network.



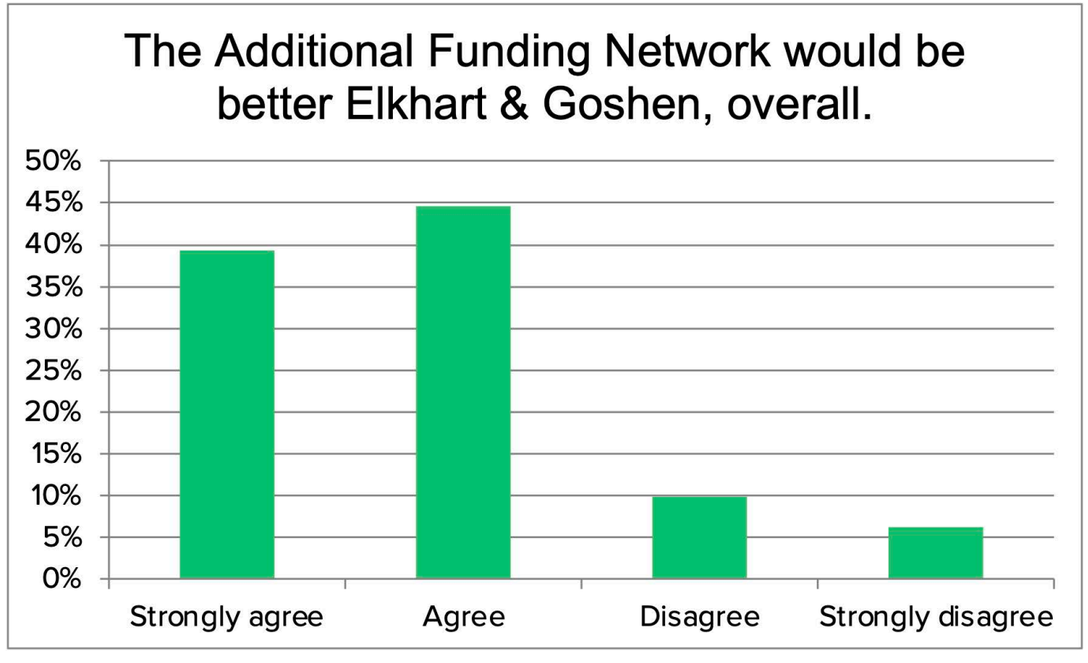


Figure 18: Most survey responses felt that the Additional Funding Network would be better for them and for both cities

3 Final Recommended Networks South Bend and Mishawaka

Existing Transpo Network

56% Ridership / 44% Coverage

To help the reader compare the Existing Network, the Short-Term Network, and the Additional Funding Network, maps of each network for the Transpo service area (South Bend and Mishawaka) are shown on the following pages.

In each network map, routes are color-coded by midday frequency. The choice of midday, rather than morning or evening rush hour, is intentional. While travel often peaks at rush hour, many people need to travel at midday. Retail and restaurant industries change shifts throughout the day, particularly in midday and later evening. Office workers may need to travel for meetings or personal appointments. College students often attend midday classes. Parents may need to pick up a sick kid from school. In the Transpo and Interurban Trolley Networks, frequency of service is consistent across most of the day, but does decrease in the evenings. Notably, there is no service at all on Sundays. The frequency charts show the pattern of frequency, starting on page 21.

- **Blue** means about every **30 minutes** in the middle of the day. Some routes in this category have headways of up to 35 minutes.
- **Green** means about every **60 minutes**
- **Tan** means this route operates **peak-only** or otherwise **limited service** (e.g., evening-only, weekend-only).

The maps in this report highlight the city-wide and region-wide differences between the Concepts. For more details on the existing network, its design and performance, see the Choices Report, published in February 2022.

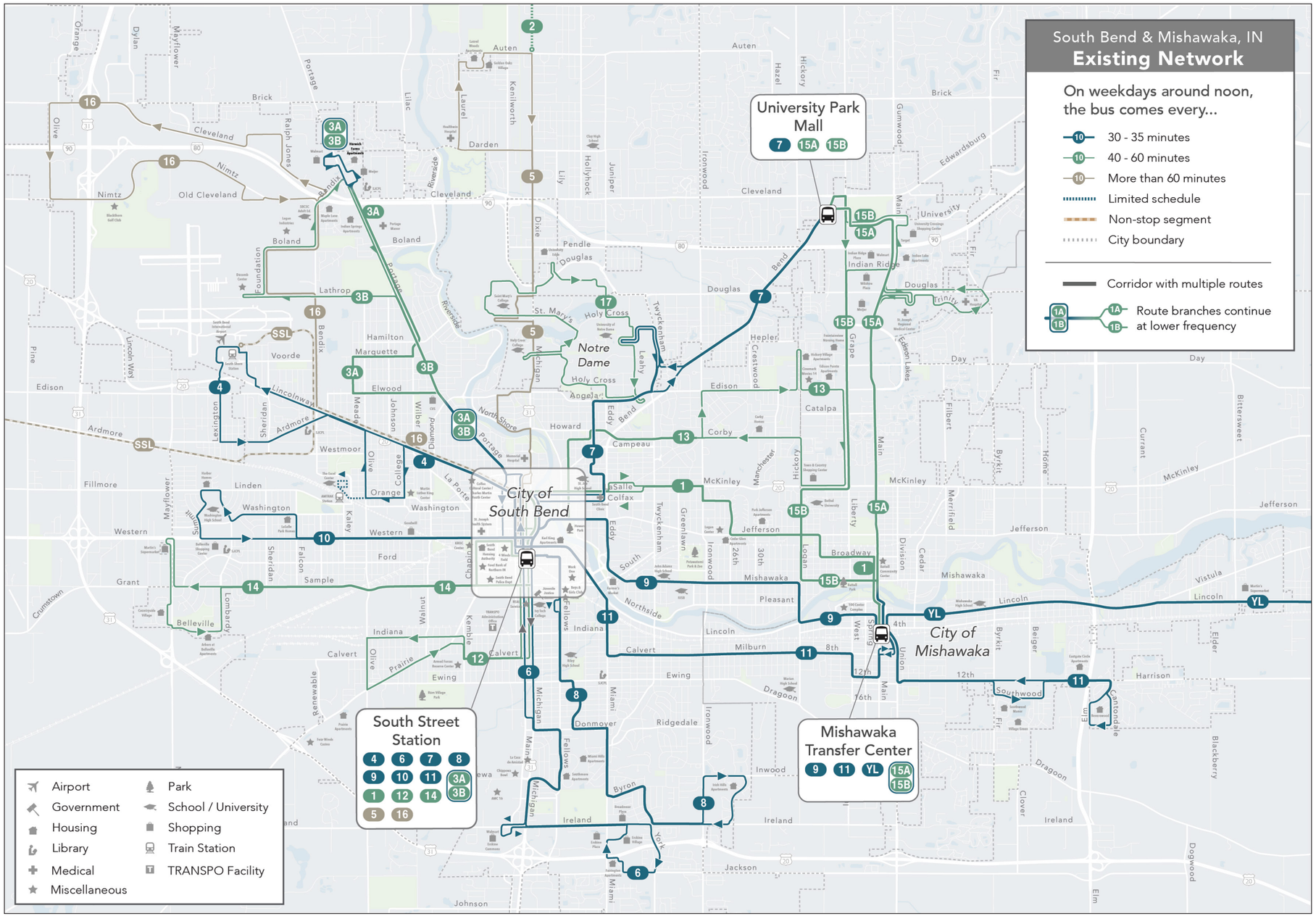


Figure 19: Transpo network of bus routes, as of 2021

Short-Term Transpo Network

60% Ridership / 40% Coverage

The Short-Term concept make a number of adjustments to improve service to major destinations within the current budget limits and the policy direction from the Transpo Board.

Key differences from today's network include:

- Route 1 is slightly simplified to operate via Colfax, Jacobs, to McKinley. It is also extended to Southwood and Reverewood, to take over the eastern part of existing Route 11.
- New Route 2 serves the Orange and Washington corridors, the Excel Center, and the Far Northwest, but only hourly.
- With no new funding, the addition of Route 2 means that Route 3 is now entirely hourly. It remains mostly on Portage.
- With the addition of Route 2, Route 4 is now simplified and remains on Lincolnway, instead of deviating to serve College, Orange, and Olive Streets.
- Route 5 would operate the same limited schedule. It is straightened to stay on Michigan Street instead of deviating to Iroquois. The loop at the north end has been extended to serve Clay High School.
- Routes 6 and 8 are revised in how they serve the Michigan, Fellows, and Miami corridors. Route 6 now serves Irish Hills Apartments, and continues to run every half hour, while Route 8 is reduced to every hour. Route 8 is extended farther south to Jackson Road, where Route 6 runs today.
  - These changes increase walking distance and waiting time for some areas such as Erskine Park, Southmore Apartments, and Miami Hills Apartments. The trade-off is that the Short-Term Network runs consistently, and does not have one-way loop patterns in the evening. Figure 21 compares a trip from Miami

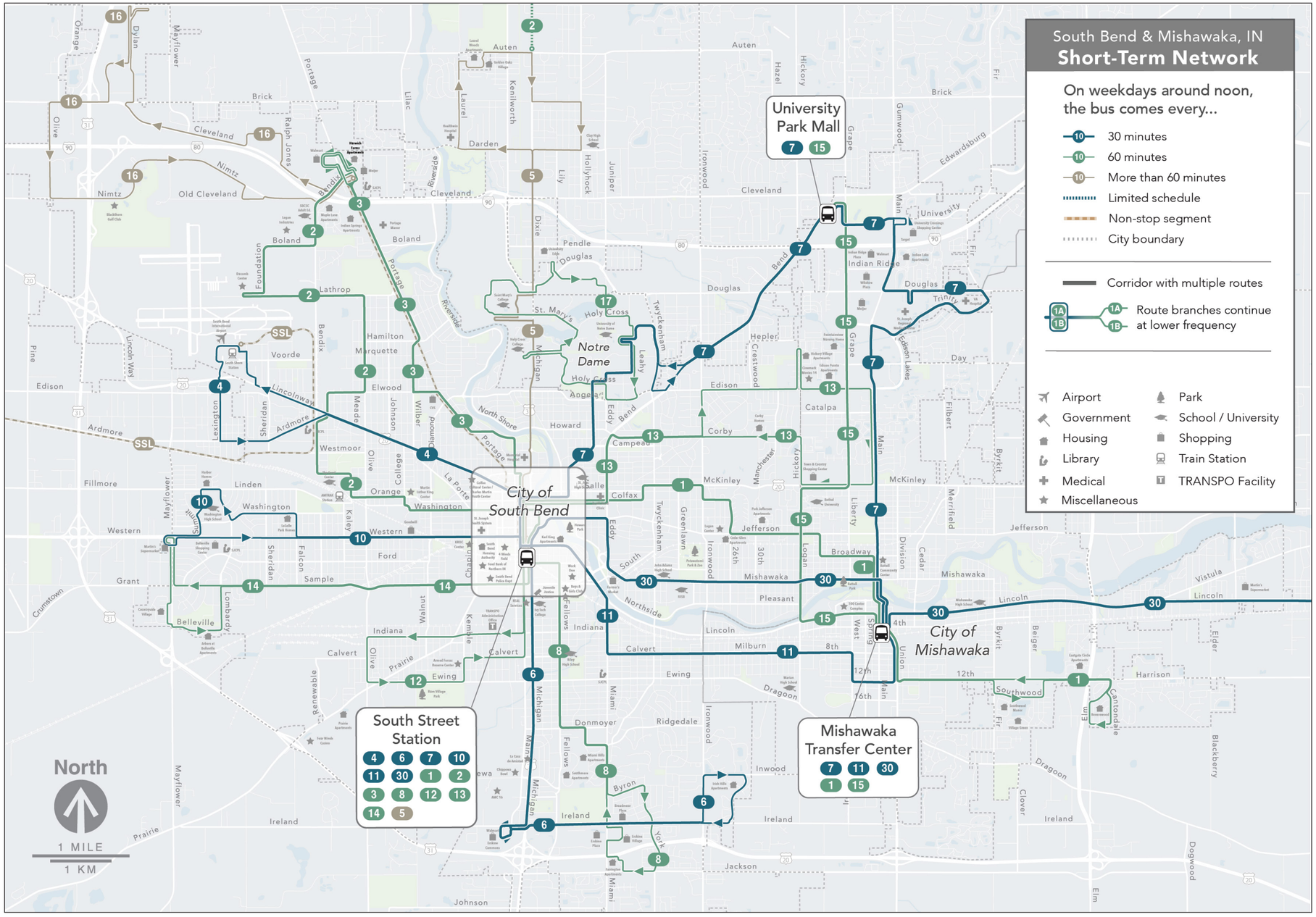


Figure 20: Transpo Short-Term Recommended Network

South Bend and Mishawaka Short-Term Network Changes

and Ridgedale today and in the Short-term Network, showing the significant improvement in travel time with consistent two-way service.

- Route 7 is extended to serve Walmart and other big box stores, St. Joseph Regional Medical Center and along Main Street to connect to Mishawaka Transit Center. Its path through Notre Dame has also been adjusted to be simpler and faster. With this revision Route 15A is no longer needed and does not exist anymore. This also provides a doubling of frequency on Main Street in Mishawaka.
- Route 9 is replaced by Route 30, which provides a one-seat ride between Downtown South Bend and Downtown Elkhart, with faster travel times of under one hour. Route 30 also remains on Mishawaka Avenue from Logan to Main before turning south to Downtown Mishawaka.
- Route 10 would run similar to today, except be extended further west to the Martin's Grocery store on Mayflour.
- Route 11 would be mostly similar to today except that the eastern portion serving Southwood Manor and Reverewood would now be part of Route 1 and be served once per hour.
- Route 12 has been adjusted to run two-way along Main then run one-way on Indiana, Olive, Ewing, Kemble, Calvert.
- Route 13 has been extended to Main Street to make a direct connection to Route 15. It has also been adjusted near downtown (see page 20)
- Route 15 would replace Route 15B and be changed to travel in both directions on Grape Road from University Mall to McKinley, before following follows Logan to Lincolnway to Downtown Mishawaka, with Route 7 replacing route 15A now providing a 30 minute connection along Main Street between Mishawaka Transit Center, the St. Joseph Regional Medical Center, and University Park Mall
- Route 16 has been revised to operate via Portage from Downtown to Bendix and Cleveland, since Route 2 now provides all-day, two-way service to the industrial areas north of the airport. Route 16 has been extended north along Dylan Drive to serve new destinations like FedEx, Amazon and the LOGAN Distribution Center.

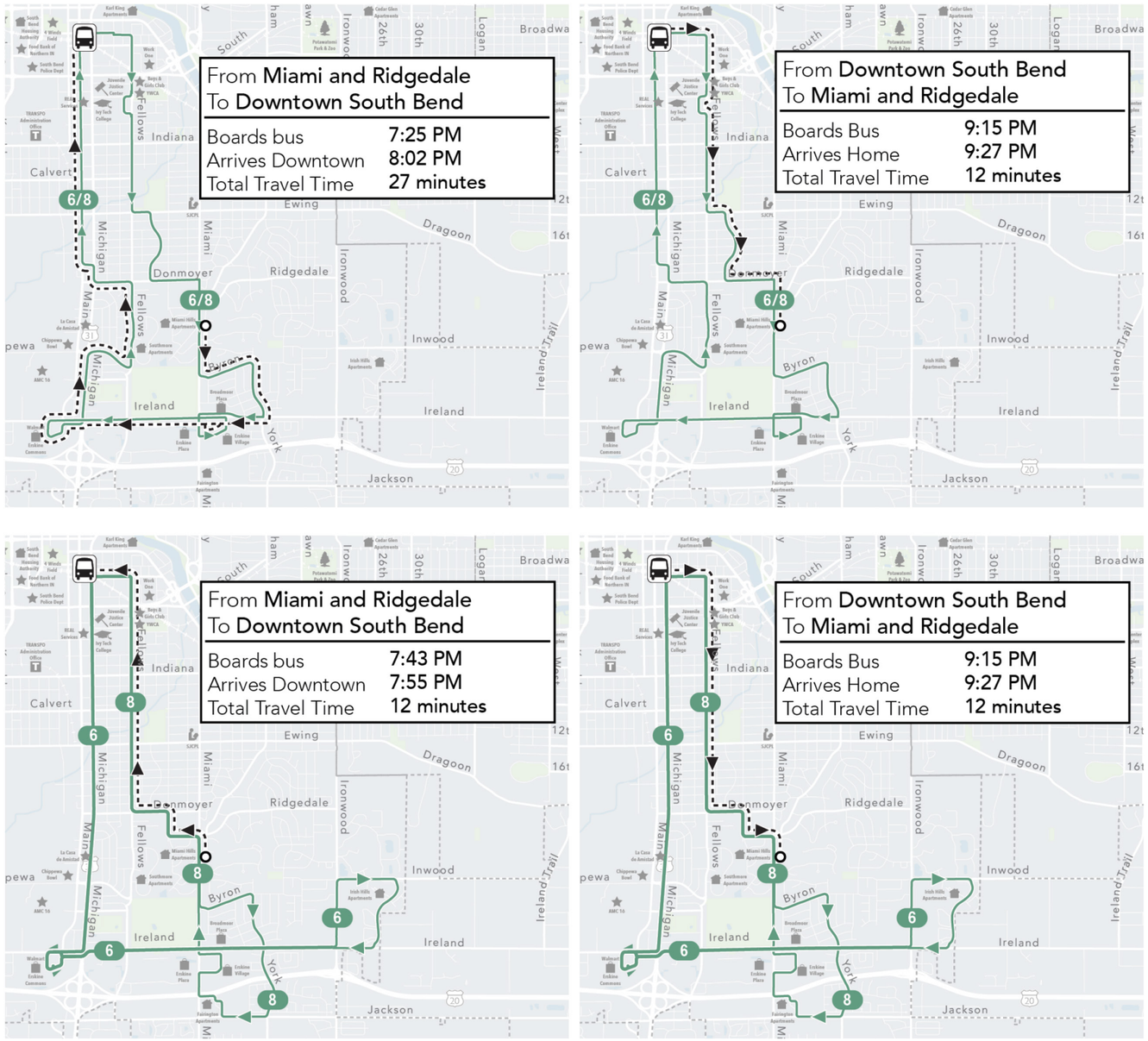


Figure 21: Comparison of a trip from Miami and Ridgedale in the evening in the Existing and Short-Term Networks.

Downtown South Bend Short-Term Network

The Short-Term Network also makes a number of changes to routing within the Downtown South Bend area. Overall, routing is simplified, with routes consolidated to operate two-way on fewer streets. This provides benefits to riders, as it is easier to remember which street to use. It also means that improved stop amenities serve more riders, as more people will be using fewer stops within downtown.

- Most routes from the north and west use Main Street through downtown. Routes 3, 4, 5, 7, and 10 all use Main to and from South Street Station before turning off to their respective corridors.
- Routes 2, 11, and 30 use Dr. Martin Luther King, Jr. Blvd to and from South Street Station.
- Route 3 has been consolidated onto Main Street and provides service to Memorial Hospital by following Marion to Lafayette to Riverside to California to Portage.
- Route 7 has been simplified east of the river to provide a faster trip to Notre Dame and allow the route to be extended to the VA Clinic. It now follows Colfax Avenue to Hill Street to South Bend Avenue to Notre Dame Avenue.
- Since Route 7 is shifted over to Hill Street, Route 13 has been simplified to follow Corby Street to Eddy Street to Colfax Avenue. Since this path is shorter and faster, it is possible to extend Route 13 to Main Street at its east end.
- With the above changes to Route 7, most people on Corby and Hill now have more frequent service with Route 7, though it may be a longer walk to reach service.
- Route 1 has been adjusted to follow Colfax Avenue in both directions, then use Jacob Street to McKinley Avenue.

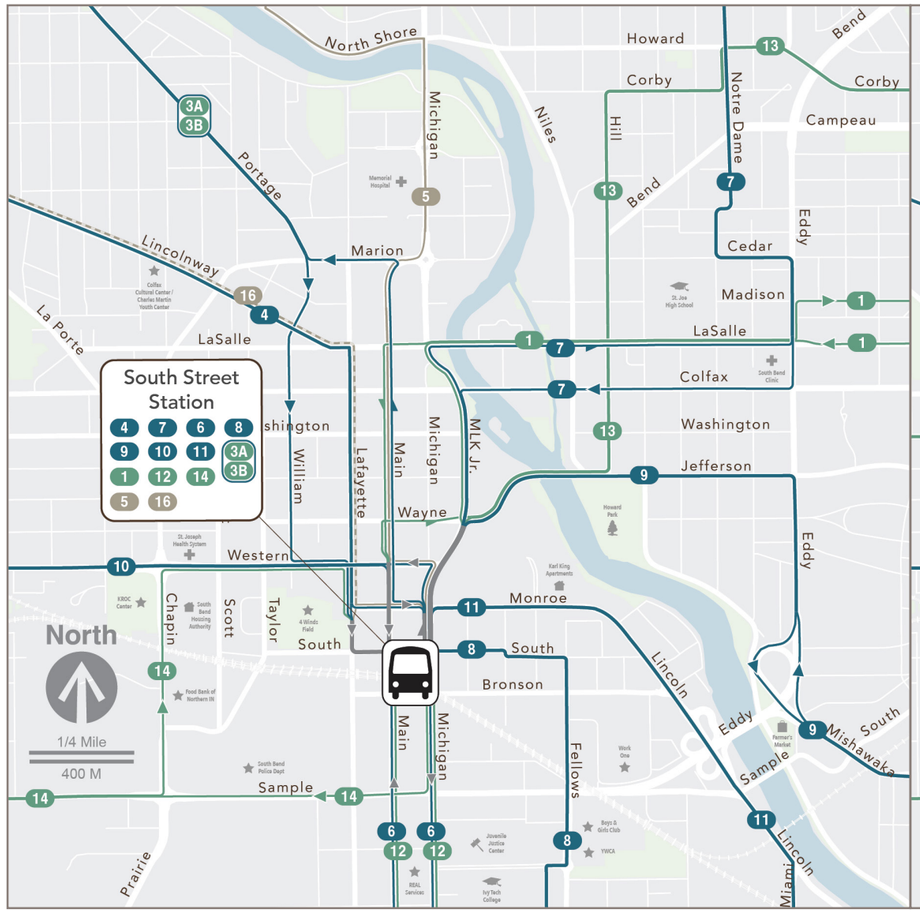


Figure 23: Existing Transpo Network in Downtown South Bend

Figure 22: Short-Term Network in Downtown South Bend

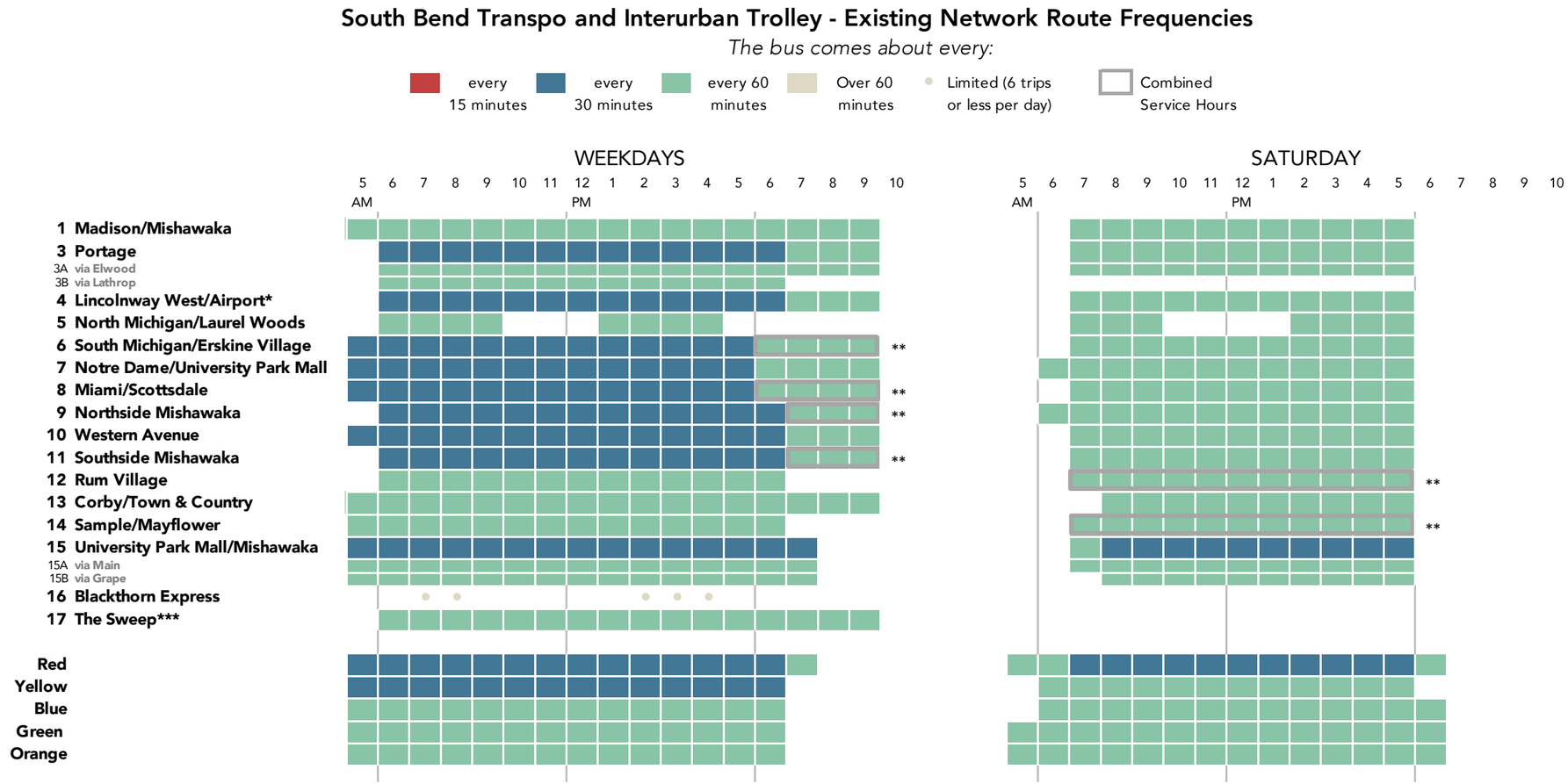
- Routes 12 is two-way on Main until Sample where it follows Route 6 using Michigan and Main to access South Street Station.
- Route 14 is two-way on Sample to Main/ Michigan to reach South Street Station. Route 14 no longer has the large one-way loop on Chapin.
- Route 6 is two-way on Michigan, except for the small loop north of Sample to turn in and out of South Street Station properly.

Existing Network Span of Service

The chart in Figure 24 summarizes each route's frequency and span for the existing Transpo and Interurban Trolley networks. This graphic illustrates how much less service is available during evenings and on weekends.

As discussed in the Choices Report, the Existing Network has a few unusual patterns that make travel in the evening or Saturday difficult for some riders. Routes 6 and 8 as well as 9 and 11 become large one-way loop in the evening. Similarly, Routes 12 and 14 combine into a large one-way loop on Saturdays. These large one-way loops force long, out-of-direction travel for many trips.

Low frequencies on Saturdays and Weekday Evenings, along with the lack of service Sundays make it less likely for transit to be useful for many retail and service workers.



*** Select trips serve Excel Center**
**** Operated as combined service: 6/8, 9/11, 12/14**
***** The Sweep operates every 40 minutes and only operates when Notre Dame is in session**

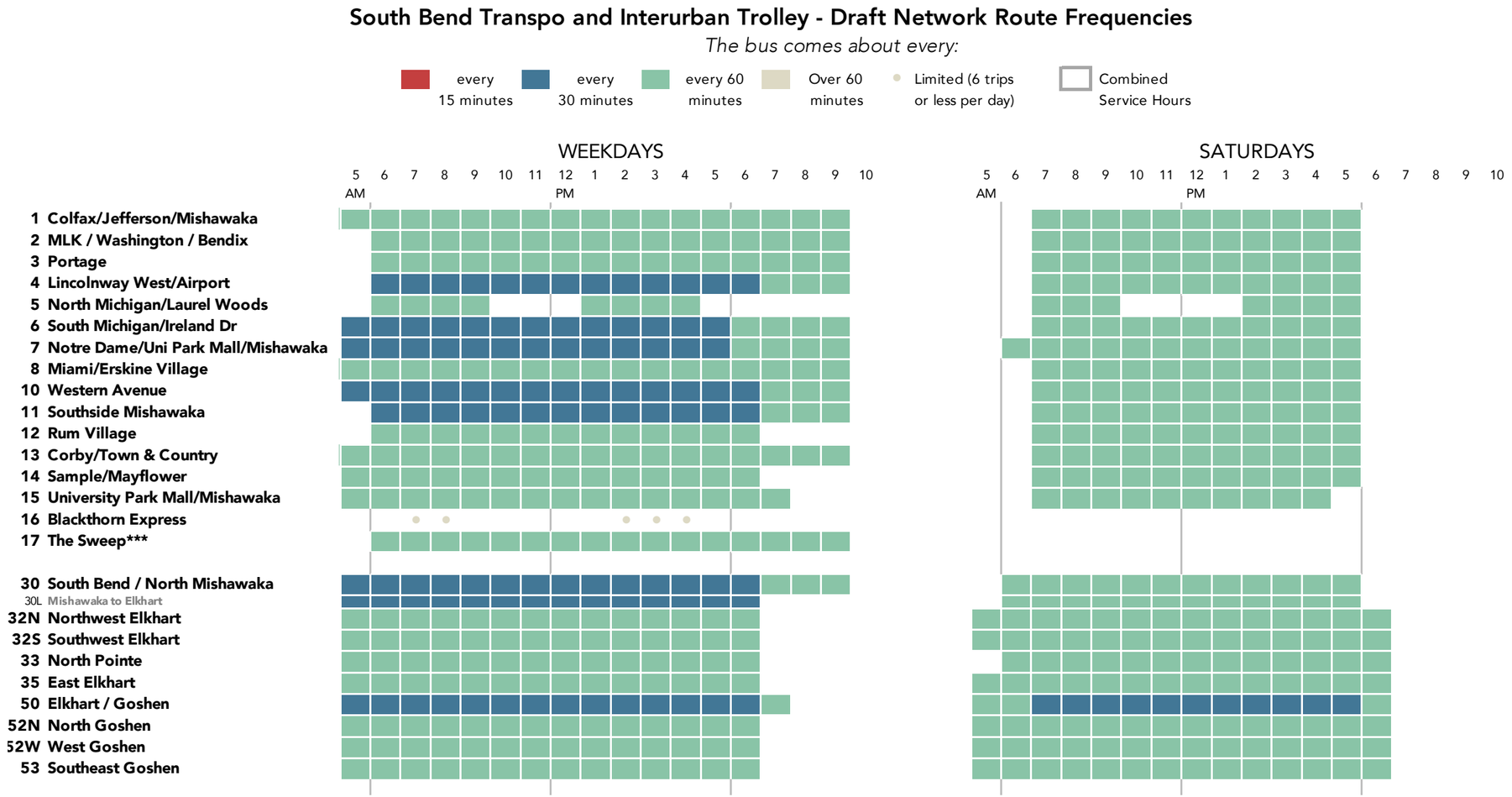
Figure 24: This chart shows approximately how often the bus runs throughout the day, on weekdays and weekends, on each Transpo and Interurban Trolley route. Most Transpo routes with service every 30 minutes go to every 60 minutes after 7 PM and on Saturdays. There is no service on Sundays.

Short-Term Network Span of Service

The chart in Figure 25 summarizes each route's frequency and span for the Short-Term Transpo and Interurban Trolley networks. In general, routes still operate similar spans and days of the week. With no additional budget for service, it would be impossible to add significant new hours of service, or Sunday service, without major cuts to coverage or frequency of service.

As discussed on the previous page, the Existing Network has a few unusual one-way patterns in the evening and on Saturday. In the Short-Term Network, these one-way patterns are removed, and all routes operate the same pattern all day and evening and Saturday. So, for example, Routes 6 and 8 operate as two-way services all day. One cost of this investment in additional service is that some routes, like Route 8, have lower frequency all day.

In the Short-Term Network, frequency of all-day service is lower for some routes so that all routes can run consistent patterns in the evening and on Saturday.



*** The Sweep operates every 40 minutes and only operates when Notre Dame is in session**

Figure 25: The spans of service on routes in the Short-Term Network are very similar to today's network, with limited evening service and no Sunday service. Some routes have improved service because evening and weekend one-way loops have been removed.

Additional Funding Transpo Network

+80% Service

The Additional Funding Concept assumes about an 80% increase from the existing service availability. With this increased investment, it is possible to drastically improve service and usefulness to many destinations. This improved network focuses on improved service to areas already served by Transpo, as opposed to expanding service to new areas so as to keep within the limits of the taxing district that funds Transpo.

Key differences from today's network include:

- Frequent (15-minute service) on Western Avenue (Route 10), Mishawaka (Route 30), Portage (Route 3), Michigan (Route 6) and part of South Bend Avenue (Route 7).
- Revised Route 7 with frequent service between Downtown South Bend and Notre Dame.
- Route 7 maintains its 30-minute service between Notre Dame, University Park Mall, St. Joseph Medical Center and Downtown Mishawaka.
- Route 8 improves to every 30 minutes on Fellows to Donmoyer where it shifts into two hourly services to Walmart and Erskine Village.
- Route 13 now has a bi-directional loop.
- Routes 1, 2, 12, and 14 are improved to every 30 minutes and Route 18 is added, providing direct service to the Pokagon Community, Four Winds Casino, and adjacent areas.
- Routes 5 and 16 are improved to all-day services with hourly service.

As a reminder:

- **Red** means about every **15 minutes** or better in the middle of the day.
- **Blue** means about every **30 minutes** or better in the middle of the day.
- **Green** means about every **60 minutes.**

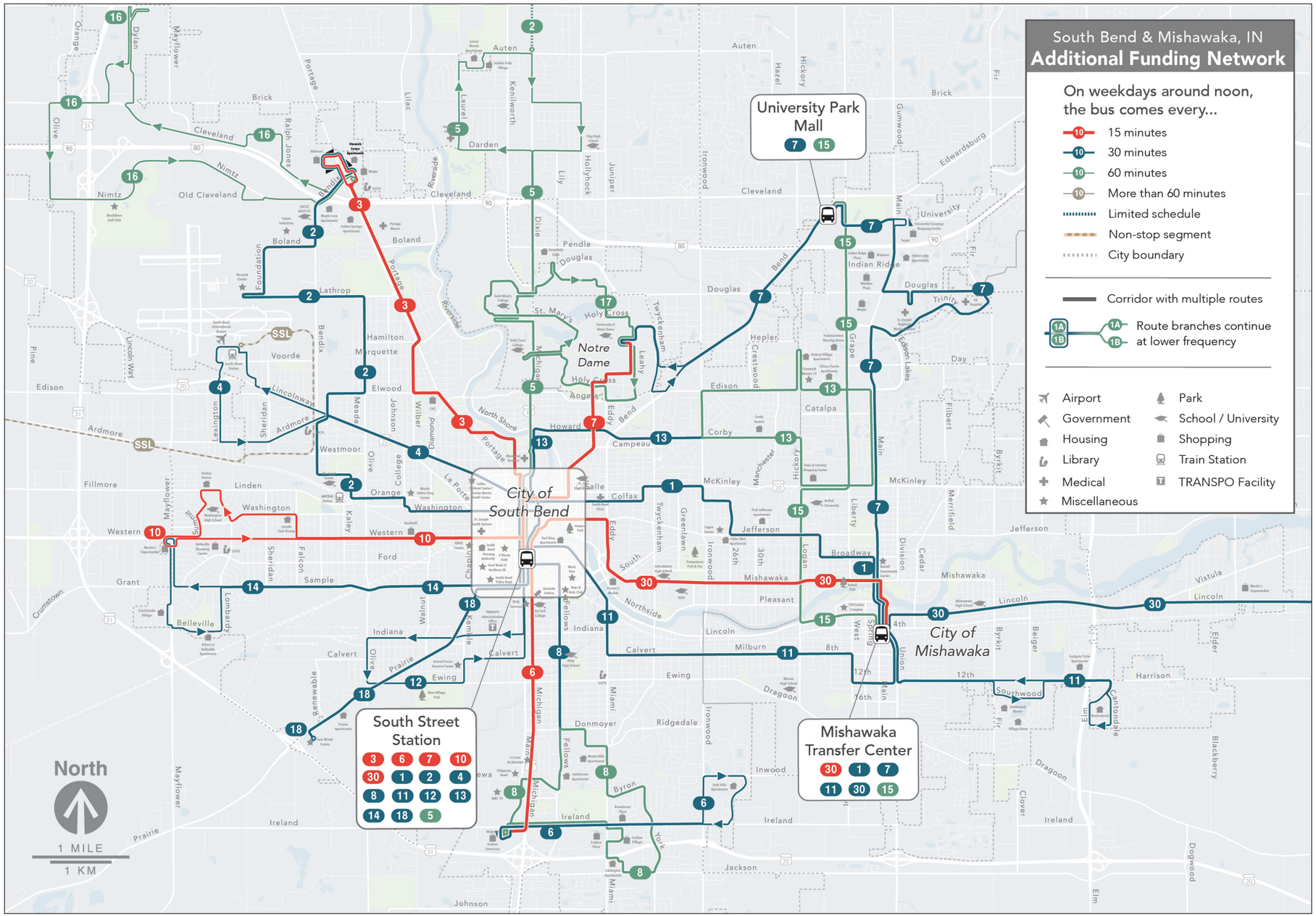


Figure 26: Transpo Additional Funding Network

3 Final Recommended Networks South Bend and Mishawaka

Downtown South Bend Additional Funding Network

The map in Figure 27 shows the Additional Funding Network within Downtown South Bend. The Additional Funding Network has the same design as the Short-Term Network, with service concentrated on Main Street and Martin Luther King, Jr. Blvd.

The improved frequency of service and its concentration on Main Street would provide a very useful service north-south through downtown for residents, workers, and visitors to downtown.

Key differences from today's network include:

- Route 13 has been revised to service Memorial Hospital via MLK Jr. Blvd, Michigan, Howard and Corby.
- Route 1 now provides all service on Colfax.

As a reminder:

- **Red** means about every **15 minutes** or better in the middle of the day.
- **Blue** means about every **30 minutes** or better in the middle of the day.
- **Green** means about every **60 minutes.**

See page 60 for more details about phased implementation and funding options for the Additional Funding Network.

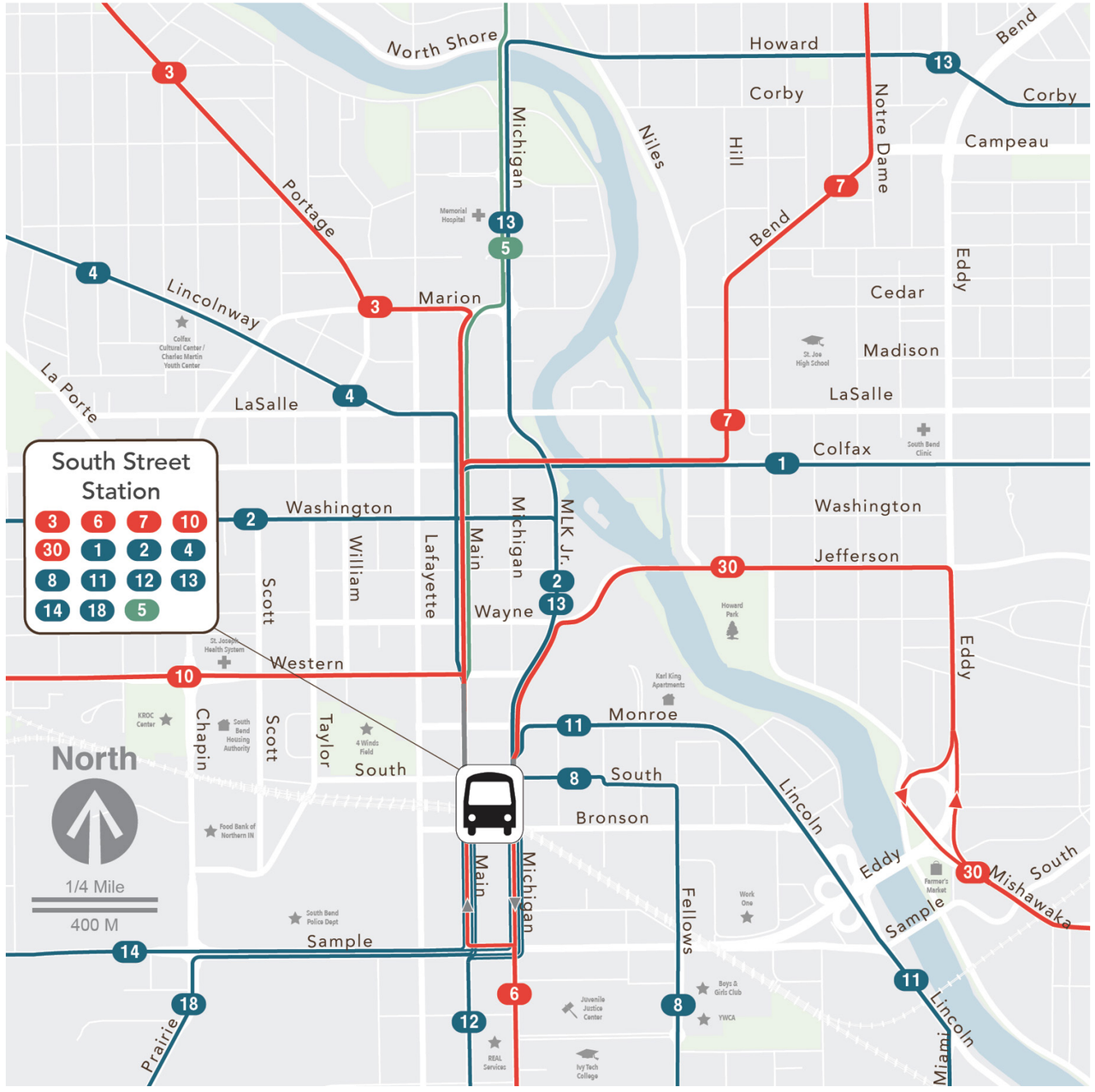


Figure 27: Downtown South Bend Service in the Additional Funding Network.

Additional Funding Network Span of Service

The chart in Figure 28 shows the frequency of service by time of day and day of week for the Additional Funding Network. The frequency of service is greatly improved for most routes. In addition, most routes would operate until 10pm on weekdays and 9pm on Saturdays. Also, all routes would operate on Sundays, for the first time, with service from 6am to 9pm, the same as on Saturday.

The frequency of service provided goes down at 7pm on weekdays, so that 15-minute routes become every 30 minutes and 30-minute routes become hourly from 7 to 10pm on weekdays. The frequency of service on Saturday and Sunday is similar to the evening service provided on most routes.

The Additional Funding Network includes more service in the evening and on Sundays, in addition to improved frequency of service.

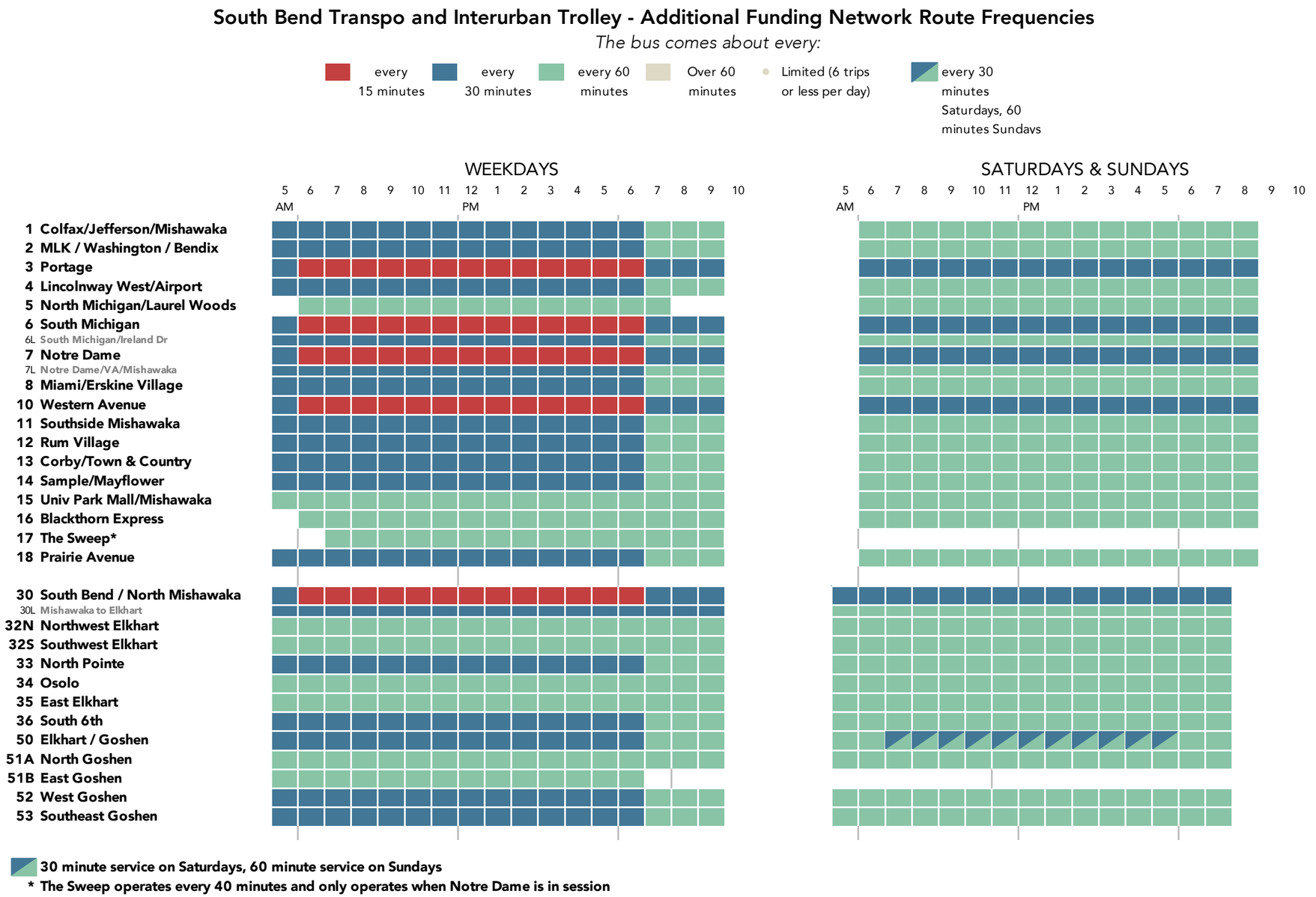


Figure 28: The frequency of service in the Additional Funding Network is significantly better on most routes, and all routes run into the evening and on Sundays.

4 South Bend and Mishawaka Outcomes

Comparing Outcomes

This chapter reports on three different ways of measuring the potential outcomes of the Short-Term and Additional Funding Networks. These measurements are not forecasts. They do not make assumptions about how culture, technology, prices or other factors will change in the next few years. These are simple arithmetic measures that combine existing distance, time and population information to show the potential of each Network and how they each differ from the existing network.

Proximity

The first measure reported on the next page, is very simple: How many residents and jobs are near transit?

Proximity does not tell us how useful people will find transit service, only that it is nearby to them. We also report on proximity to frequent transit service, to provide a little more information about how many people are near service that they are more likely to use.

Wall Around Your Life

To understand the benefits of a network change, consider this simple question: Where could I get to, in a given amount of time, from where I am?

This question refers to the physical dimension of liberty and opportunity. If you can get to more places in a given amount of time, you will be freer and have more opportunities outside your neighborhood.

Isochrones provide a visual explanation of how a transit network changes peoples' freedom to travel, on foot and by transit, to or from a place of interest. A few examples are included in this report beginning on page 30.

Access

Isochrones display the change in access that a person would experience traveling to a particular place. By summing up the isochrones for every single part of South Bend, Mishawaka, Elkhart, and Goshen, we can describe how access to jobs would change for all residents of the service area.

This is a good proxy for a ridership forecast, because it describes the part of ridership forecasting that is basic math and highly predictable: Could more people access more jobs (and other opportunities) by transit, in less time? If the answer is "Yes," that implies higher ridership potential.

Summary of Outcomes

The Short-Term and Additional Funding Networks would likely have these effects on transit outcomes:

- **Ridership potential** would be slightly higher in the Short-Term Concept compared to the Existing Network and would increase a great deal in the Additional Funding Concept.
  - In the Short-Term Network, there is a small increase in the opportunities that people can reach in a given amount of time. Therefore, ridership potential increases slightly.
  - In the Additional Funding Network, more people can reach many more opportunities in a given amount of time. This is even more the case for low-income people.
  - Other factors would affect whether or not people choose to ride, such as fares, parking pricing, gas prices, employment levels, etc. Holding all of these other factors constant, however, when more people can make more of their trips faster, by transit, more people will choose to ride.
- The Short-Term and Additional Funding Networks would slightly increase the number of jobs and residents near any all-day service in South Bend and Mishawaka, though only by about 1%.
- In today's network there are no routes that provide frequent service (every 15 minutes or better service). The Additional Funding Network would add five routes that provide this level of service, covering 32% of people and 40% of jobs in South Bend and Mishawaka. Frequency correlates strongly with high ridership, especially when multiple frequent services are combined into a connected network.
- The Short-Term Network would increase the number of jobs that the average person could reach in 60 minutes by walking and transit, and would therefore be more useful, on average, than the Existing Network. This is the basis of the estimate of ridership potential.
  - **In South Bend and Mishawaka, the average person could reach 18% more jobs in 60 minutes under the Short-Term Network.**
- The Short-Term Network is somewhat simpler than the Existing Network, for example by removing one-way loops, deviations, and unusual evening and Saturday service patterns. Simplicity is important to attract spontaneous and new riders. Simpler, more direct routes mean a network is easier to remember.
- **With the Additional Funding Network**, more frequent lines with more consistent spans make trip-planning easier. Spans of service throughout the days of the week get simpler and more consistent across the entire network. This would make it much easier to rely on transit for more trips and for spontaneous travel.
  - **In South Bend and Mishawaka, the average person could reach 41% more jobs in 60 minutes under the Additional Funding Network.**
- **With the Additional Funding Network,** the number of places where cities could justify encouraging transit-oriented development, including affordable housing, is higher. Dense developments and neighborhoods around them benefit from frequent transit service, and some cities have policies allowing more density, less parking, and greater affordability around frequent bus lines.

With the Short-Term Network, the average resident could reach 8,400 more jobs in 60 minutes by transit. With the Additional Funding Network, the average person could reach 19,100 more jobs.

Proximity to Transit: South Bend and Mishawaka Residents and Jobs

The number of people and jobs within a certain distance from transit is the simplest measure of transit outcomes. In this report we call this measure "proximity to transit". Many people have varying levels of willingness to walk to transit, but most research shows that most people are willing to walk up to ¼ to ½ mile to reach a transit stop. In general, the higher the frequency of service, the more likely someone is willing to walk farther to reach transit.

The bar charts in Figure 29 show how many residents and jobs would be "close enough" to frequent (15-minute), 30-minute, or 60-minute transit service for the Existing Network and the Short-Term and Additional Funding Networks within South Bend and Mishawaka. These charts assume that someone is near transit service if they are within ½ mile of a bus stop as the crow flies. Walking ½ mile over flat ground takes the average person about 10 minutes.

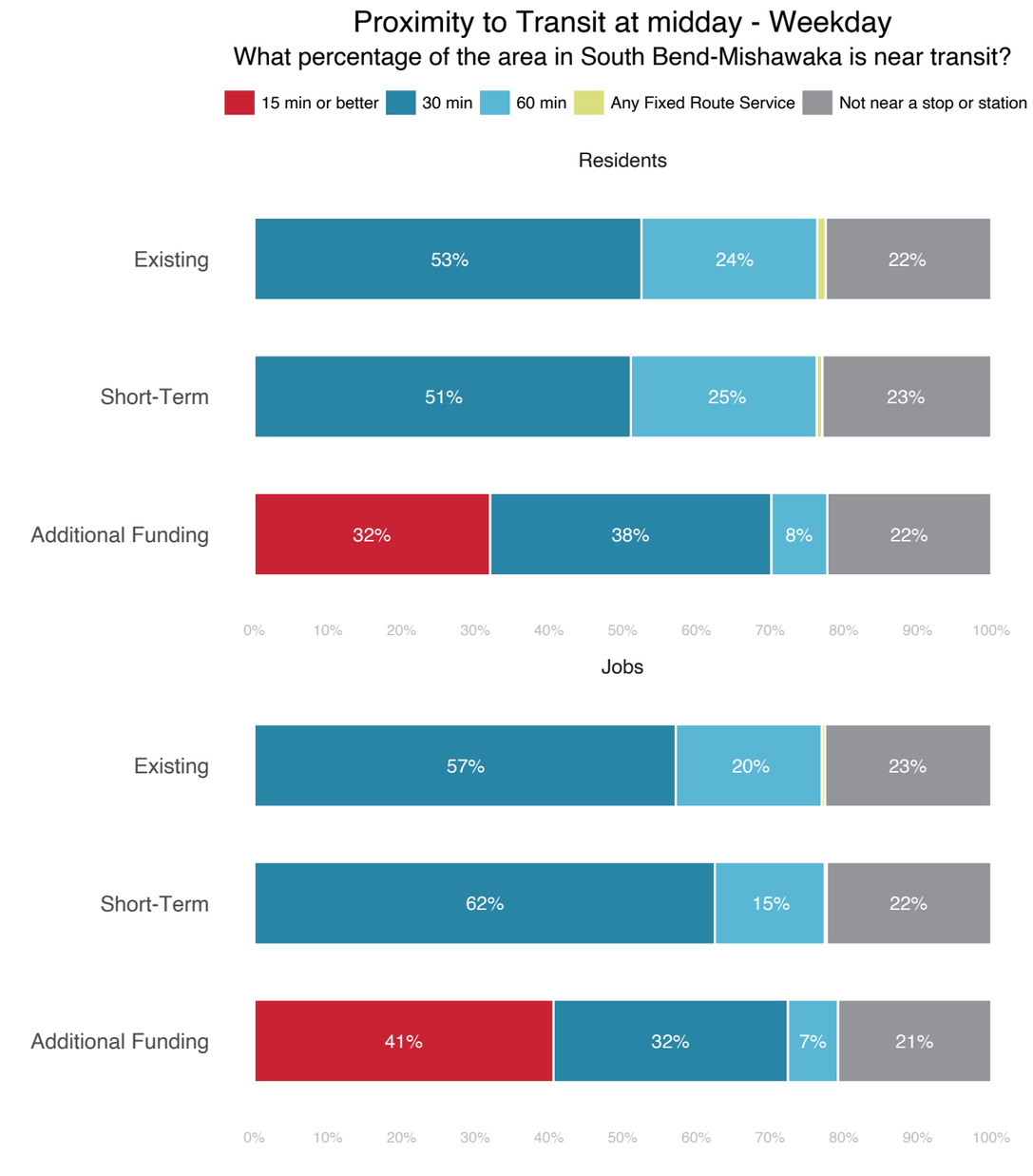
Compared to Existing, the Short-Term Network would

- slightly decrease the number of residents near any transit service from 78% to 77%,
- decrease the percent of residents near 30-minute or better service from 53% to 51%
- slightly increase the level of jobs near any service from 77% to 78%.
- increase the percent of jobs near 30-minute or better service from 57% to 62%

Compared to Existing, the Additional Funding Network Concept

- increase the percent of residents near frequent service from 0% to 32%,
- increase the percent of residents near 30-minute or better service from 51% to 70%
- maintain the percent of residents near any service from at 78%.
- increase the number of jobs near frequent service from 0% to 41%,
- increase the percent of jobs near 30-minute or better service from 57% to 73%
- increase the percent of jobs near any service from 78% to 79%.

Figure 29: Percent of residents and jobs in South Bend and Mishawaka near transit in the Existing, Short-Term and Additional Funding Networks



Note: Proximity is measured as being located within 1/2 mile of a bus or rail stop.

Proximity to Transit: South Bend and Mishawaka Populations of Concern

The charts in Figure 30 show the differences in proximity to service for residents of color, residents in poverty, and seniors in South Bend and Mishawaka. As discussed in the Choices Report, looking at proximity to transit for these groups is helpful for assessing whether transit is meeting coverage goals for populations of special concern. This analysis also assists in understanding if the recommended network improvements would pass a Title VI Service Equity assessment.

Compared to Existing, the Short-Term Network would

- keep the percent of people of color near any transit service the same at 84% while reducing the percent of people of color near 30-minute service from 60% to 56%.
- keep the percent of people in poverty near any transit service the same at 83% and reduce the percent near 30-minute service from 60% to 58%.
- slightly decrease the percent of seniors near any service from 72% to 71%, but maintain the percent near 30-minute service at 46%

The shifts in the population percentages near any service are very small, 1% or less and the change in the percentage of all people near service increases by only 1%. For populations near 30-minute service, all three groups see changes of similar magnitudes as the population overall. Therefore, these shifts do not appear to result in disproportionate burdens or benefits to any particular group as a whole.

Compared to Existing, the Additional Funding Network would

- increase the percent of people of color near frequent transit from 0% to 41% and increase the percent near 30-minute or better service from 60% to 79%. The percent of people of color near any service would be maintained at 84%
- increase the percent of people in poverty near frequent transit from 0% to 41% and increase the percent near 30-minute or better service from 60% to 77%. The percent of people in poverty near any service would remain unchanged at 83%
- increase the percent of seniors near frequent transit from 0% to 25% and increase the percent near 30-minute or better service from 46% to 63%. The percent of seniors near any service would be maintained at 72%.

Note: Proximity is measured as being located within 1/2 mile of a bus or rail stop.

Figure 30: Percent of people of color, people in poverty, and senior residents in South Bend and Mishawaka near transit in the Existing, Short-Term and Additional Funding Networks.

Freedom, Access, Usefulness

Where can I go in 60 minutes?

People ride transit if they find it useful. High transit ridership results when transit is useful to large numbers of people. A helpful way to illustrate the usefulness of a network is to visualize where a person could go using public transit and walking, from a certain location, in a certain amount of time.

The maps in Figure 31 show someone's access to and from South Street Station in Downtown South Bend in 60 minutes, at noon on a weekday in the Short-Term and Additional Funding Networks. Each concept is compared to the Existing Network. The technical term for this illustration is isochrone. A more useful transit network is one in which these isochrones are larger, so that each person is likely to find the network useful for more trips.

The dark blue represents areas that are reachable today and in the corresponding network. Areas that are newly reachable are shown in light blue, and areas that would no longer be reachable are shown in gray. The maps show that the Short-Term Network has a few small gray areas, for example off Lathrop Road, meaning those areas can no longer be reached in 60 minutes or less. In the Additional Funding Network there are many areas in light blue, such as Southwood, the northern edges of Portage Road, and portions of Main Street south of University Mall.

Not Just the Area – Also What is Inside the Area

The real measure of usefulness is not just how much geographic area we can reach, but how many useful destinations are in that area. These maps and analysis also show the quantity of people and jobs reachable from each location mapped. The tables below each map show that for trips beginning at South Street Station, the Additional Funding Concept would increase access to residents and jobs over the existing network by about 14%. The Short-Term network, would bring a smaller increase in access to residents and jobs (by 9% and 10% respectively).

Higher ridership arises from service being useful, for more people, to get to more busy places. That's why predictive models of ridership do this very same analysis behind-the-scenes.

When reviewing these maps remember that waiting time counts, and in most cases, a longer walk to a high-frequency route can get people farther and faster, than a shorter walk to an infrequent route. Also, remember that some of the access shown in these maps isn't reached on a single route, but requires a transfer.

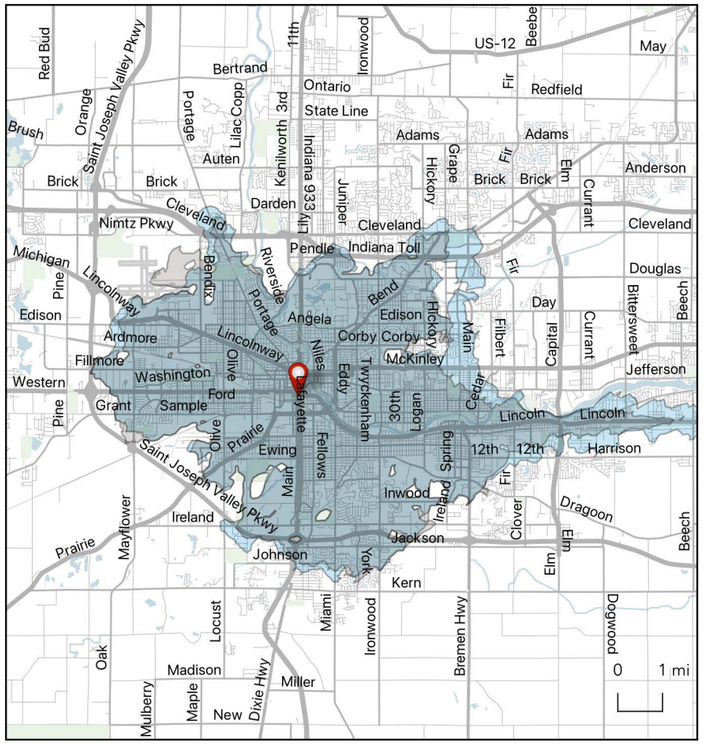
Figure 31: Isochrone map of access to and from South Street Station in South Bend.

How far can I travel in **60 minutes** from

South Street Station

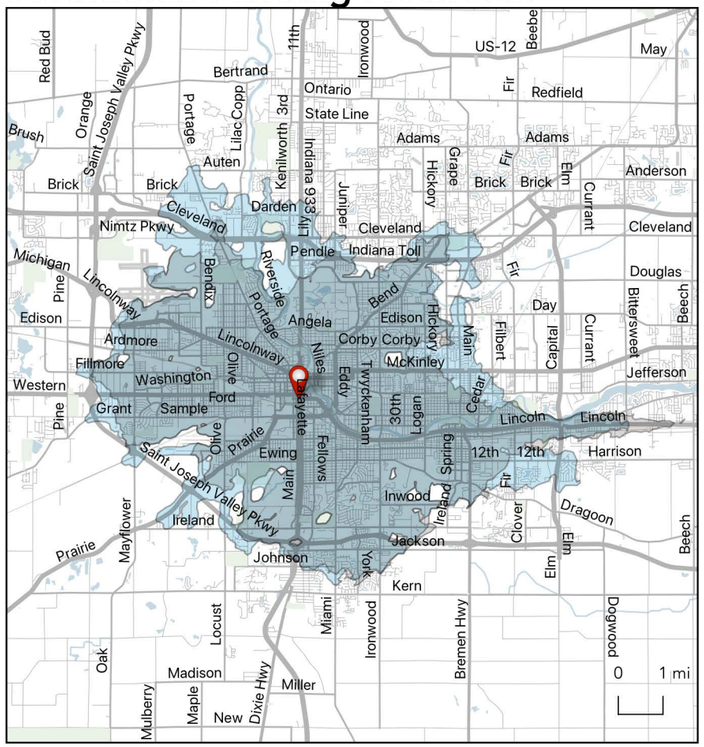
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+11,400	+8.5%
Jobs Accessible	+9,500	+9.5%

Additional Funding Network?



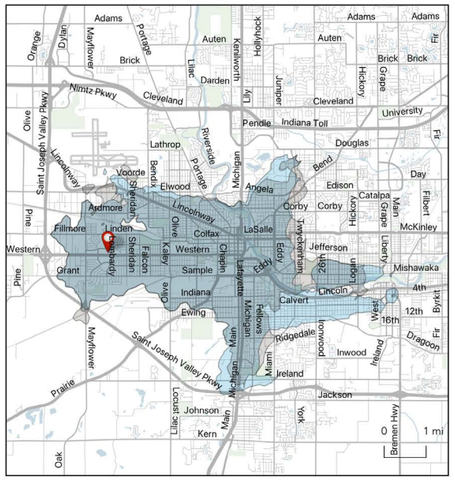
	Change	% Change
Residents Accessible	+17,500	+13.5%
Jobs Accessible	+13,500	+13.5%

How far can I travel in **60 minutes** from

Western Ave and Lombardy

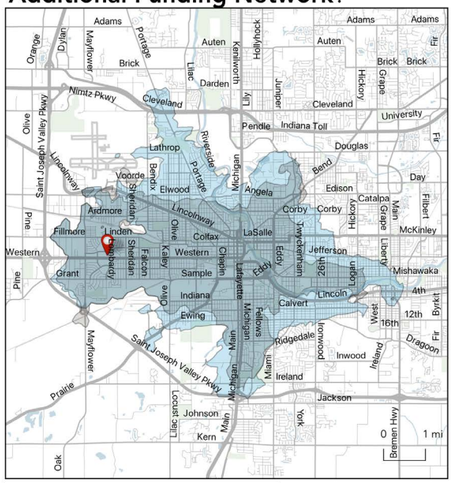
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+7,500	+13.0%
Jobs Accessible	+5,300	+10.0%

Additional Funding Network?



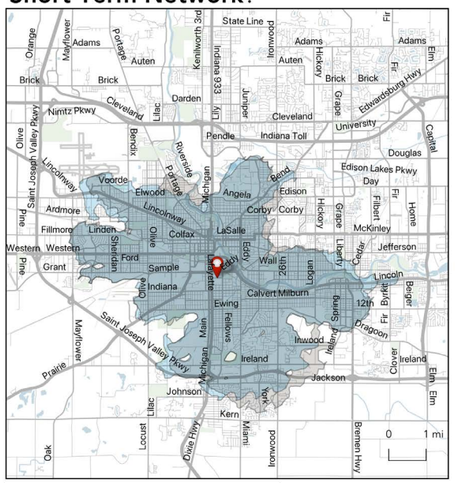
	Change	% Change
Residents Accessible	+28,800	+50.0%
Jobs Accessible	+14,500	+27.0%

How far can I travel in **60 minutes** from

Ivy Tech South Bend

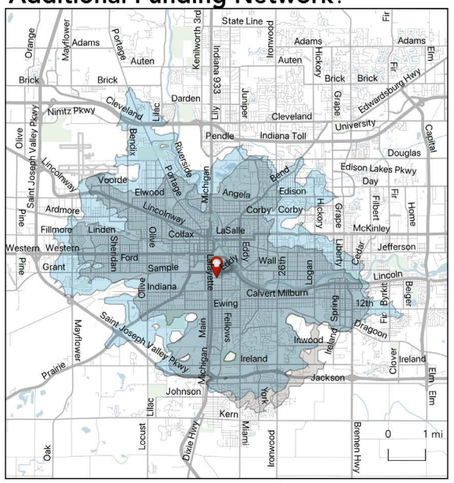
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+1,400	+1.5%
Jobs Accessible	+2,800	+4.0%

Additional Funding Network?



	Change	% Change
Residents Accessible	+25,500	+27.0%
Jobs Accessible	+14,500	+19.5%

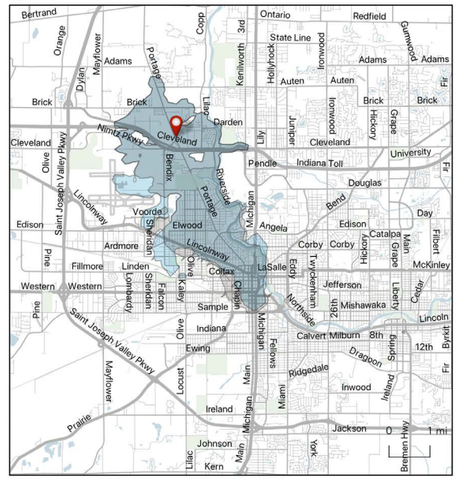
For most people and places in South Bend, the Short-Term Network increases access at least a little. The Additional Funding Network increases access dramatically.

How far can I travel in **60 minutes** from

Portage at Bendix

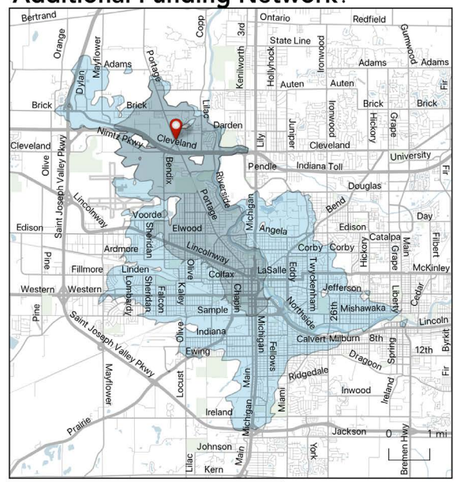
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	-700	-3.0%
Jobs Accessible	+2,000	+8.0%

Additional Funding Network?



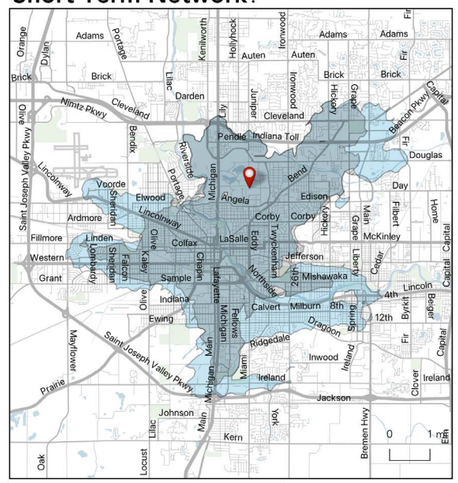
	Change	% Change
Residents Accessible	+58,400	+256.5%
Jobs Accessible	+44,100	+170.5%

How far can I travel in **60 minutes** from

Duncan Student Center & Notre Dame Stadium

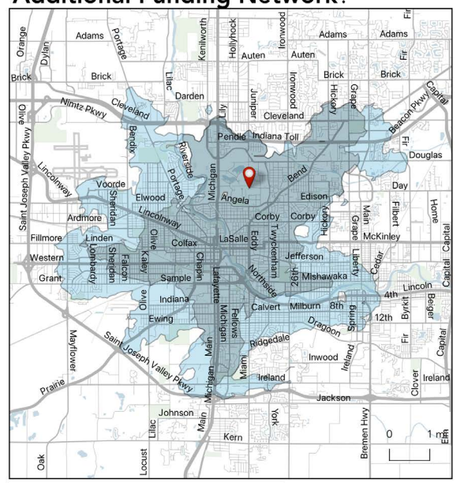
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+28,200	+45.5%
Jobs Accessible	+18,000	+27.5%

Additional Funding Network?



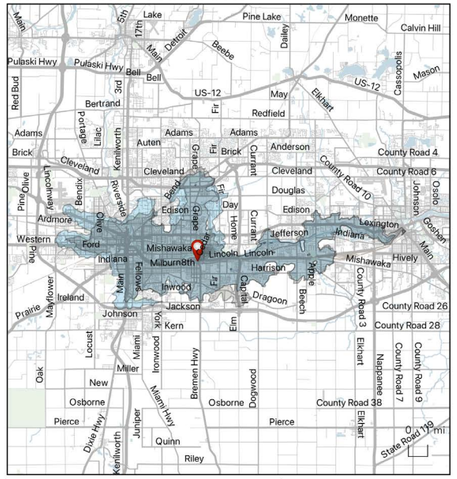
	Change	% Change
Residents Accessible	+50,900	+82.5%
Jobs Accessible	+27,500	+42.0%

How far can I travel in **60 minutes** from

Mishawaka Transfer Center

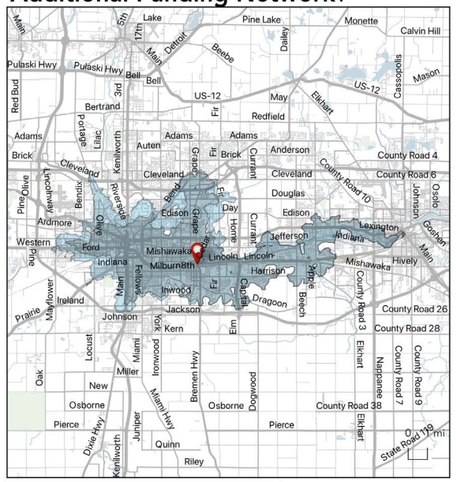
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+19,500	+17.5%
Jobs Accessible	+14,200	+15.0%

Additional Funding Network?

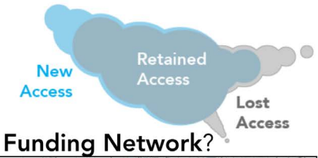


	Change	% Change
Residents Accessible	+33,900	+30.5%
Jobs Accessible	+19,400	+20.5%

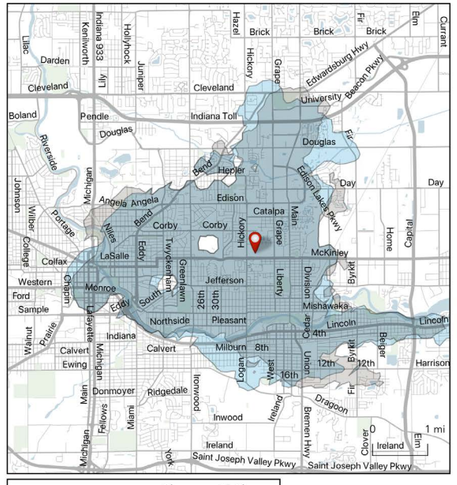
How far can I travel in **60 minutes** from

Town and Country Shopping Center

on weekdays at noon using:

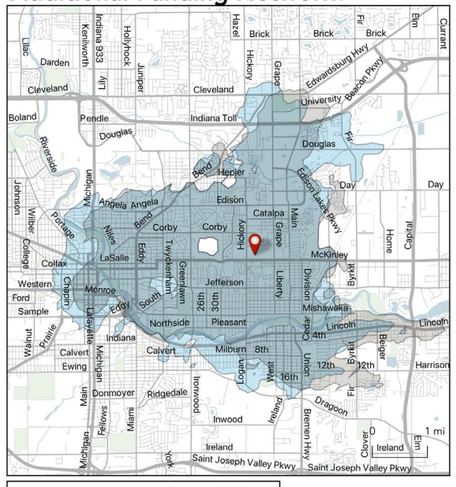


Short-Term Network?



	Change	% Change
Residents Accessible	+3,000	+5.0%
Jobs Accessible	+3,500	+6.0%

Additional Funding Network?



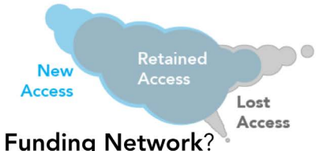
	Change	% Change
Residents Accessible	+7,600	+13.5%
Jobs Accessible	+10,300	+18.0%

For most people and places in Mishawaka, the Short-Term Network increases access at least a little. The Additional Funding Network increases access dramatically.

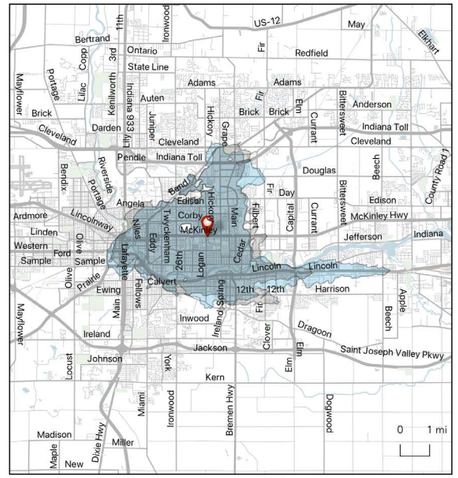
How far can I travel in **60 minutes** from

Bethel University

on weekdays at noon using:

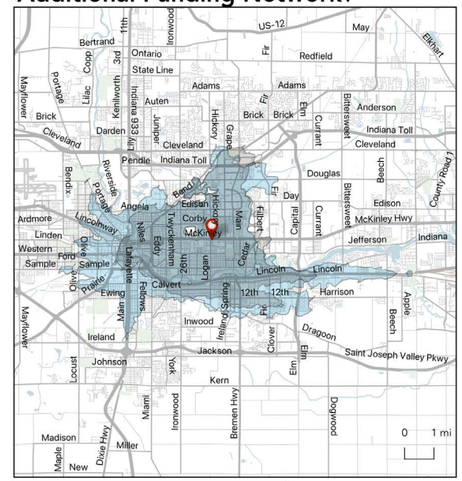


Short-Term Network?



	Change	% Change
Residents Accessible	+3,200	+5.5%
Jobs Accessible	+2,200	+3.5%

Additional Funding Network?

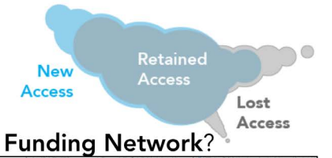


	Change	% Change
Residents Accessible	+32,800	+54.0%
Jobs Accessible	+22,900	+38.0%

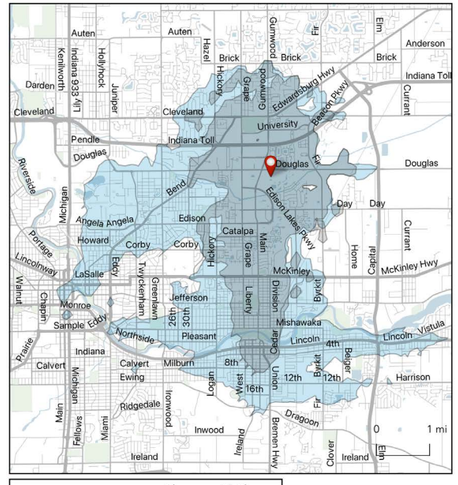
How far can I travel in **60 minutes** from

St. Joseph Regional Medical Center

on weekdays at noon using:

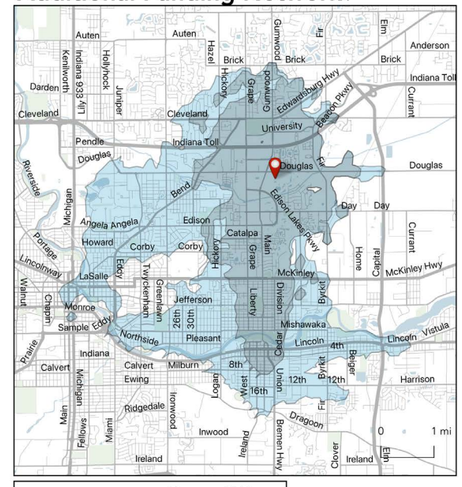


Short-Term Network?



	Change	% Change
Residents Accessible	+41,600	+185.0%
Jobs Accessible	+32,000	+126.5%

Additional Funding Network?



	Change	% Change
Residents Accessible	+43,000	+191.0%
Jobs Accessible	+36,200	+143.0%

Change in Access: Short-Term in South Bend and Mishawaka

The previous maps show how the networks changes where people could go in a given time, from particular places. Access to other opportunities, like education or shopping would likely change in a similar way. We can run the same analysis on a grid of locations throughout the region to estimate the access impacts of the recommended networks on jobs access for different areas of the city.

The map in Figure 32 shows that heat map analysis comparing the Short-Term Network to the Existing Network. Since the Short-Term Network uses the same resources as the Existing Network, it naturally has positive and negative areas as any service additions require a cut somewhere else.

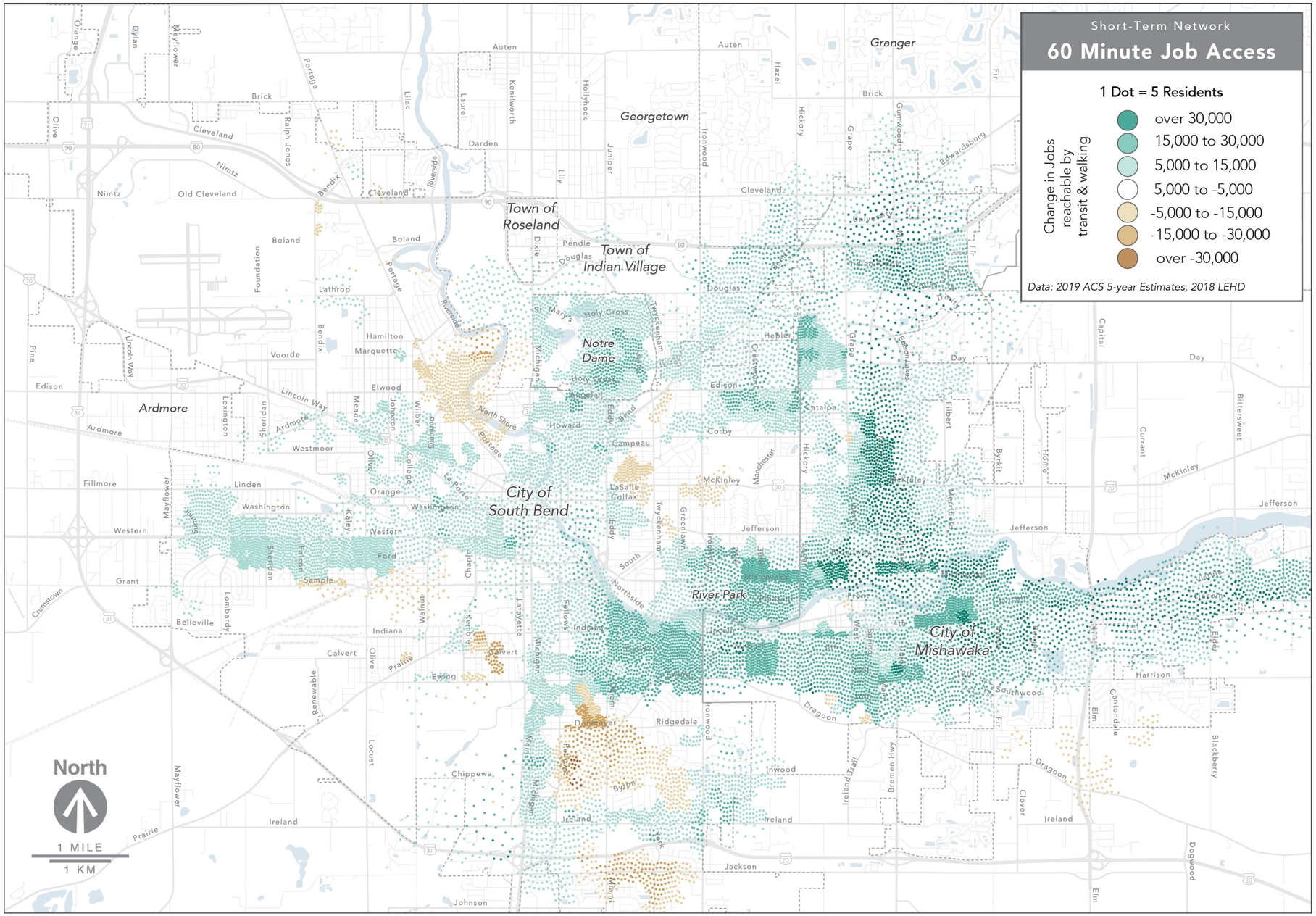
Areas where job access improves include:

- Portions of inner Washington and Western where revised downtown routing make it easier to reach lots of jobs.
- Notre Dame and portions of South Bend Avenue where changes for Route 7 provide better access to many areas near the revised route.
- Mishawaka where three 30-minute routes, Route 7, Route 11, and Route 30, now converge at the Mishawaka Transit Center.
- Along Michigan and Main from Ewing to Ireland where the revised Route 6 provides better service.
- Along portions of Miami and Calvert served by Route 11, where improved connections downtown mean more jobs are reachable in 60 minutes.

Areas where job access declines include:

- Areas around Portage and Elwood, as Route 3 is now every 60 minutes, instead of having every 30-minute service.

Figure 32: Change in jobs reachable in 60 minutes in South Bend and Mishawaka under the Short-Term Network



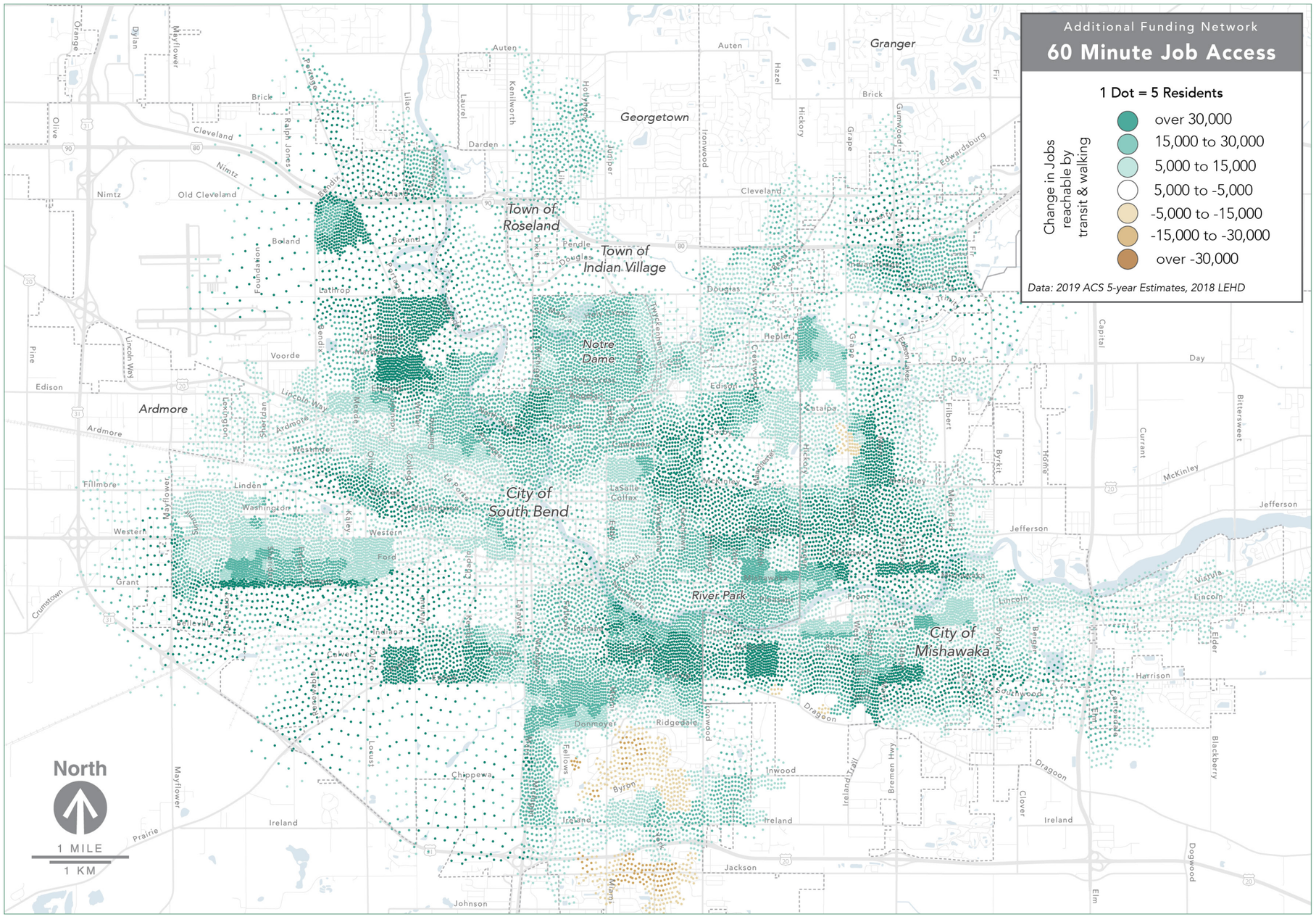
Change in Access: Additional Funding Network in South Bend and Mishawaka

- Around Donmoyer, Fellows, and Byron in southside, due to the decrease in frequency and other changes to Route 8.
- Along and around Cedar Street near Eddy Street to the east due to shifts in Route 7. This area is now a longer walk from service that is every 60 minutes, instead of every 30 minutes.
- Around Calvert Street, near Taylor Street, due to Route 12 being shifted to Prairie Avenue and these areas being more than ¼ mile from service.
- Areas near the Excel Center, where the Route 2 replacement is not quite as good at providing access to jobs as the current Route 4 service.
- Southwood and Reverewood areas, where the reduced frequency of service reduces access to jobs by transit.

The map in Figure 33 shows the same job access heat map outcome for the Additional Funding Network compared to the Existing Network. **Nearly all parts of South Bend and Mishawaka see a large improvement in access to jobs.** Only two areas stand out as having reduced access:

- Areas along Miami Street south of Donmoyer still show reduced access since they are only served by an hourly route.
- A small area of Lincolnway just east of Logan still shows a small decrease in access due to being served primarily by hourly service.

Figure 33: Change in jobs reachable in 60 minutes in South Bend and Mishawaka under the Additional Funding Network



Access Change: South Bend and Mishawaka

The maps on the previous two pages show how much access increases or decreases across different parts of South Bend and Mishawaka. By adding up all the jobs reachable by anyone and dividing it by the total population, we can get an average of jobs reachable across the entire service area.

The chart in Figure 34 shows that how many jobs the average person, average person of color, and average person in poverty could reach in the Existing, Short-Term Network, and Additional Funding Networks.

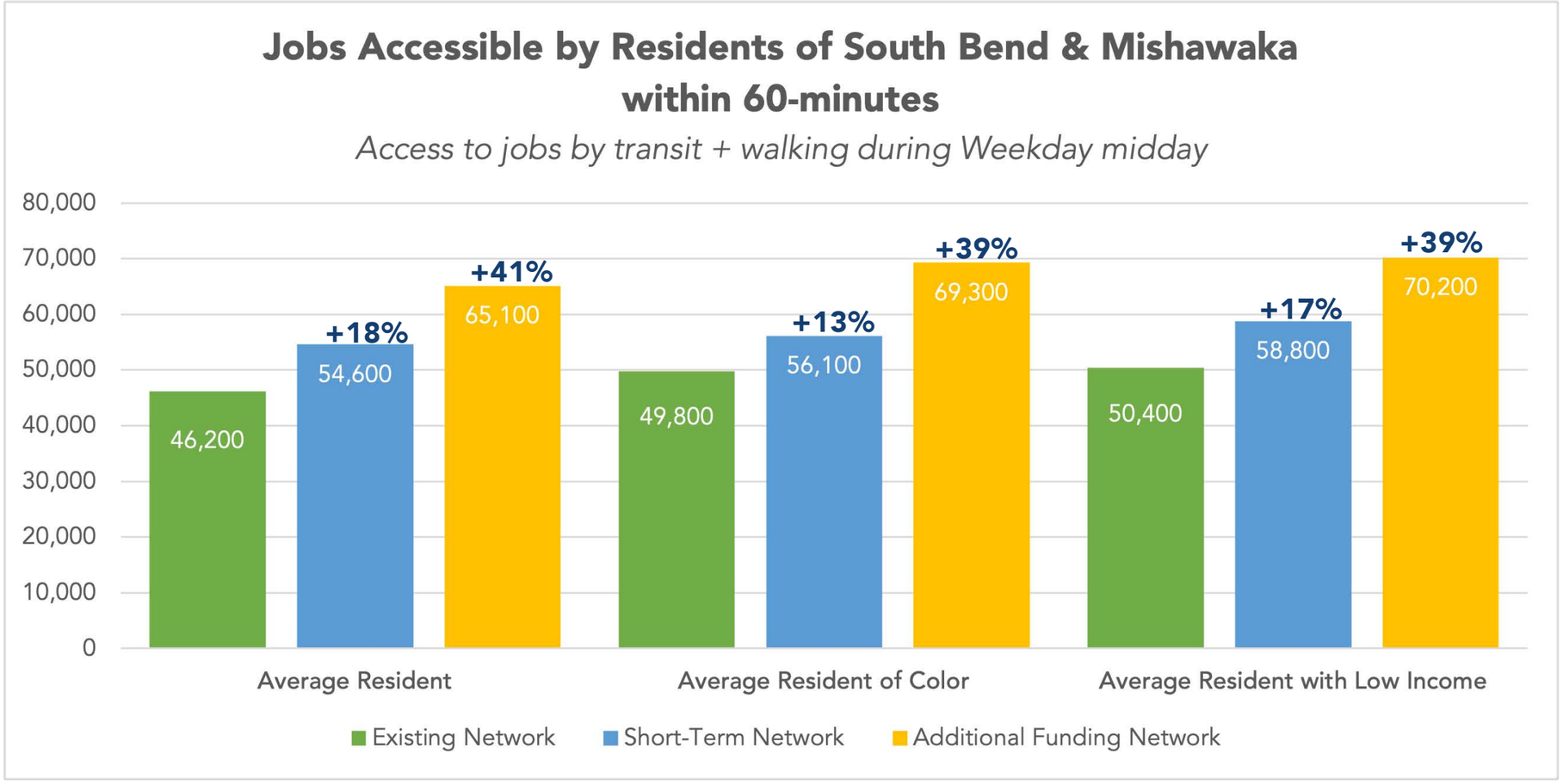
Even though the Short-Term Network is cost-neutral, the changes in the network have a net positive effect on access to jobs for the average person, average person of color, and average person in poverty. Each group sees access to jobs increase by 13-18% on average.

With the increased service, the Additional Funding Network can achieve much better outcomes. Access to jobs for all groups increase 39-41%.

The Short-Term Concept increases job access by 13 to 18% for the average person, average person of color, and average person in poverty.

The Additional Funding Network significantly increases job access for all groups, with increases of about 40%.

Figure 34: Comparison of jobs reachable in 60 minutes in South Bend and Mishawaka under the Existing Network, Short-Term, and Additional Funding Concepts.



5 Final Recommended Networks Elkhart and Goshen

Existing Interurban Trolley Network

77% Ridership / 23% Coverage

To help the reader compare the Existing Network, the Short-Term Network, and the Additional Funding Network, maps of each network for the Interurban Trolley service area (Elkhart and Goshen) are shown on the following pages.

In each network map, routes are color-coded by midday frequency. The choice of midday, rather than morning or evening rush hour, is intentional. While travel often peaks at rush hour, many people need to travel at midday. Retail and restaurant industries change shifts throughout the day, particularly in midday and later evening. Office workers may need to travel for meetings or personal appointments. College students often attend midday classes. Parents may need to pick up a sick kid from school.

In the Interurban Trolley Network, frequency of service is consistent across most of the day. Notably, there is no service at all on Sundays. The frequency charts show the pattern of frequency, starting on page 41.

- **Blue** means about every **30 minutes** in the middle of the day. Some routes in this category have headways of up to 35 minutes.
- **Green** means about every **60 minutes**

The maps in this report highlight the city-wide and region-wide differences between the Concepts. For more details on the existing network, its design and performance, see the Choices Report, published in February 2022.

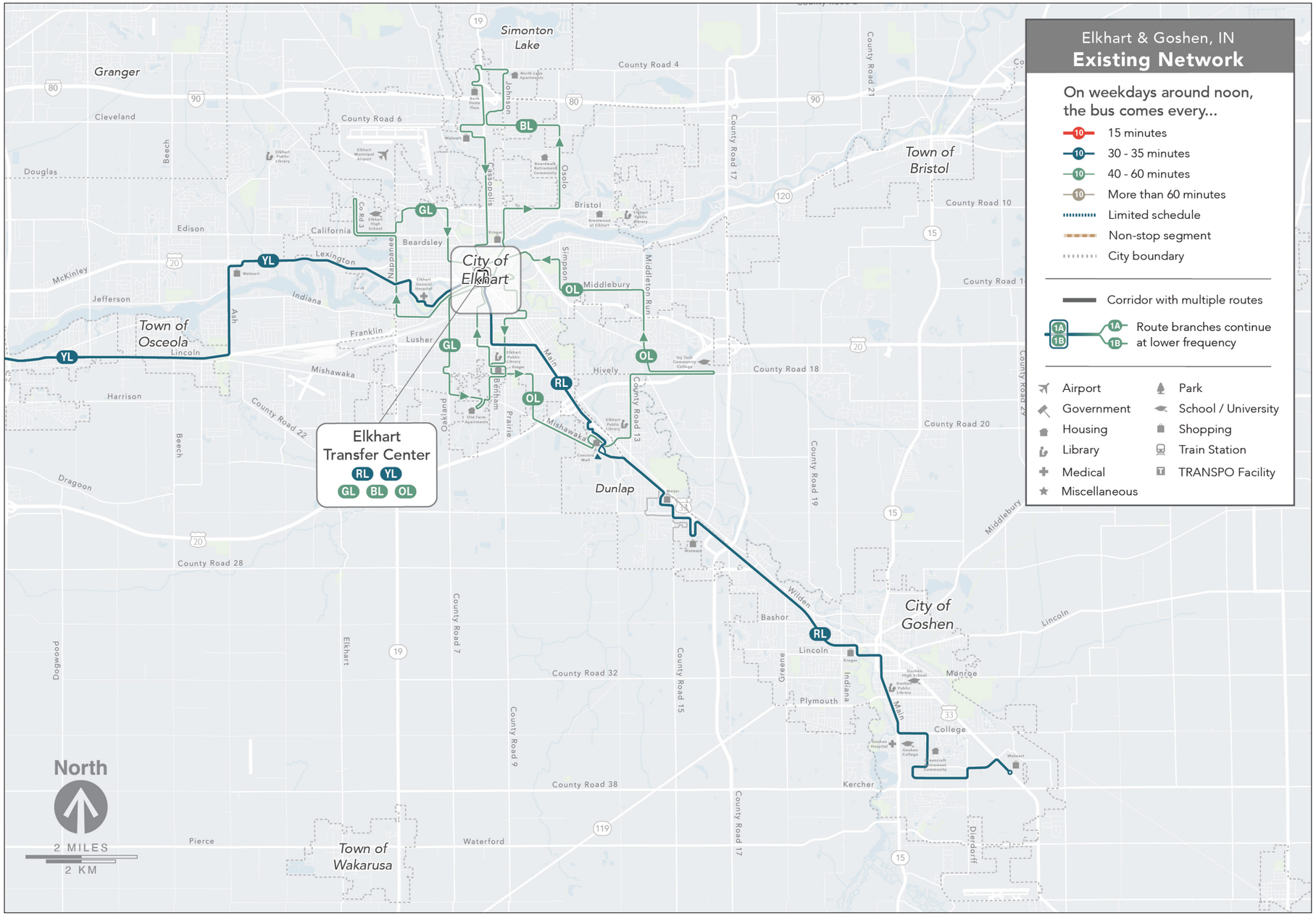


Figure 35: Interurban Trolley network of bus routes, as of 2021

Short-Term Interurban Trolley Network

60% Ridership / 40% Coverage

The Short-Term concept makes a few adjustments to improve service within the current budget and the policy direction from the MACOG Board to maintain nearly all existing coverage. There are more changes in Goshen since the City has committed to funding two additional buses.

Key differences from today's network include:

- All routes are numbered. With the addition of two new routes, color-coded route naming does not work well. Routes are now numbered:
  - Yellow Line is now Route 30.
  - Red Line is now Route 50.
  - Green Line is now Route 32.
  - Blue Line is now Route 33.
  - Orange Line is now Route 35.
- Routes 32 and 33 each have small routing tweaks to connect shopping centers and other destinations more efficiently.
- Route 35 (Orange Line) no longer serves Concord Mall since activity in that area is much lower as the mall is mostly closed. With the time savings from not serving the mall, Route 35 now serves more of the industrial areas along Middlebury Street, Toledo Road, Eastland Drive, and County Road 17.
- In Goshen, new Route 52 serves West and North Goshen, reaching Roxbury Park, Arbor Ridge Apartments, and the Chamberlain Neighborhood.
- New Route 53 serves parts of South Goshen including Historic Southside, Rieth Park, Greencroft, all the way to Winchester Trails.
- With the new Route 53, Route 50 (Red Line) is shifted to Main Street to directly serve Goshen Hospital and Goshen College. Route 50 also has a new deviation to serve the new County Courthouse location and to save time for this deviation, Route 50 only serves the south side of Concord Mall.

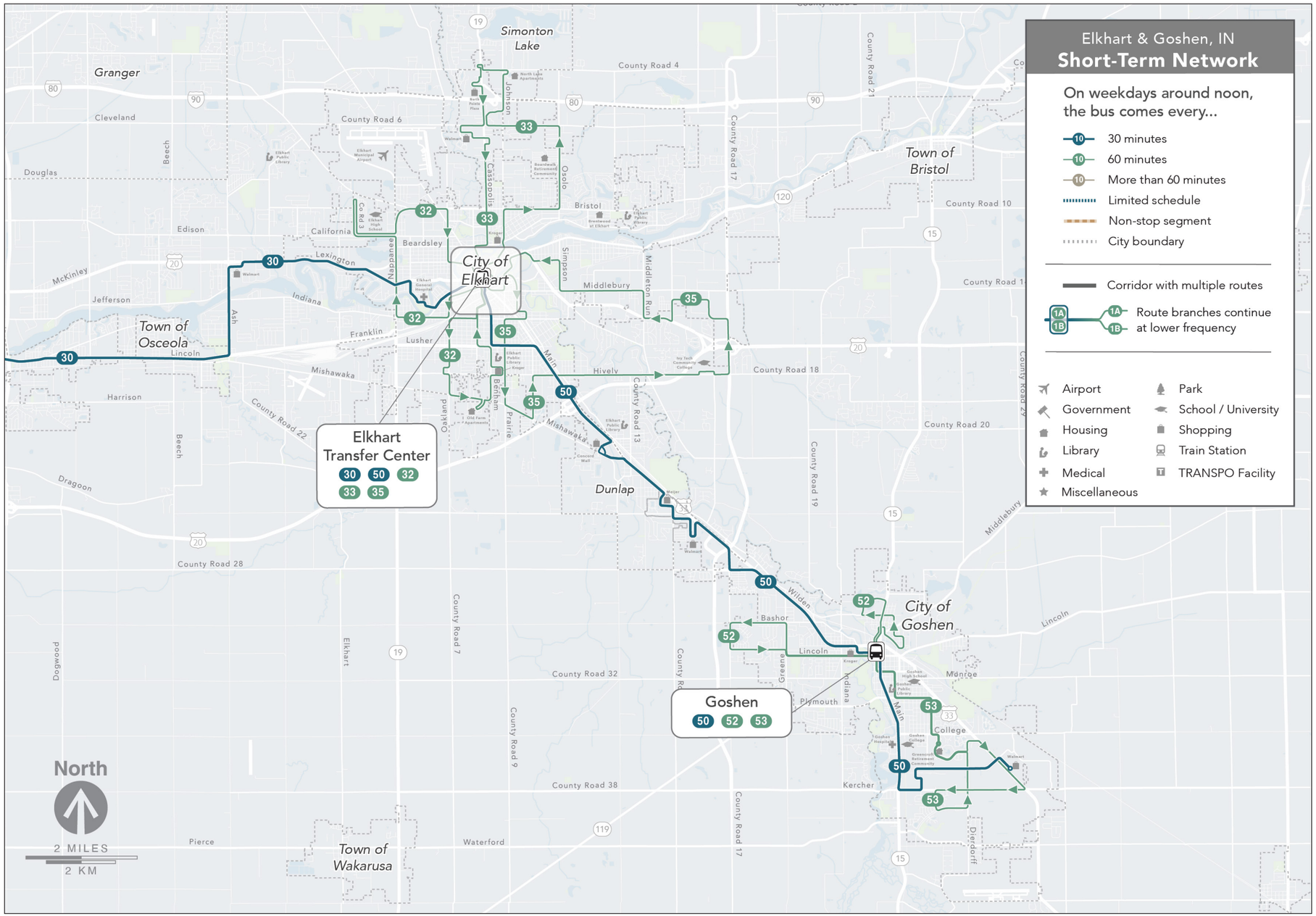


Figure 36: Interurban Trolley Short-Term Recommended Network

Downtown Elkhart Short-Term Network

The Short-Term Network also makes a number of changes to routing within the Downtown Elkhart area. Overall, routing is simplified slightly. A few deviations are removed to speed up service and some routes are consolidated to provide more two-way service.

- Route 32 (Green Line) to the southwest has been adjusted to be two-way on Benham, Dr MLK Jr Drive, and 6th to Indiana to provide two-way service to Washington Gardens.
- Route 32 (Green Line) to the northwest has been adjusted to use Marion Street to Oakland to Indiana for its outbound trip to provide coverage where the southwest portion of the loop used to serve. For its inbound path, it has been shifted to use Michigan to Lexington to reach downtown.
- The outbound path of Route 35 (Orange Line) has been adjusted to follow 3rd to Harrison to Main to Middlebury to Prairie to Waterfall to Richmond Street. It then follows its existing path to Pierre Moran Park. These changes have been made to reduce the time it takes to get out of downtown and allow the route to be extended to more of the industrial areas to the east.
- Route 35 (Orange Line) will serve Waterfall Apartments at the intersection of Waterfall Drive and Prairie Avenue in both directions, instead of only in one-direction. Service will be from stops on Prairie Street as the route will no longer pull up to the front door, via Division Street, as it does today.

Figure 37: Existing Interurban Trolley Network in Downtown Elkhart

Figure 38: Short-Term Network in Downtown Elkhart

Elkhart Transfer Center

Today the Red, Yellow, Blue, and Green Lines converge and meet at the Elkhart Transfer Center on Franklin Street, in front of the County Courthouse. With the Courthouse planning to move in the near future, it may be necessary to move the downtown transfer point to elsewhere in downtown. A deeper discussion of the issues and needs surrounding this location is discussed in Chapter 7 on page 63.

One-Way Loop: Route 35 Orange Line

In Elkhart, service is spread quite thin, and most routes have long one-way loops to maximize coverage. As discussed in the Choices Report, these large one-way loops create challenges for travel around the city. A major challenge is that they force very indirect travel for many trips.

One route in particular, Route 35 (Orange Line) faces another challenge in that it is the largest, most indirect loop in the system, and it travels counter-clockwise. By traveling counterclockwise, it makes many more left turns than right turns in its movement around southeastern Elkhart. In transit, extra turns add more time and left turns in particular are usually time consuming and less reliable. Therefore, there are a number of reasons to reverse the direction of the Route 35 loop.

The one advantage to the counterclockwise pattern is that Routes 32 and 35 can be timed to meet at the Pierre Moran Shopping Center, so riders in southwest Elkhart can transfer to go to Ivy Tech or other destinations on Route 35 without having to go all the way downtown. Switching the direction of Route 35 would make this timed connection impossible.

In the Short-Term Network recommendations, Route 35 keeps its current counterclockwise design. It is worth consideration by the community, though, if the timed connection at Pierre Moran is worth the less reliable operation of Route 35.

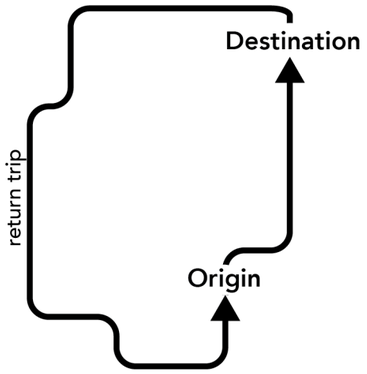


Figure 39: In a one-way loop, the more direct the service from A to B, the more circuitous it's likely to be on the return trip.

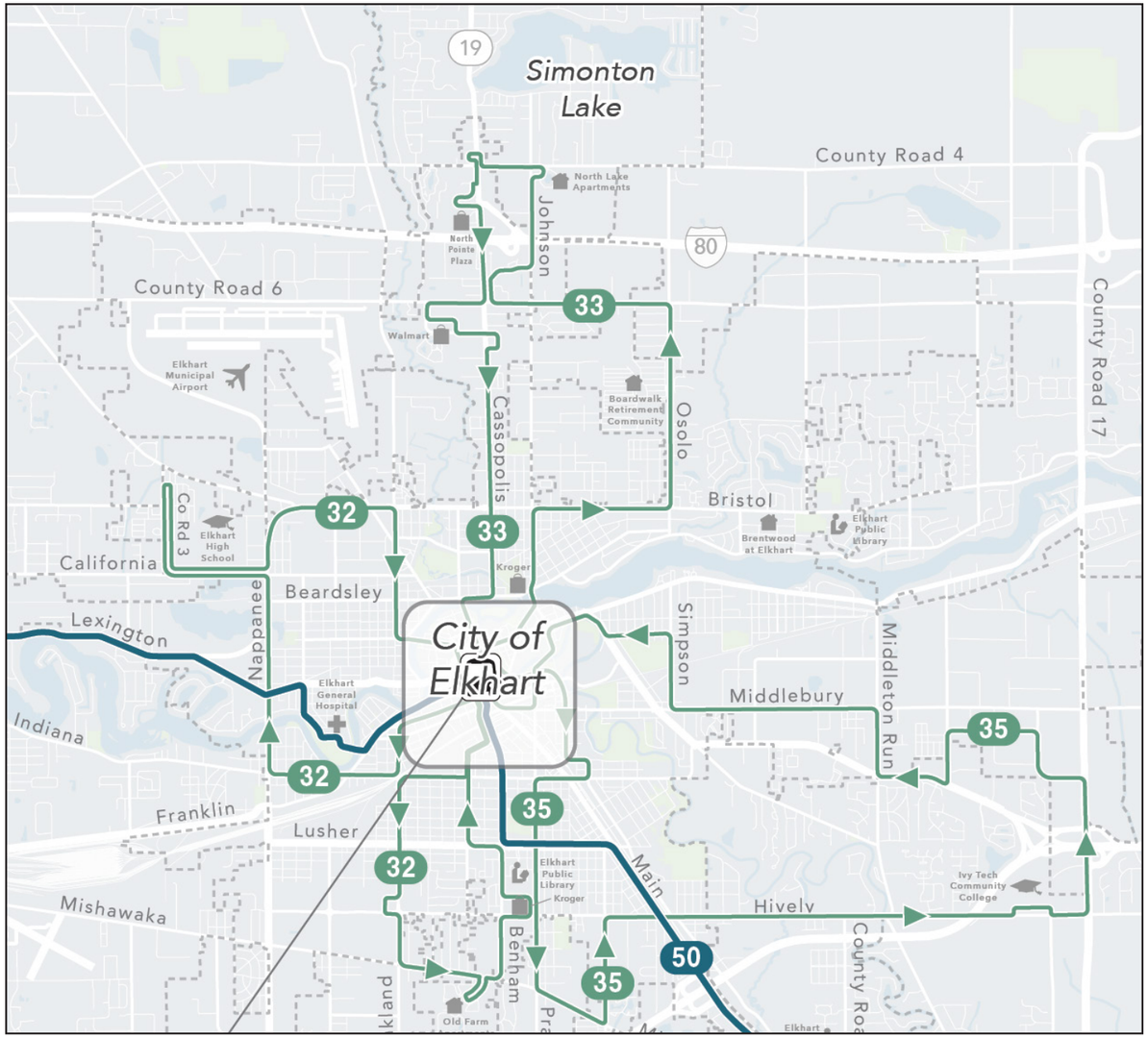
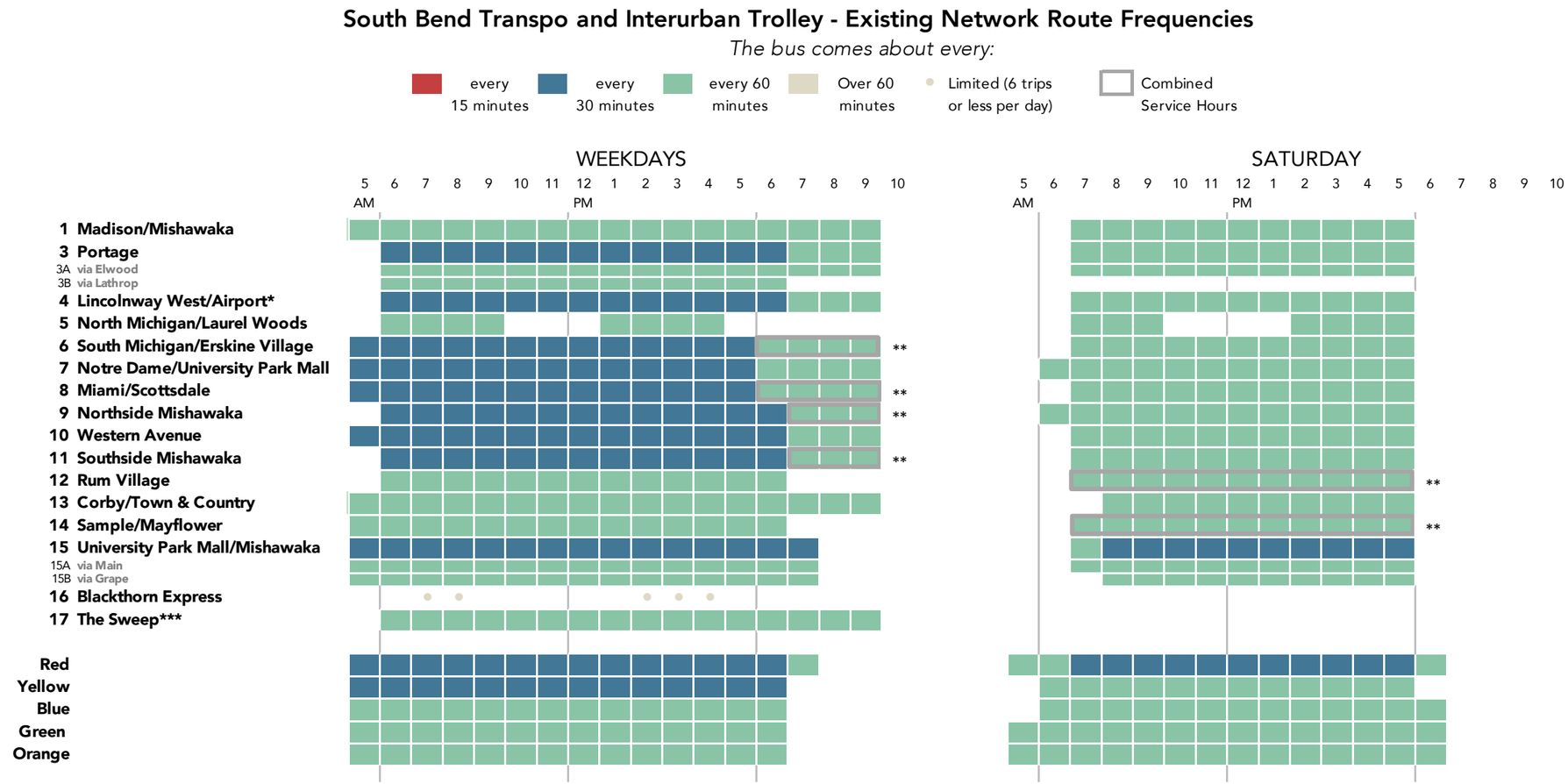


Figure 40: Elkhart in the Short-Term Network

Existing Networks Span of Service

The chart in Figure 41 summarizes each route's frequency and span for the existing Transpo and Interurban Trolley networks. This graphic illustrates how much less service is available during evenings and on weekends.

As discussed in the Choices Report, the Existing Network the lack of Sunday service is a significant limit on the usefulness of service to many people. Also, the Interurban Trolley has no service after 7pm, severely limiting the usefulness of service to service and retail workers.



*** Select trips serve Excel Center**
**** Operated as combined service: 6/8, 9/11, 12/14**
***** The Sweep operates every 40 minutes and only operates when Notre Dame is in session**

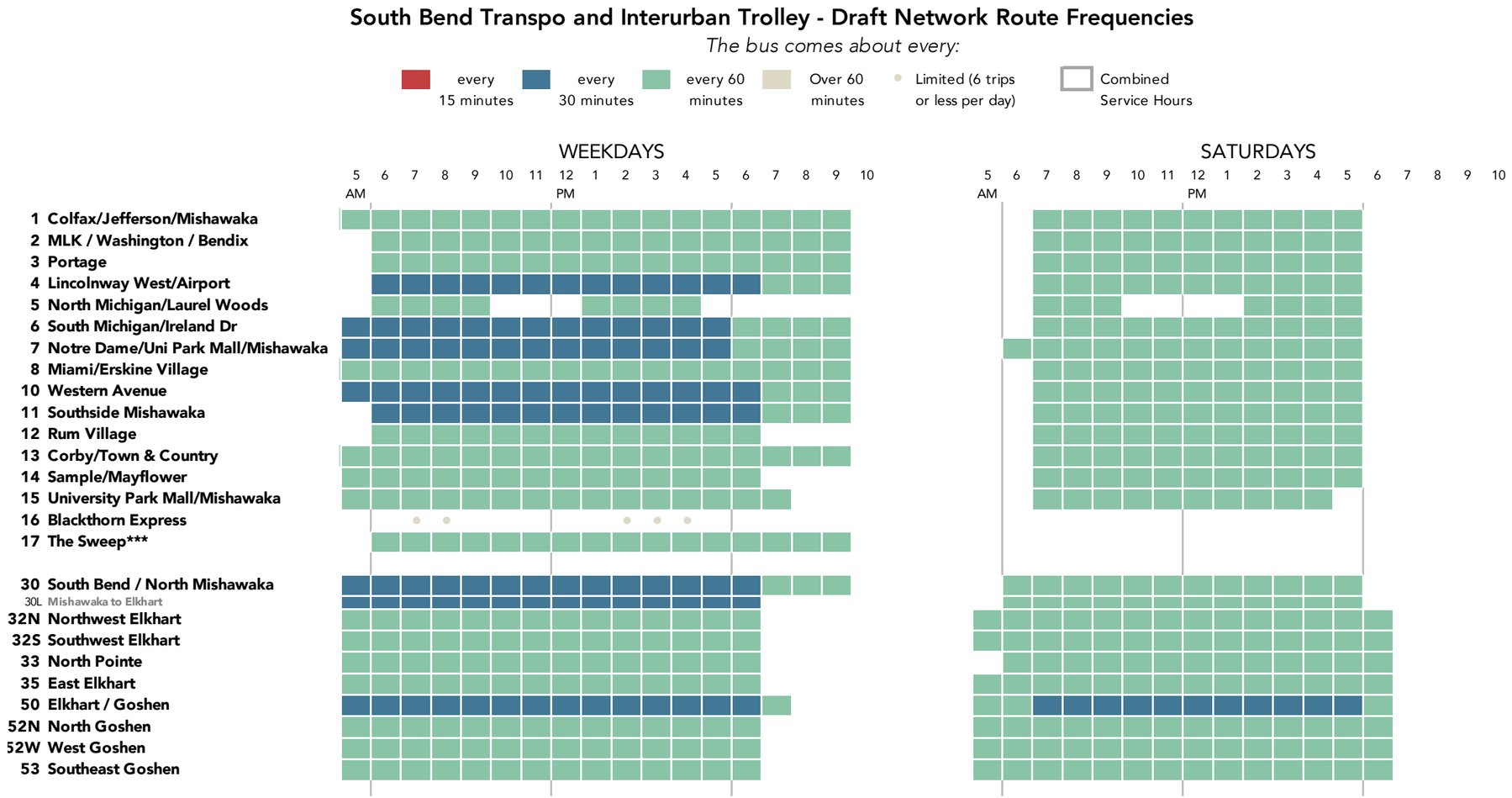
Figure 41: This chart shows approximately how often the bus runs throughout the day, on weekdays and weekends, on each Transpo and Interurban Trolley route.

Short-Term Network Span of Service

The chart in Figure 42 summarizes each route's frequency and span for the Short-Term Interurban Trolley and Transpo Networks. In general, routes still operate similar spans and days of the week. With no additional budget for service, it would be impossible to add significant new hours of service in the evening, or Sunday service, without major cuts to coverage or frequency of service.

In the Short-Term Network, the new routes added in Goshen have hourly service with the same level and pattern of service as other hourly routes in the Interurban Trolley Network, from about 5am to 7pm each weekday and Saturdays.

In the Short-Term Network, frequency of all-day service is the same as today, with limited evening service and no Sunday service.



*** The Sweep operates every 40 minutes and only operates when Notre Dame is in session**

Figure 42: The spans of service on routes in the Short-Term Network are very similar to today's network, with limited evening service and no Sunday service.

Additional Funding Interurban Trolley Network

+80% Service

The Additional Funding Concept assumes about an 80% increase from the existing network. With this increased investment, it is possible to significantly improve service and usefulness to many destinations. This improved network focuses mostly on improved service to areas already served in the Existing or Short-Term Networks, though a few new areas are served.

Key differences from today's network include:

- Improved 30-minute frequency of service on two corridors in Elkhart: Cassopolis with a simplified Route 33 and to the southwest with a new Route 36 serving South 6th Street and Oakland Avenue.
- A new hourly Route 34 serving Osolo Road, the Industrial Park along CR 6, ending near CR 17 at the under construction Amazon Facility.
- Every 30-minute service on the new Route 52 in West Goshen and the new Route 53 in southern Goshen, Rieth Park, and Greencroft.
- Route 50 (Red Line) is extended farther south to provide 30-minute service to Winchester Trails.
- A revised, simpler service to North Main Street and Arbor Ridge Apartments with hourly service on Route 51A.
- A new hourly service through the Chamberlain neighborhood and East Goshen on Route 51B.
- With better service in southwest Elkhart, the looping pattern for Route 35 (Orange Line) is reversed to travel clockwise, simplifying and speeding service.

As a reminder:

- **Blue** means about every **30 minutes** or better in the middle of the day.
- **Green** means about every **60 minutes.**

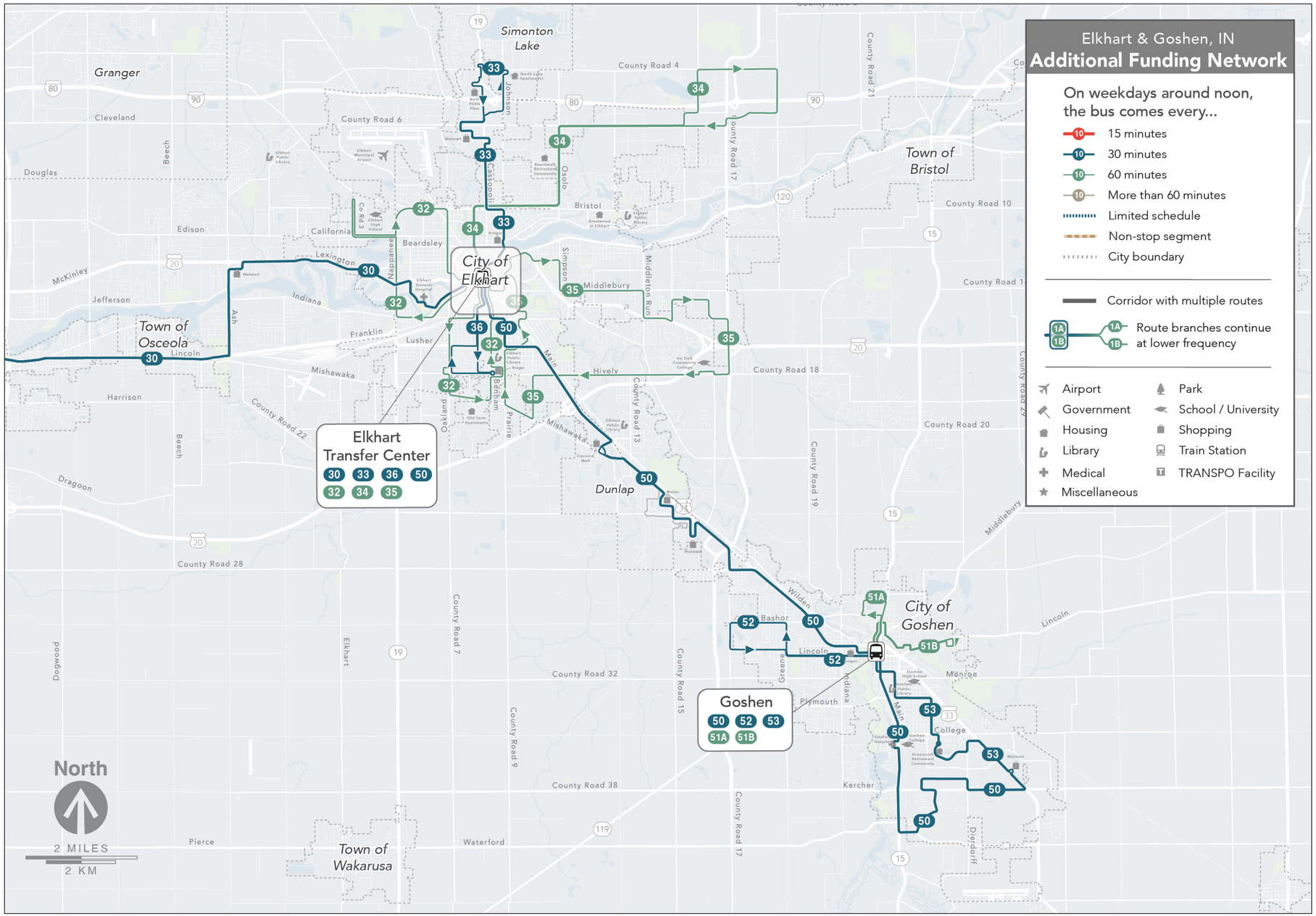


Figure 43: Interurban Trolley Additional Funding Network

Downtown Elkhart Additional Funding Network

The map in Figure 44 shows the Additional Funding Network within Downtown Elkhart. The Additional Funding Network has many of the same design features as the Short-Term network, but with new services added.

The revised and improved Route 33 would use Jackson Boulevard, Elkhart Avenue, and Johnson Street with two-way service through this relatively dense area to the northeast of downtown.

With the improved Route 33 on Johnson and Elkhart, the new Route 34 provides two-way hourly service along North Main Street, Beardsley and the southern portion of Cassopolis Road before heading east toward Osolo Road.

With the new Route 36 providing two-way service every 30 minutes on South 6th Street, Route 50 (Red Line) is shifted to Prairie Avenue from Benham Avenue between Indiana Avenue and Lusher Avenue, to avoid concentrating 30 minute service on two streets only a 1/4 mile apart. Route 32 (Green Line) is shifted to Benham Avenue to maintain coverage on this street.

This map shows services converging at the existing transit center at the Courthouse. With the Courthouse planning to move in the near future, it is likely that the downtown transit center will need to move to a new location. A deeper discussion of the issues and needs surrounding this location is discussed in Chapter 7 on page 63.

As a reminder:

- **Blue** means about every **30 minutes** or better in the middle of the day.
- **Green** means about every **60 minutes.**

Figure 44: Downtown Elkhart Service in the Additional Funding Network.

Additional Funding Network Span of Service

The chart in Figure 45 shows the frequency of service by time of day and day of week for the Additional Funding Network. The frequency of service is improved for key routes in both Elkhart and Goshen. In addition, most routes would operate until 10pm on weekdays and 9pm on Saturdays. Also, most routes would operate on Sundays, for the first time, with service from 6am to 9pm, the same as on Saturday.

The major exception is that Route 51B (East Goshen) would not run after 6pm or on weekends. This is due to how that route is interconnected with Routes 51A and 52 and the reduced frequency on Route 52 in the evenings and on weekends. When Route 52 is running every 30 minutes there is spare time in the schedule to operate Route 51B effectively for free. When Route 52 runs only hourly, there is not the extra time to operate Route 51B.

The frequency of service provided goes down at 7pm on weekdays, so that 30-minute routes become every 60 minutes from 7 to 10pm on weekdays. The frequency of service on Saturday and Sunday is similar to the evening service provided on most routes. Route 50 would have 30-minute service on Saturdays and 60-minute service on Sundays.

The Additional Funding Network includes more service in the evening and on Sundays, in addition to improved frequency of service.

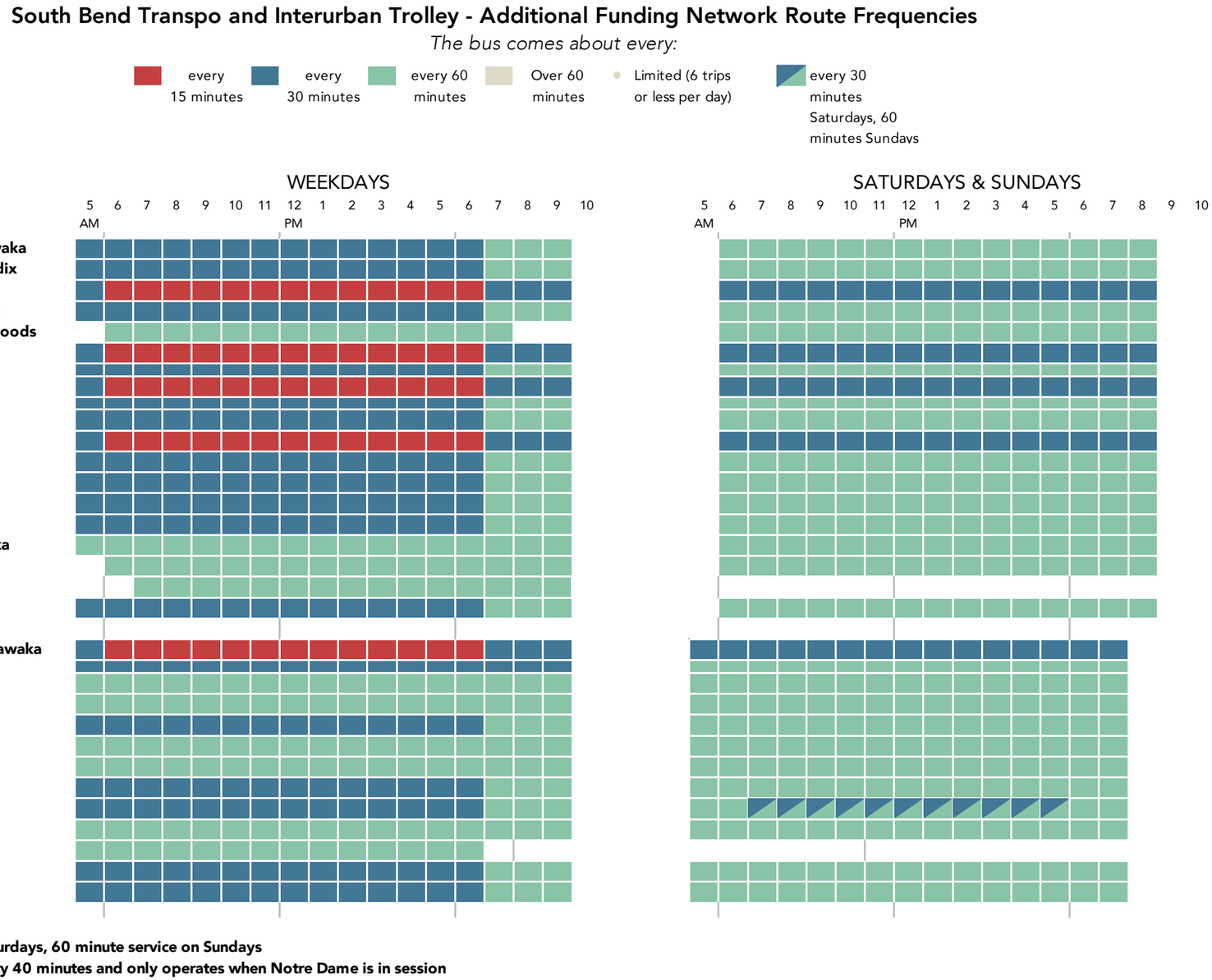


Figure 45: The frequency of service in the Additional Funding Network is significantly better on most routes, and all routes run into the evening and on Sundays.

6 Elkhart and Goshen Outcomes

Proximity to Transit: Elkhart and Goshen Residents and Jobs

The bar charts in Figure 46 show how many residents and jobs would be "close enough" to 30-minute or 60-minute transit service for the Existing, Short-Term, and Additional Funding Networks in Elkhart and Goshen. These charts assume that someone is near transit service if they are within ½ mile of a bus stop as the crow flies. Walking ½ mile over flat ground takes the average person about 10 minutes.

Compared to Existing, the Short-Term Network would

- increase the percent of residents near any service from 59% to 70%, but slightly reduce those near 30 minute service from 34% to 30%.
- increase the percent of jobs near any service from 52% to 62% but slightly reduce those near 30 minute service from 33% to 32%.

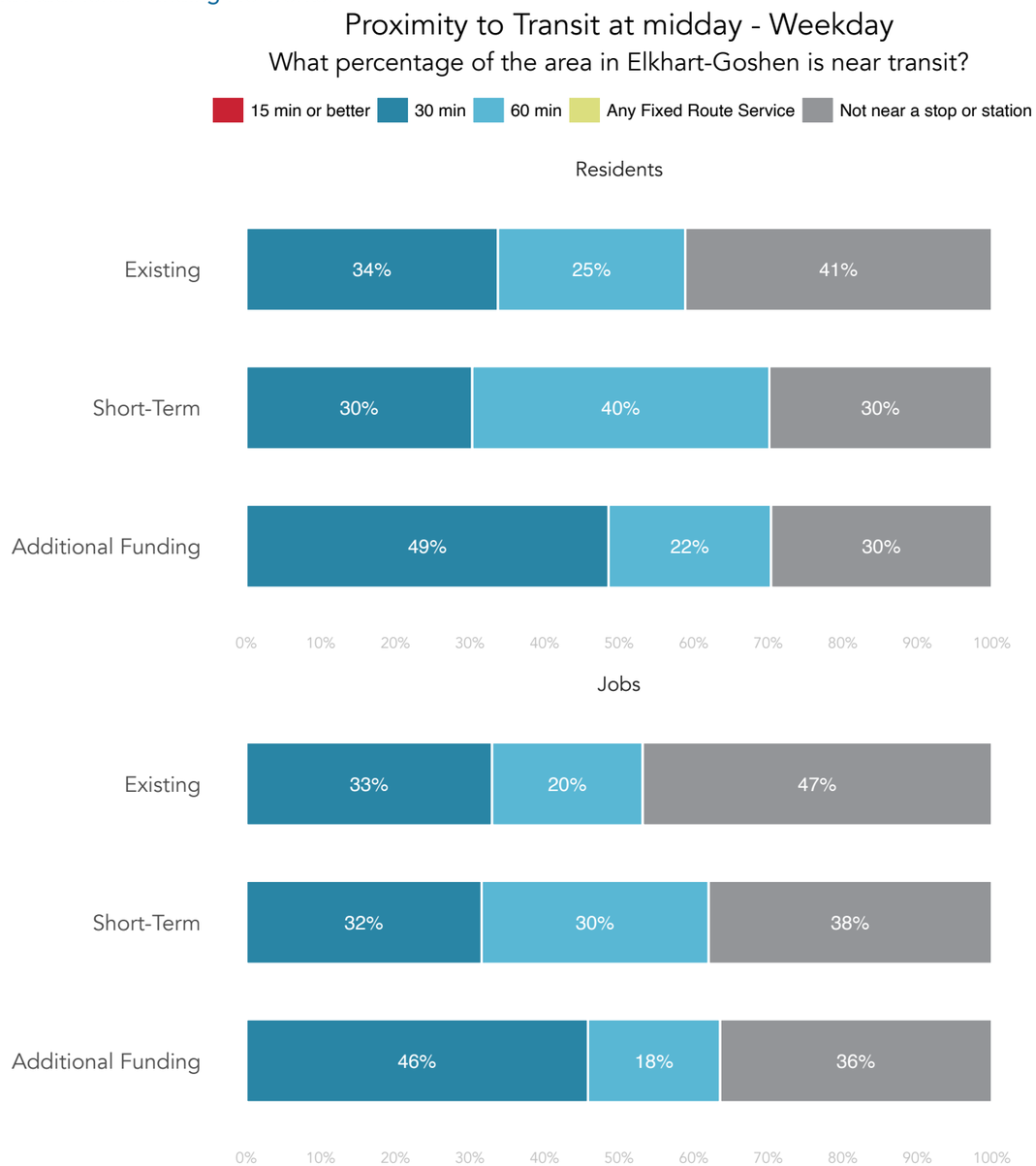
Part of the reason for the decrease in people served by 30 minute service is that Route 50 (Red Line) is moved from College Avenue to Main Street to serve the hospital and the college more directly. This removes 30-minute service for residents of Greencroft, which is relatively dense. These residents would instead by served with 60 minute service, but it would be provided more directly to the center of the community, which residents have requested. Therefore, the trade-off here is for less walking but more waiting for a large senior housing community. Conversations with community leaders suggests that Greencroft residents prefer less walking more than less waiting and that this change would be favored.

Compared to Existing, the Additional Funding Network would

- increase the percent of residents near at least 30 minute service from 34% to 49%,
- increase the percent of residents served by any transit from 59% to 70%,
- increase the percent of jobs near at least 30 minute service from 33% to 46%,
- increase the percent of jobs served by any transit from 53% to 64%.

For Elkhart and Goshen, the Short-Term Network increases coverage to a greater degree than in South Bend and Mishawaka because it includes two additional buses that Goshen has committed to funding. By adding service, the Short-Term can expand coverage to a greater degree than is possible for the concepts in South Bend and Mishawaka without having to sacrifice frequency.

Figure 46: Percent of residents and jobs in Elkhart and Goshen near transit in the Existing, Short-Term, and Additional Funding Networks.



Note: Proximity is measured as being located within 1/2 mile of a bus or rail stop.

Proximity for Elkhart and Goshen Populations of Concern

The charts in Figure 47 show the differences in proximity to service for residents of color, residents in poverty, and seniors for Elkhart and Goshen.

Compared to Existing, the Short-Term Network would

- increase the percent of people of color near any transit service from 62% to 73%,
- reduce the percent of people of color near 30 minute service from 41% to 36%.
- increase the percent of people in poverty near any transit service from 65% to 74%,
- reduce the percent of people in poverty near 30 minute service from 41% to 38%.
- increase the percent of seniors near any service from 50% to 61%,
- reduce the percent of seniors near 30 minute service from 30% to 24%.

The above patterns are similar to the effects of the Short-Term Network on all people, where service is spread a bit more thinly in order to cover more people, jobs, and places. Thus, it is unlikely that any group is bearing a disproportionate burden or gaining a disproportionate benefit from the Short-Term Network changes.

Compared to Existing, the Additional Funding Network would

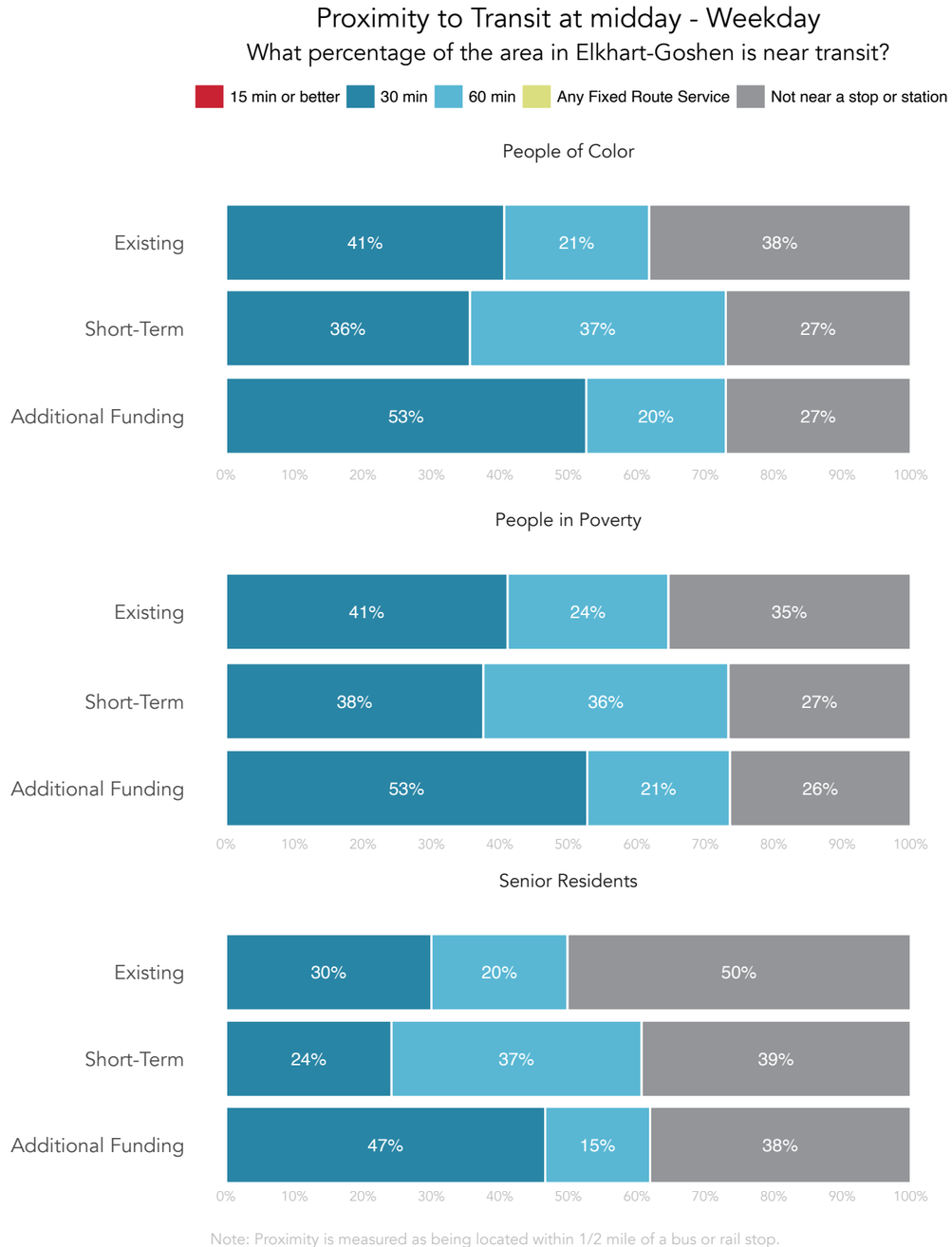
- increase the percent of people of color near 30 minute or better service from 41% to 53%,
- increase the percent of people of color near any service from 62% to 73%,
- increase the percent of people in poverty near 30 minute or better service from 41% to 53%,
- increase the percent of people in poverty near any service from 65% to 74%,
- increase the percent of senior residents near 30 minute or better service from 30% to 47%.
- increase the percent of senior residents near any transit service from 50% to 62%.

For people of color, the increase in proximity to 30 minute service is slightly less than it is for the overall population—15% for the overall population and 12% for people of color. Similarly, people in poverty see their proximity to 30 minute service go up by 12%. For seniors, proximity to 30 minute service goes up by 17%.

A key reason for this difference is that people of color and people in poverty are more likely to already be near 30 minute service, with 41% near 30 minute service today versus 34% of all people. Therefore, new service to new areas is less likely to serve these populations.

The increases in proximity to any service for people of color and people in poverty are 11% and 9% respectively. These increases are closer to the overall increase to all residents (12%).

While the improvements for people of color and people in poverty are lower than for the overall population, the differences are not substantially smaller. Assessment of other outcomes may, described below, may also help provide context about whether the recommended networks are equitable.



Note: Proximity is measured as being located within 1/2 mile of a bus or rail stop.

Figure 47: Percent of people of color, people in poverty, and senior residents in Elkhart and Goshen near transit in the Existing, Short-Term, and Additional Funding Networks.

Access from Downtown Elkhart

Where can I go in 60 minutes?

People ride transit if they find it useful. High transit ridership results when transit is useful to large numbers of people. A helpful way to illustrate the usefulness of a network is to visualize where a person could go using public transit and walking, from a certain location, in a certain amount of time.

The maps in Figure 48 show someone's access to and from Downtown Elkhart in 60 minutes, at noon on a weekday in the Short-Term and Additional Funding Networks. Each network is compared to the Existing Network. The technical term for this illustration is isochrone. A more useful transit network is one in which these isochrones are larger, so that each person is likely to find the network useful for more trips.

The dark blue represents areas that are reachable today and in the corresponding network. Areas that are newly reachable are shown in light blue, and areas that would no longer be reachable are shown in gray. The maps show that the Short-Term Network has a small gray area south of Downtown Goshen, meaning those areas can no longer be reached in 60 minutes or less. In the Additional Funding Network there are some areas in light blue, such as the far north end of the Cassopolis corridor.

Not Just the Area – Also What is Inside the Area

The real measure of usefulness is not just how much geographic area we can reach, but how many useful destinations are in that area. These maps and analysis also show the quantity of people and jobs reachable from each location mapped. The tables below each map show that for trips beginning in Downtown Elkhart, the Additional Funding Concept would increase access to residents and jobs over the existing network by about 10%. The Short-Term network, would actually result in a small decrease in access, of about 2%, due to the deviation in the Route 50 (Red Line) adding time to the trip to Goshen, and reducing access to south Goshen.

Higher ridership arises from service being useful, for more people, to get to more busy places. That's why predictive models of ridership do this very same analysis behind-the-scenes.

When reviewing these maps remember that waiting time counts, and in most cases, a longer walk to a high-frequency route can get people farther and faster, than a shorter walk to an infrequent route. Also, remember that some of the access shown in these maps isn't reached on a single route, but requires a transfer.

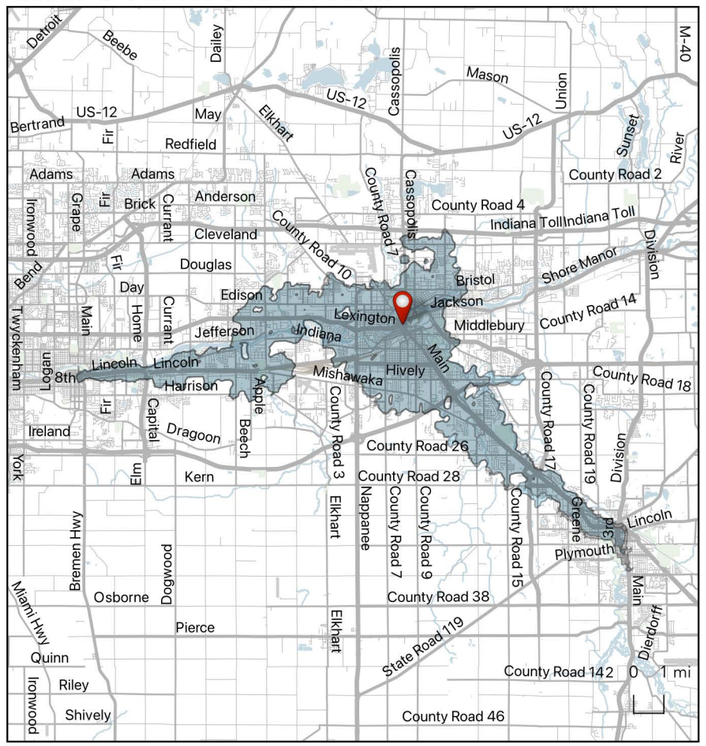
Figure 48: Isochrone map of access to and from Downtown Elkhart

How far can I travel in **60 minutes** from

Elkhart Transfer Center

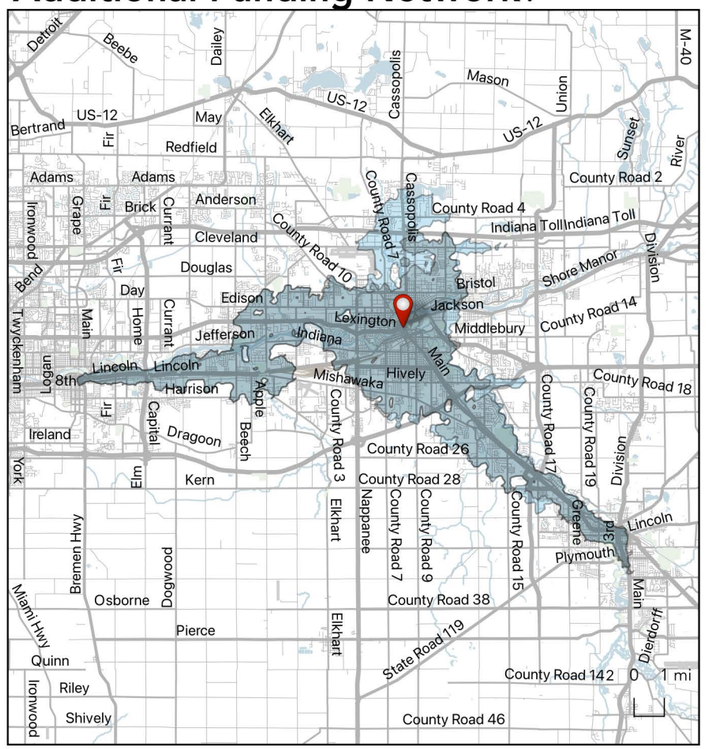
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	-1,300	-1.5%
Jobs Accessible	-1,300	-2.0%

Additional Funding Network?



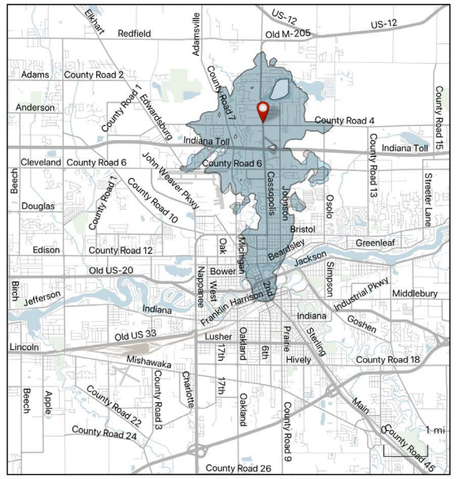
	Change	% Change
Residents Accessible	+7,300	+9.0%
Jobs Accessible	+6,400	+11.0%

How far can I travel in **60 minutes** from

Elkhart - County Road 4 and Cassopolis

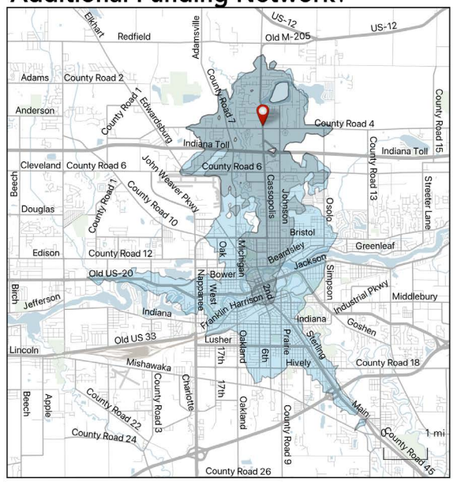
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+0	0.0%
Jobs Accessible	+0	-0.5%

Additional Funding Network?



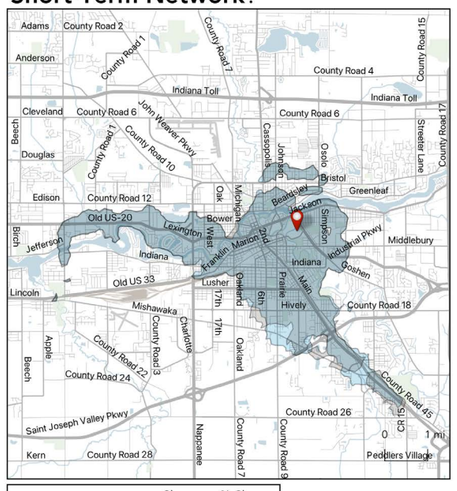
	Change	% Change
Residents Accessible	+27,900	+232.5%
Jobs Accessible	+19,600	+150.0%

How far can I travel in **60 minutes** from

Elkhart East High School (fomerly Central)

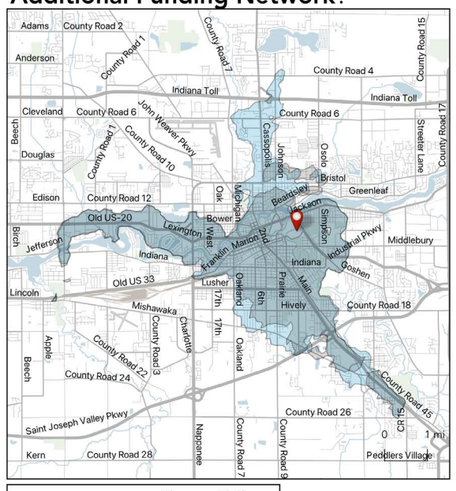
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+300	+1.0%
Jobs Accessible	+0	0.0%

Additional Funding Network?



	Change	% Change
Residents Accessible	+5,300	+16.0%
Jobs Accessible	+4,900	+18.0%

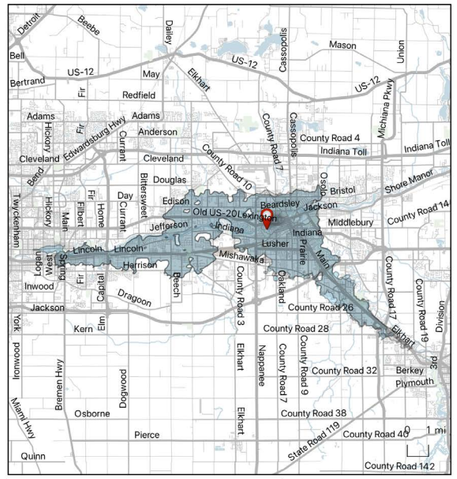
Most places in Elkhart see a small increase in access in the Short-Term Network and a large increase in the Additional Funding Network.

How far can I travel in **60 minutes** from

Elkhart General Hospital

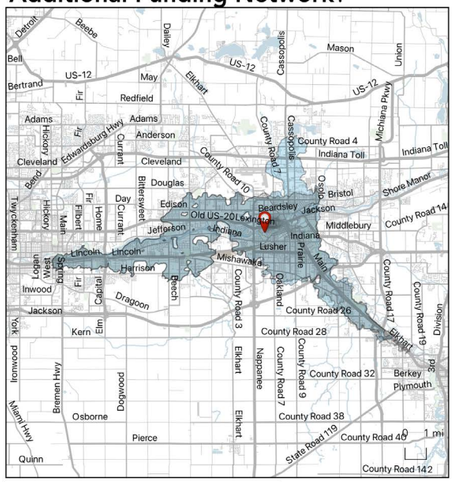
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+700	+1.0%
Jobs Accessible	-400	-1.0%

Additional Funding Network?



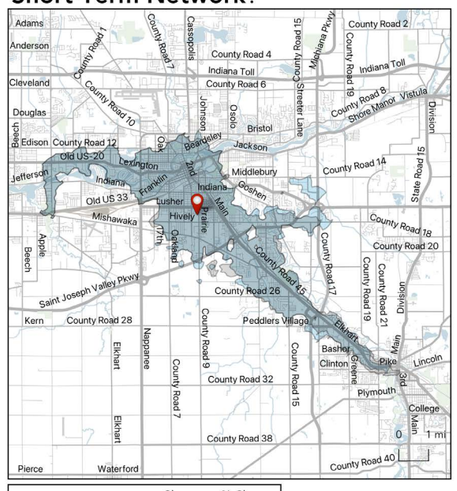
	Change	% Change
Residents Accessible	+4,900	+7.0%
Jobs Accessible	+6,200	+12.5%

How far can I travel in **60 minutes** from

Kroger - Pierre Moran Plaza

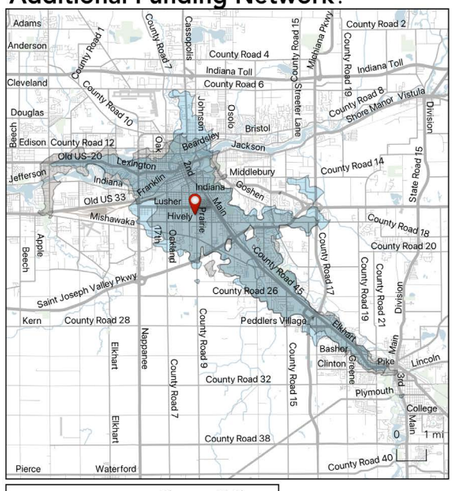
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	-100	-0.5%
Jobs Accessible	-400	-1.0%

Additional Funding Network?



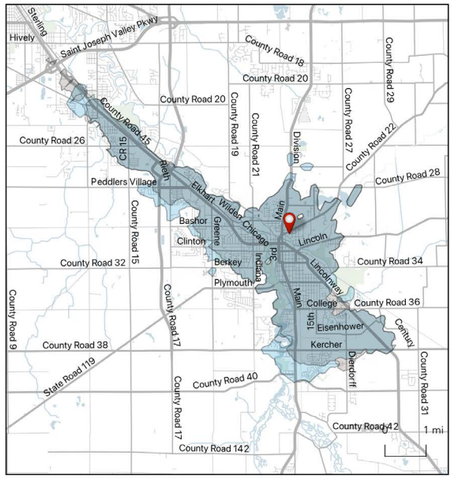
	Change	% Change
Residents Accessible	-400	-1.0%
Jobs Accessible	-1,600	-4.5%

How far can I travel in **60 minutes** from

Boys and Girls Club of Goshen

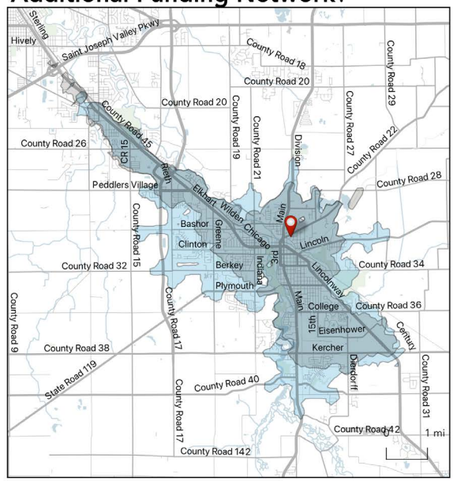
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+1,400	+5.5%
Jobs Accessible	+300	+1.5%

Additional Funding Network?



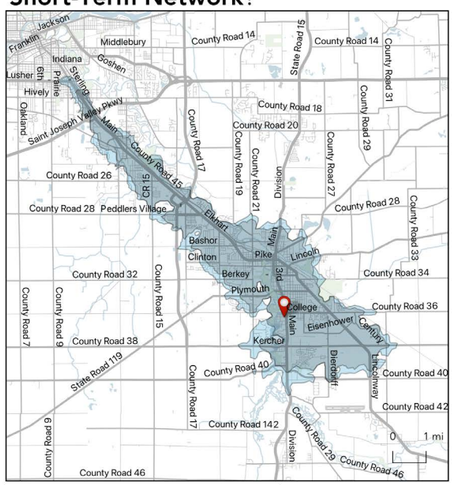
	Change	% Change
Residents Accessible	+7,300	+29.5%
Jobs Accessible	+2,800	+12.5%

How far can I travel in **60 minutes** from

Goshen Hospital

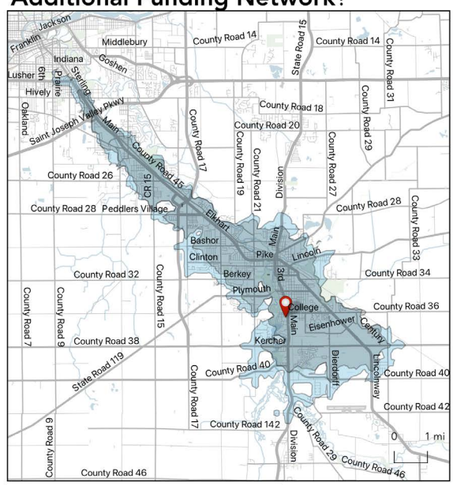
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+4,600	+15.5%
Jobs Accessible	+2,400	+8.5%

Additional Funding Network?



	Change	% Change
Residents Accessible	+6,900	+23.5%
Jobs Accessible	+3,000	+11.0%

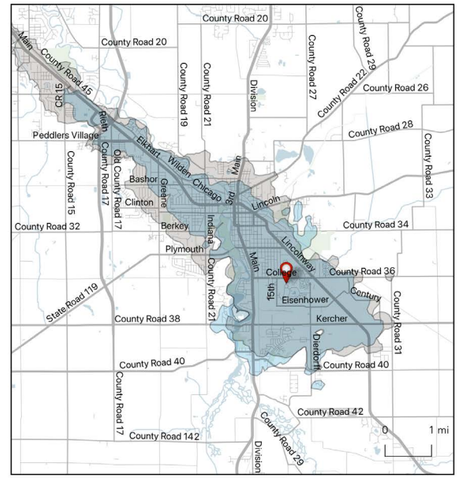
Most places in Goshen see a small increase in access in the Short-Term Network and a large increase in the Additional Funding Network.

How far can I travel in **60 minutes** from

Greencroft Goshen Community Center

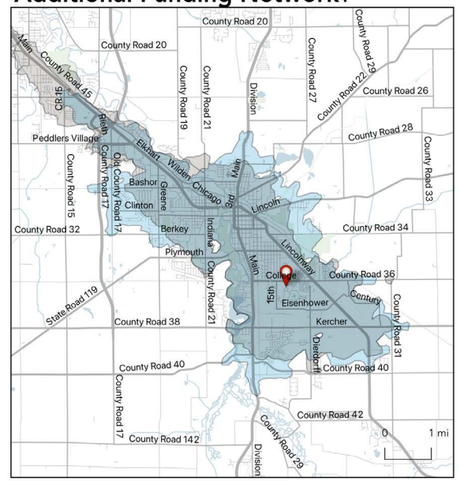
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	-6,000	-21.5%
Jobs Accessible	-3,800	-14.0%

Additional Funding Network?



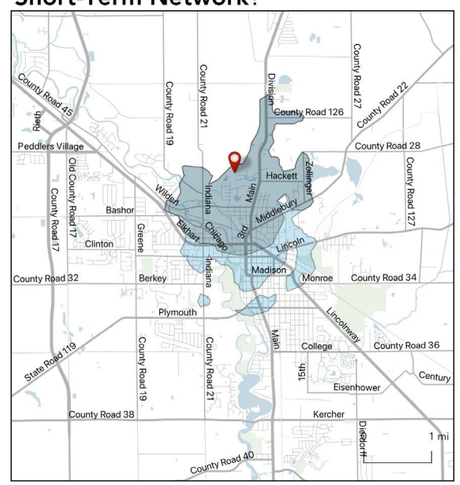
	Change	% Change
Residents Accessible	+1,200	+4.0%
Jobs Accessible	-700	-2.5%

How far can I travel in **60 minutes** from

Oaklawn Goshen

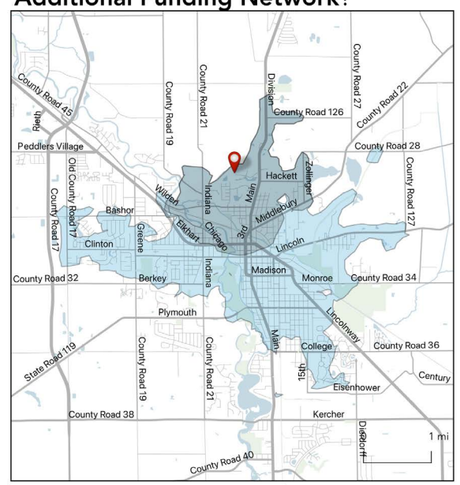
on weekdays at noon using:

Short-Term Network?



	Change	% Change
Residents Accessible	+3,600	+91.0%
Jobs Accessible	+3,100	+137.0%

Additional Funding Network?



	Change	% Change
Residents Accessible	+13,100	+336.0%
Jobs Accessible	+8,600	+381.0%

Change in Access: Short-Term Concept in Elkhart and Goshen

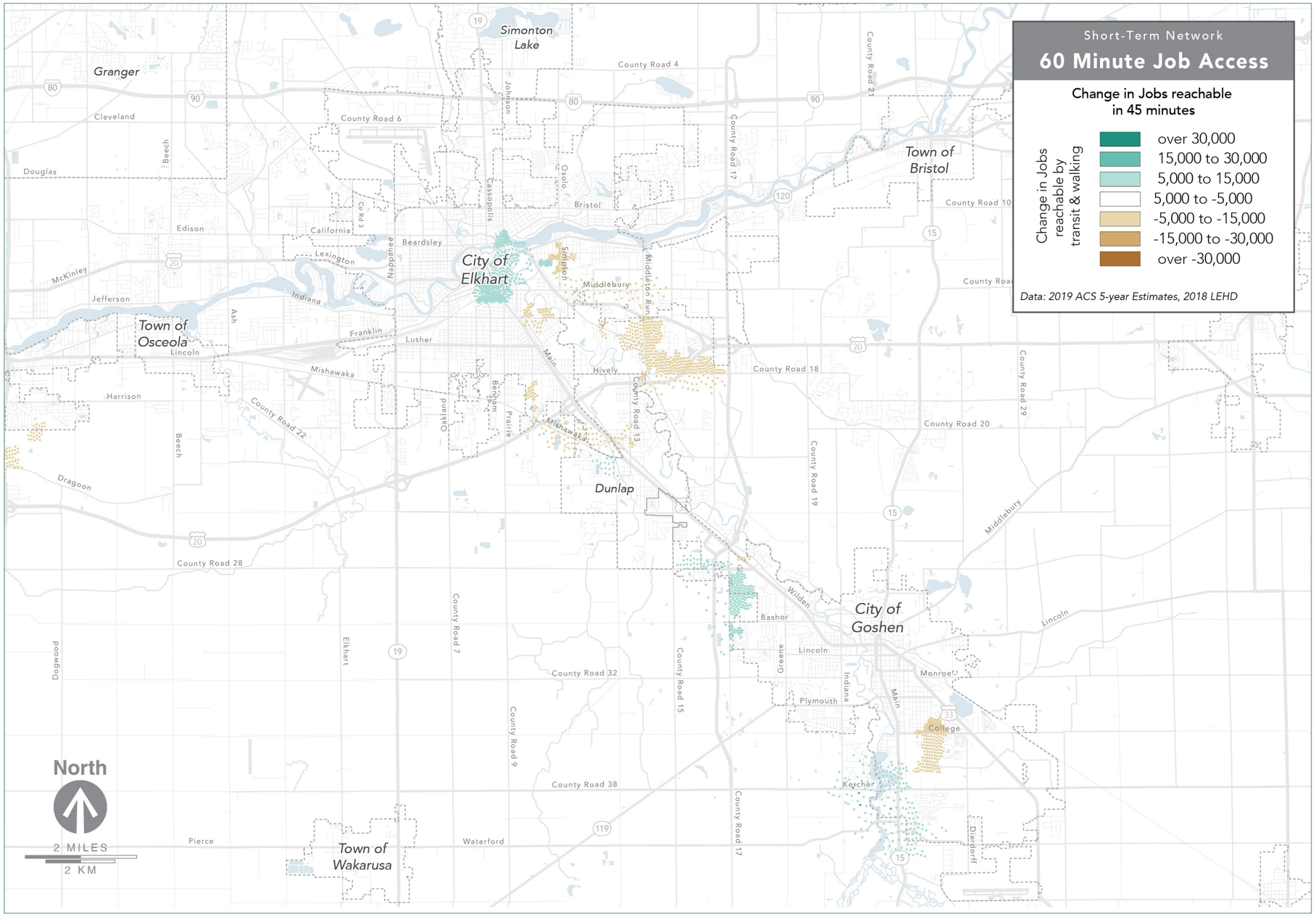
Job access change within Elkhart and Goshen is generally less dramatic than it is in South Bend and Mishawaka because jobs are less concentrated in Elkhart County. With more diffuse job locations, improvements in transit service do not deliver as large an increase in job access as is possible in South Bend and Mishawaka. Nevertheless, the changes in job access tell us about the relative increase in access to opportunities in Elkhart and Goshen.

In the Short-Term Concept there are a few areas that see increases in job access, including:

- areas just south and east of Downtown Elkhart. With changes in the path of Routes 32 and 35, access in these areas is improved;
- along Peddlers Village Road where Route 50 (Red Line) would be shifted to serve the area directly;
- in West Goshen around Roxbury Park, where new Route 52 provides service;
- in South Goshen along Main Street near Kercher Road and the hospital where the revised Route 50 (Red Line) would now serve the area.

A few areas would see decreases in access, such as along Hively Avenue in east Elkhart due to changes in Route 35 (Orange Line). There are also decreases around the Greencroft Community in Goshen due to how Route 50 is realigned.

Figure 49: Change in jobs reachable in 60 minutes in Elkhart and Goshen under the Coverage Concept



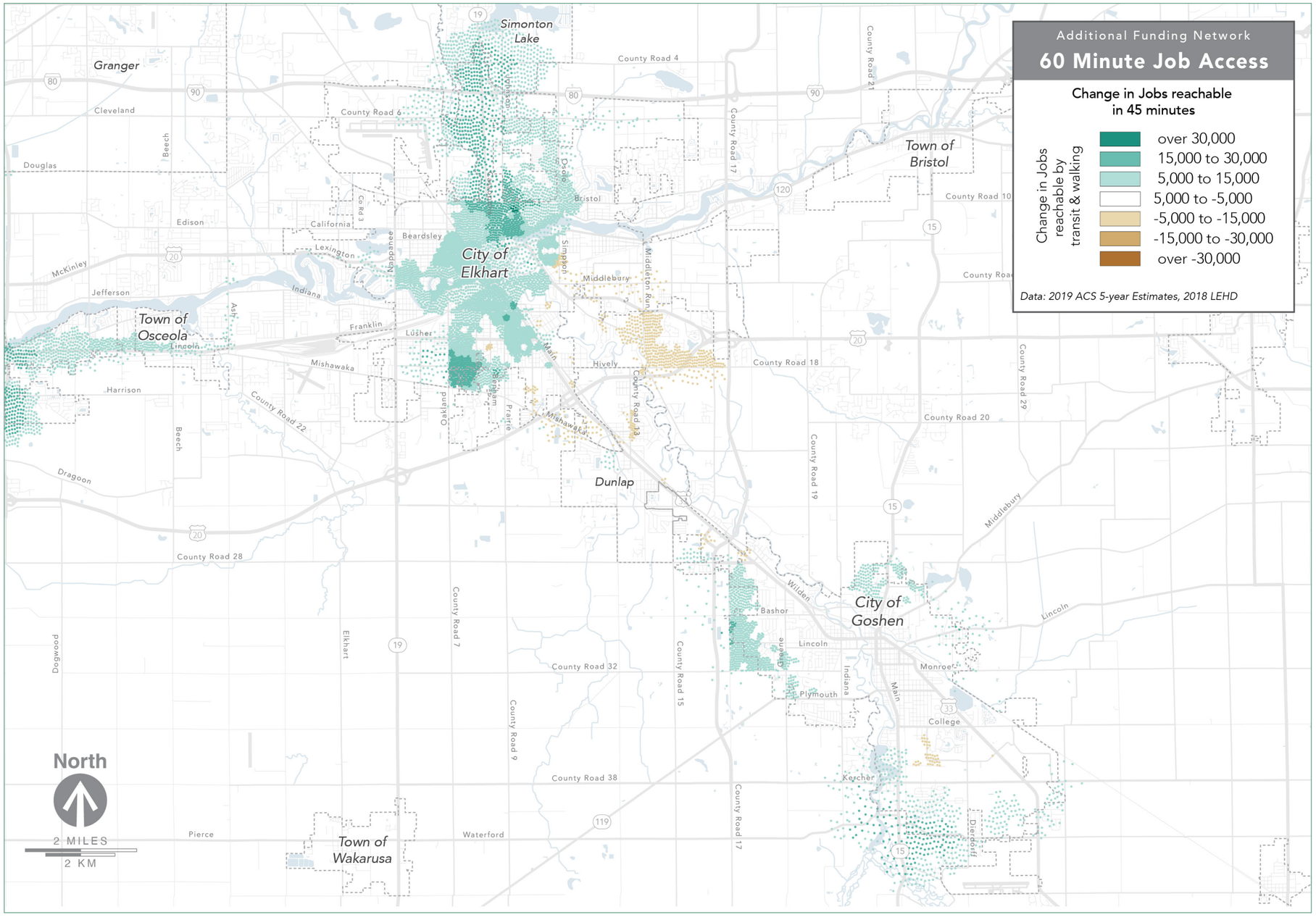
Change in Access: Additional Funding Concept in Elkhart and Goshen

In the Additional Funding Concept there are many areas that see increases in job access, including:

- much of North Elkhart along Johnson and Cassopolis Streets;
- areas along Benham Avenue and Prairie Street south of Hively Avenue;
- along Peddlers Village Road where Route 50 (Red Line) would be shifted to serve the area directly;
- in North Goshen, along Main Street where the new Route 51A would provide every 60 minute service;
- in East Goshen, where the new Route 51B would provide 60 minute service.
- in South Goshen along Main Street by the hospital, Kercher Road, and Winchester Trails where the revised Route 50 (Red Line) would now serve the area.

A few areas would see decreases in access, such as along Hively Avenue in east Elkhart due to changes in Route 35 (Orange Line), similar to the effects in the Short-Term Network. There are also decreases around the Greencroft Community though the declines are less significant that in the Short-Term Network with the new Route 53 operating at 30 minute frequency in the Additional Funding Network.

Figure 50: Change in jobs reachable in 60 minutes in Elkhart and Goshen under the Additional Funding Concept



Access Change for Different Populations: Elkhart and Goshen

The maps on the previous two pages show how much access increases or decreases across different parts of Elkhart and Goshen. By adding up all the jobs reachable by anyone and dividing it by the total population, we can get an average of jobs reachable across the entire service area.

The chart in Figure 51 shows that how many jobs the average person, average person of color, and average person in poverty could reach in the Existing, Short-Term Network, and Additional Funding Networks.

While the Short-Term Network adds service in Goshen, the net effect of the changes is that job access stays about the same across all of Elkhart and Goshen. For the average resident, average resident of color, and average low-income resident, jobs reachable in 60 minutes remains the same as under the Existing Network.

With the large increase in service under the Additional Funding Network, much higher job access is achievable. Access to jobs for all groups increases by 16-17% in the Additional Funding Network. This is not as high as the increase in job access in South Bend and Mishawaka, despite a similar level of increased service (80%). There are two reasons for this: first, jobs are more dispersed in Elkhart and Goshen and therefore improved service has less of a positive effect on job access and second more of the increased service in Elkhart and Goshen is going to evening and Sunday service, since the Interurban Trolley has no evening or Sunday service today.

If we look solely at access change within Goshen, shown in Figure 52, the Short-Term Network shows a 3-5% improvement in job access and the Additional Funding Network shows a 9-13% increase in job access.

Figure 51: Comparison of jobs reachable in 60 minutes in Elkhart and Goshen under the Existing, Short-Term, and Additional Funding Networks.

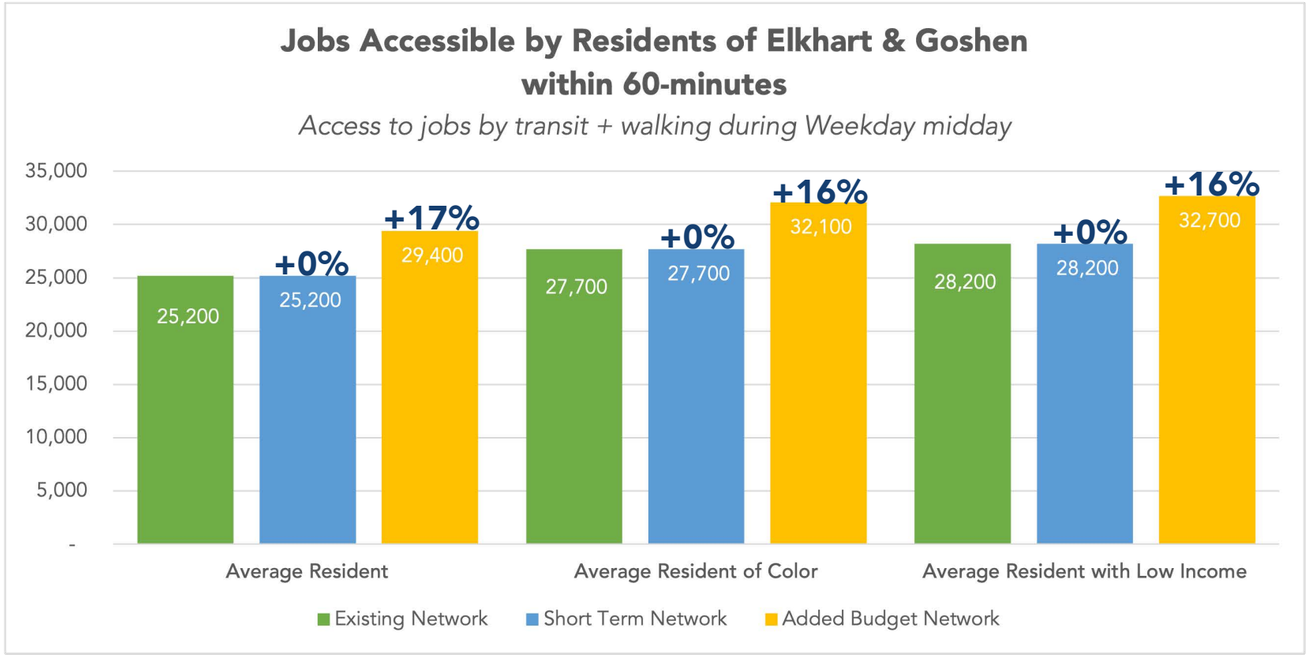
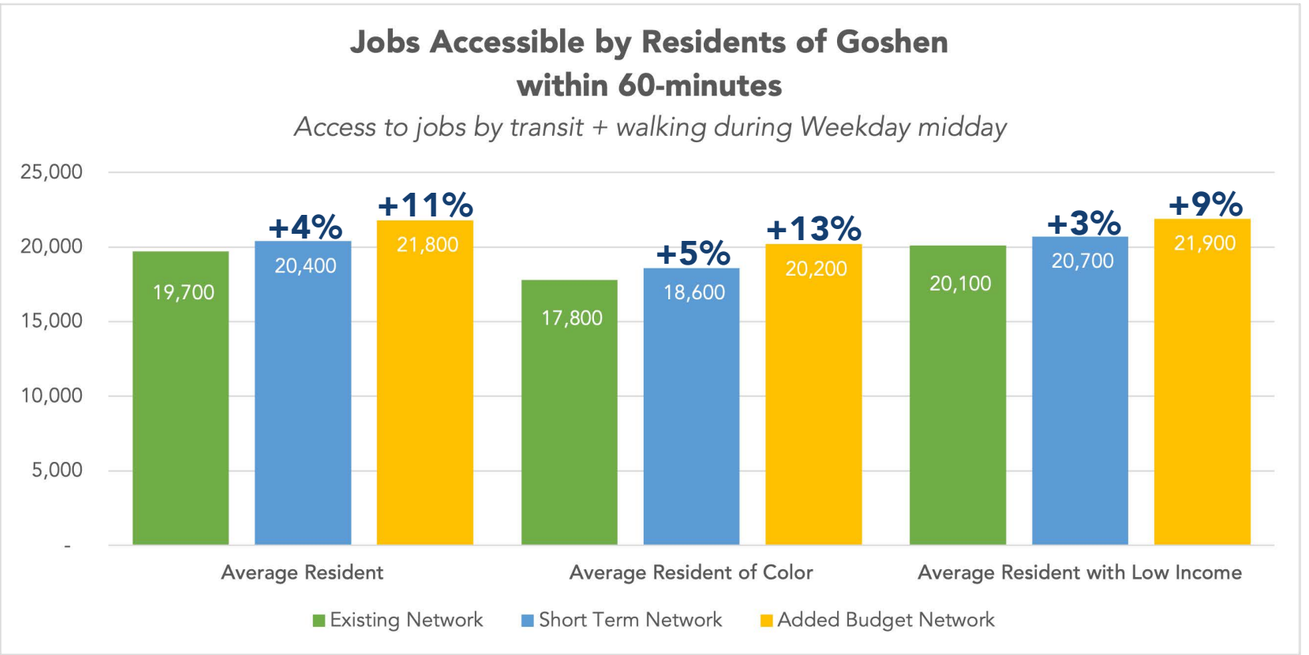


Figure 52: Comparison of jobs reachable in 60 minutes in Goshen alone under the Existing, Short-Term, and Additional Funding Networks.



7 Additional Recommendations and Next Steps

Create a Regional Vanpool Program

Fixed route transit service is not the only tool to support access to jobs and opportunity for those without cars or those who cannot drive. Vanpool and carpool programs are a commonly used approach to help connect people to major employment centers. In South Bend, Mishawaka, Elkhart, and Goshen there are many industrial parks and large areas of manufacturing, logistics, and warehousing operations, particularly on the periphery of the urban areas. Newer facilities are being built regularly, and those on the edge of the developed areas are particularly hard to serve with fixed route transit.

Two long-established service types geared towards this form of travel demand are carpools and vanpools.

Carpooling is simply the practice of sharing rides to work, and rarely involves the support of a public transit provider; in fact, the main role of the employer is usually to match employees who live nearby into groups. Employees own the vehicle and do the driving, so there is no operating or maintenance cost incurred by any organization, although some transportation managers for large employers or educational institutions do provide subsidies as part of broader transportation demand management programs.

Vanpooling is based on the same basic principle, but with one important difference: instead of driving their own cars, users drive a larger van that is provided to them. Users share driving duties, and the van is often stored at the home of the user doing the driving the next day.

Vanpool Support Spectrum

Based on USDOT Guidance (Ridesharing Options Analysis and Practitioners' Toolkit), public agencies can advance vanpooling with a spectrum of services aimed at encouraging vanpool usage. The spectrum ranges from low to high in the level of investment, time, and coordination:

- Organize and setup a system (web-based or other) for potential riders to connect.
- Collect origin and destination information and manually match compatible users.
- Connect compatible users and provide incentives like a guaranteed ride home program or subsidies.
- Connect compatible users, provide supportive services, and contract or manage vehicles and subsidize operating costs like insurance and fuel.

Most vanpooling programs can be supported through federal funding, such as CMAQ grants, to help with purchase or lease of the vanpool vehicles, and for planning support for regional staff to help with ridematching and employer outreach. One advantage of vanpools over other programs is their relative speed of deployment. An agency like MACOG may be able to leverage existing federal or state funding or existing fleet contracts to handle vehicle procurement and maintenance. Implementation also relies on conversations with major employers and the business community to get buy-in and local support.

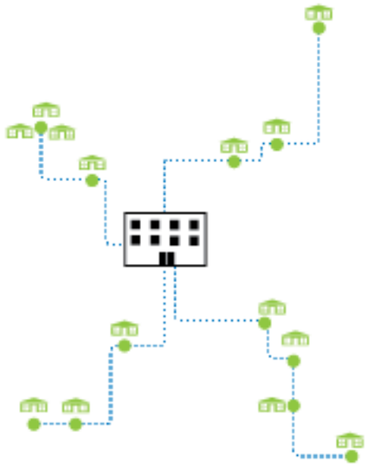
To support a vanpool program for the region, MACOG will likely need the following:

- Dedicated funding for at least one staff member, or a portion of one staff members time, to manage the vanpool program, support ridematching, outreach and connection with employers, and other key tasks.
- Funding to support purchase or leasing of vanpool vehicles, insurance, and other associated costs.
- Development of supportive programs, like guaranteed ride home, incentive systems like rewards for regular use (of vanpooling and transit)

Because vanpool programs are designed around the needs of a particular destination, they are adaptable to a vast range of use cases. An example described in TCRP Synthesis 154 is the vanpool program of Okanogan County Transit Authority (OCTA) in northern Washington State which is geared towards Department of the Interior employees at federal dams and National Forest sites, supported by the federal Vanpool Transportation Fringe Benefit Program.

A region vanpool program managed by MACOG could work this way:

- MACOG staff reaches out to an employer or group of employers located in close proximity to discuss transportation options for their employees.
- Based on employee home locations, employment site, and travel patterns, vanpool is selected as the preferred mobility option.
- Employers contribute a portion of the cost of operation (in the form of guaranteed fares) for an initial period of time during employee uptake (trial period) and advertise the availability of the new service.
- MACOG provides the vehicle(s), and if interest is great enough, divides participating employees into geographically efficient rider groups.
- At the end of the trial period, MACOG and partner staff assess ridership and financial sustainability of the program.



Vanpool - Fixed set of pickup locations on the way to a workplace

Excel Center Area Improvements

The Excel Center is an important destination for many people in need as it provides many support services such as on-site childcare, transportation assistance, and college credit and industry-recognized certification courses for free. The challenge in reaching the Excel Center is that it is located in a cul-de-sac industrial complex that requires a long, circuitous deviation to enter and exit. Today's Route 4 enters the complex and turns around in the parking lot in only one direction of service. Only select trips on Route 4 currently service the Excel Center at specific times; regular 30 minute service is not provided.

The proposed Route 2 would no longer enter the parking lot, but pass by the facility to the north along Bertrand Street and Bendix Drive.

To ensure that people can still access the Excel Center it is essential that the City of South Bend and Transpo work together to provide stops at the intersection of Bertrand/Bendix and Eclipse Place (the yellow dots in Figure 54), a marked crosswalk at this intersection, and work with Goodwill to remove the fence that prevents access to the Excel Center from this intersection.

Removing these pedestrian barriers and providing stops at the location shown will provide easy access to the Excel Center with the westbound stop less than 450 feet from the Excel Center entrance.

By providing stops here, Excel Center users will have relatively easy access and other riders going to and from other destinations won't be excessively delayed in a long deviation.

Figure 53: Short-Term Network near the Excel Center.

Figure 54: Aerial view near the Excel Center.

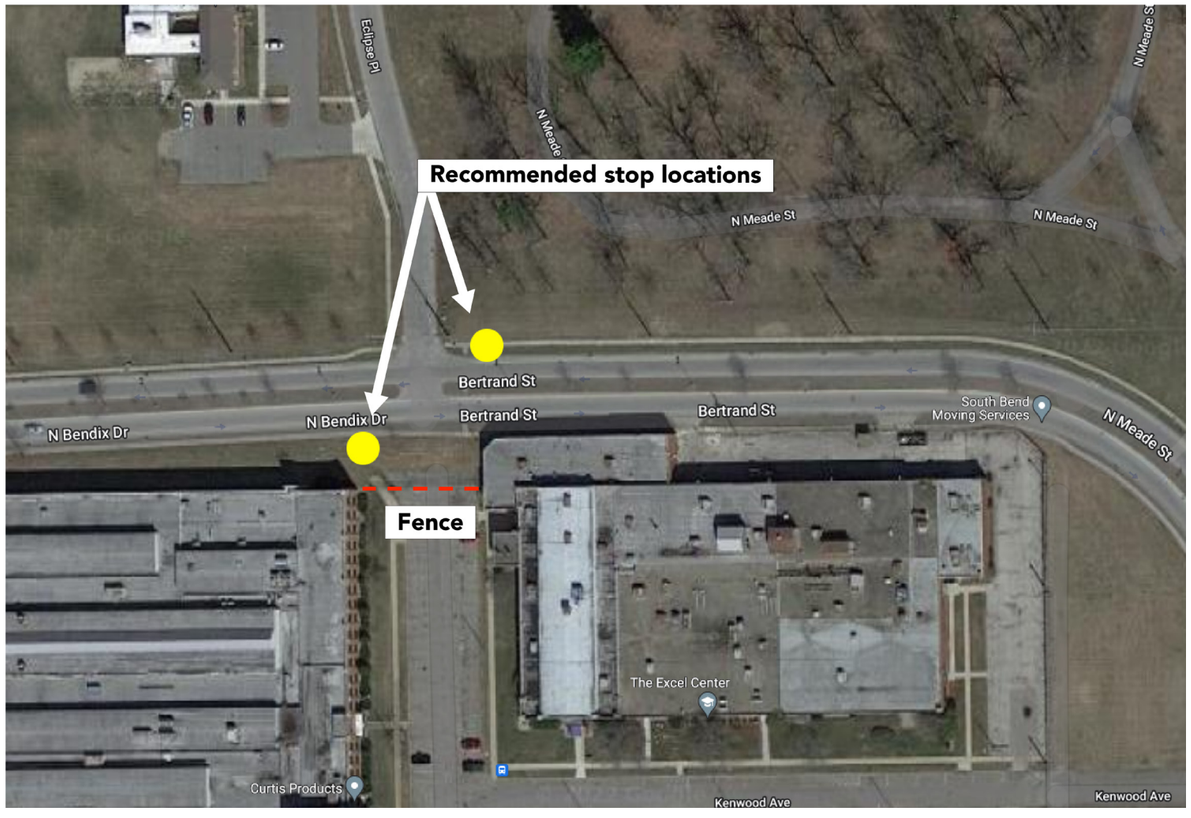


Figure 55: View of the sidewalk and access from the intersection directly north of the Excel Center

Oaklawn Area Improvements

Oaklawn Hospital is an important destination for many people as it provides mental health and addiction treatment services on an in-patient and out-patient basis. Directly serving the front door of Oaklawn is challenging due to the narrow access road and limited space on-site to turn buses around. Serving Oaklawn directly would take so much time that it would not be possible to serve the Arbor Ridge Apartments on Johnston Street.

The compromise solution proposed is to serve the area via a loop via Wilden Avenue to Michigan Avenue to Johnston Street to Main Street on the hourly Route 52. To provide access to Oaklawn, improvements would be needed to have walking access to the rear of the facility via Michigan Avenue, as shown in Figure 57.

There is currently a fence at the end of Michigan Avenue (see Figure 58), which would need to be removed or opened during hours when transit is operating so that people could access Oaklawn from Michigan Avenue. Also, the median in Michigan Avenue at its intersection with Wilden Avenue would likely need to be narrowed or removed to allow buses to turn into the North Meadow Estates neighborhood.

Figure 57: Aerial view near Oaklawn.

In the long-term, if Oaklawn, the City of Goshen, and neighbors agree, it might be possible to provide full street access via Michigan Avenue into the Oaklawn property, allowing Route 52 to go through the Oaklawn property and serve the facility more directly. Oaklawn might also need to widen its internal access road and make adjustments to its parking lots to ensure buses could navigate through the property.

Figure 56: Short-Term Network near Oaklawn.

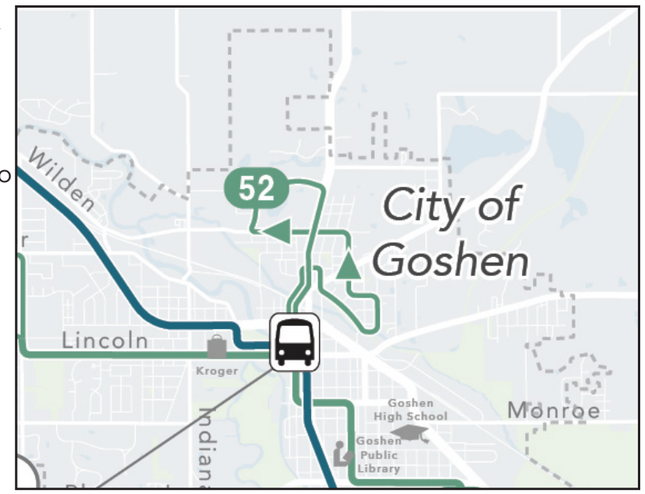


Figure 58: View of the gate preventing pedestrian access to Oaklawn from Michigan Avenue.

Goshen Hospital and Goshen College Area Improvements

Goshen Hospital is an important destination for many people in need as it provides medical care and jobs. Similarly, Goshen College is a major destination in the area and provides educational opportunities and many local jobs. For these reasons, Route 50 (Red Line) has to be realigned to provide more direct service to both destinations.

There are some challenges, however, in providing adequate stops in this area that are fully accessible per current regulations related to the Americans with Disabilities Act and that have sufficient sidewalk access to be useful for reaching

adjacent facilities.

The stop at Main Street and Lafayette Street in the northbound direction will become more important for people north of College Avenue now that this route would not use College Avenue. This stop has an awkward higher curb that steps back from the street. A higher curb can be useful, if it is flush with the edge of the street, as it can reduce the need to have the bus kneel for passengers to board. The current curb design, however, makes boarding the bus much harder. Redesigning the curb and adding a bus pad and shelter at this location to make it full accessible is recommended.

2 On Main Street at College Avenue a northbound bus stop would be needed, ideally on the near-side of the intersection (south of College Avenue). This is also likely a good location for a bus shelter, given relatively high use by people going to and from the College. Currently there is a right-turn only lane at this intersection in the northbound direction. In many cities but stops can be placed in these locations if traffic control signs are changed to say, "Right Lane MUST Turn Right - Except Buses".

3 Bus stops would also be useful at High Park Avenue, preferably in both directions, particularly for access to Goshen Hospital. Northbound stop would likely be north of the intersection, since there is no sidewalk on the northbound side of the street (adjacent to Goshen College) from High Park Avenue to Westwood Road. In the long-term it would be helpful to add sidewalk along this section of Main Street to improve pedestrian access to Goshen College for Route 50 riders.

4 Westwood Road would be an even better location for bus stops in both directions as it has a signal with pedestrian crossing signals. A northbound stop could likely be located far-side of the intersection, just north of the crosswalk. The addition of a bus pad and sidewalk connections to the existing sidewalk and crosswalk would be needed. A southbound bus stop would likely need to be near-side, about 50 feet north of the southbound stop bar. The sidewalk in this area is relatively narrow and slightly below the grade level of the street. This may require some regrading and installation of a bus pad to provide adequate, accessible access.

Figure 59: New path of Route 50 near Goshen College and Goshen Hospital.

Funding Additional Service for Transpo

It is one thing to lay out a plan of service improvements and all the ways it makes life better for people, but it is altogether another challenge to actually fund that network. Figure 60 provides a set of improvements in service from the Additional Funding Network. The list includes step-wise network changes and adjustments from the Additional Funding Network, as well as frequency and span of service improvements.

The additional annual revenue hours required for each improvement is listed in the third column. Annual revenue hours are a close proxy for the operating costs of new service, as labor is the dominant factor in annual operating costs. In the fourth column is the estimated annual operating costs in dollars, assuming an average cost of $100 per revenue hour, which is the approximate recent costs for Transpo service. If all improvements in the Additional Funding Network were implemented, Transpo would need to operate about 94,000 additional revenue hours per year, costing about $9,400,000 more per year.

These improvements in Figure 60 are organized in a set of successive, stacked improvements, so that items lower in the table assume that items higher in the table have been implemented already. For example, if the improvements to Routes 2 and 3 listed 4th was not done, then implementing Item 8 (Improving Route 3 to run every 15 minutes) would cost an additional 3,500 annual revenue to account for increasing the frequency from 60 to 15 minutes (not just 30 to 15). Improvements lower on the list could be done before items higher on the list, but the cost of improvements might be slightly higher, as the costs of some improvements are interdependent.

Current Transpo Funding

As discussed in the Concepts Report in detail, Transpo has four main funding sources:

- **Local funding** provides the largest share of support (37%) to operate service from a special property tax (29% of revenues), a local option income tax (6%), and excise taxes (2%).
- **Federal funding** provides the second largest pot of operating support, primarily from Federal Transit Administration (FTA) Section 5307 funding that supports 27% of the budget. FTA rules limit how much federal funding can be used to operate service, whereas most federal dollars must be used for capital items (like new buses and facilities).
- **State funding** provided about 19% of Transpo revenues, or about $2 million, in 2019. Indiana's Public Mass Transportation Fund is the primary source of state support for transit. Changes in state budgeting priorities suggest that this funding source will decline in the future.
- **Fares** made up 13%, or $1.4 million, of Transpo revenues in 2019. Fare revenues have been volatile during the pandemic since ridership dropped significantly before rebounding somewhat in 2021 and 2022.

Miscellaneous items support the remaining 4%, or approximately $0.4 million, in operating funds for Transpo.

Funding Additional Service

Given the limitations of Federal and State funding as well as the limited portion that fare revenues provide, there are few options to support the investment needed for the service improvements in Figure 60.

One possible source of short-term funding is the Federal Congestion Mitigation and Air Quality (CMAQ) program. This program is intended for use in projects that are likely to reduce traffic congestion and improve air quality. CMAQ funds can be used to support the operating costs of new transit routes for up to three years. So, a new bus route could be funded from CMAQ grants for up to three years.

MACOG oversees the approximately $1.7 million per year that St. Joseph County is allocated from Federal CMAQ funds. Most of those funds are dedicated to specific investments in the regional Transportation Improvement Program. Therefore, it would be challenging to use funding from the CMAQ program in the next few years.

Ultimately most funding for the improvements identified below would need to come from local funding sources like property, sales, or other optional local tax sources.

Figure 60: Table of Improvements to Transpo Service from the Additional Funding Network

Number	Improvement	Annual Revenue Hours	Estimated Annual Operating Cost ($100 per Revenue Hour)	Additional Buses
1	Route 7 Short Line running every 15 minutes between Notre Dame and Downtown South Bend	3,500	$350,000	1
2	Route 10 running every 15 minutes	3,500	$350,000	1
3	Route 8 running every 30 minutes	3,500	$350,000	1
4	Routes 2 and 3 running every 30 minutes	7,000	$700,000	2
5	Route 13 running every 30 minutes (interlines with Route 8)	3,500	$350,000	1
6	Route 14 running every 30 minutes	3,500	$350,000	1
7	Routes 1 and 12 running every 30 minutes	7,000	$700,000	2
8	Route 3 running every 15 minutes (additional over Enhancement 4)	6,000	$600,000	2
9	Route 6 Short Line running every 15 minutes	3,500	$350,000	1
10	Route 30 Short Line to Mishawaka running every 15 minutes	3,500	$350,000	1
11	Route 18 Prairie Avenue to Four Winds (30 min x 6 hrs, 6 days per week)	2,000	$200,000	1
12	Route 18 Prairie Avenue all-day, 6 days per week	4,500	$450,000	1
13	All-day Service on Route 5	2,500	$250,000	0
14	All-day Service on Route 16	3,500	$350,000	0
15	Evening Service Expansion (Most Routes to 10pm)	9,000	$900,000	0
16	Sunday Service	18,000	$1,800,000	0

Funding Additional Service for Interurban Trolley

Figure 61 provides a set of improvements to Interurban Trolley services from the Additional Funding Network. The list includes various network changes and adjustments from the Additional Funding Network, as well as various frequency and span of service improvements. The additional annual revenue hours required for each improvement is listed in the third column. Annual revenue hours are a close proxy for the operating costs of new service, as labor is the dominant factor in annual operating costs. In the fourth column is the estimated annual operating costs in dollars, assuming an average cost of $80 per revenue hour, which is the approximate recent costs for Interurban Trolley service. If all improvements in the Additional Funding Network were implemented, Interurban Trolley would need to operate about 44,400 additional revenue hours per year, costing about $3,200,000 more per year.

These improvements are organized in a set of successive, stacked improvements, so that items lower in the table assume that items higher in the table have been implemented already. So, for example, the consolidation of Route 33 with two-way service on Cassopolis along with the new Route 24 (Improvement 1) is needed before consistent 30 minute service on Route 33 (Improvement 3) is logical. Improvements lower on the list could be done before items higher on the list, but the cost of improvements might be slightly higher or lower, as the costs of some improvements are interdependent.

Current Interurban Trolley Funding

As discussed in the Concepts Report in detail, the Interurban Trolley has four main funding sources:

- **Federal funding** provided the largest share of revenues to Interurban Trolley funding, at $1.2 million in 2019. As described on the previous page, federal funding uses are limited and require a local match to support the use of those funds for operating or capital spending. Since Interurban Trolley cannot use all of it's allocated federal funding, MACOG trades federal funding with other cities to get additional local match funding (that it holds in a Transit Trust Account), as described in more detail in the Concepts Report.
- **State funding** contributed 18%, or about $600,000 to Interurban Trolley in 2019.
- **Fares and pass revenues** contributed about 10%, or $300,000, of Interurban Trolley revenues in 2019.
- **Local funding** contributions made up only 6%, or about $191,000 of Interurban Trolley's operating budget in 2019. With such limited local funding, it is impossible for Interurban Trolley to use all of its federal funding allocation, since those federal funds must be matched by local dollars.
- **The Transit Trust Account**, which draws down on the local dollars received from Lafayette in exchange for federal funding, contributed 18%, or about $600,000, to Interurban Trolley operations in 2019.

The remaining 1%, or approximately $40,000, in operating funds for Interurban Trolley in 2019 came from miscellaneous sources like advertising.

Funding Additional Service

Since Interurban Trolley does not use all of its FTA 5307 Funding today, and much of the funding it uses goes to operating support on a 50% basis. This means that local governments must match 50% of the federal funding.

One source of increased funding opportunity for Interurban Trolley is to use an FTA accounting method call Capital Cost of Contracting. Interurban Trolley service is provided by a private contractor, and under FTA rules, MACOG could count 40% of the costs of the service provided as capital expenses, which only require a 20% local match. About 75% of Interurban Trolley costs are for contracted fixed route services. Under this FTA rule, an additional $200,000 local investment could effectively leverage an additional $800,000 per year in federal funding.

Another possible source of short-term funding is the Federal Congestion Mitigation and Air Quality (CMAQ) program. This program is intended for use in projects that are likely to reduce traffic congestion and improve air quality. CMAQ funds can be used to support the operating costs of new transit routes and for smaller urban areas like Elkhart and Goshen, CMAQ funding can be used for operating support with few limitations and only a 20% local match.

MACOG oversees the approximately $1.1 million per year that Elkhart County is allocated from Federal CMAQ funds. Most of those funds are dedicated to specific investments in the regional Transportation Improvement Program. Therefore, it would be challenging to use funding from the CMAQ program in the next few years. If used, CMAQ funding would require about $200,000 in local matching funds, to make full use of the $1.1 million per year in federal funding.

The region still has funding in the Transit Trust Fund from past trading with the City of Lafayette. Using about $600,000 per year of this funding could help support the expansion of the network in the next few years as it looks to make use of the Capital Cost of Contracting and CMAQ funding sources in the future. As the region expands service, its allocation of FTA 5307 funding would also likely increase, slowly, since the formulas used to distribute funding include the amount of service provided in the past few years.

Using a combination of the above tools means that an increase in local funding of about $600,000 could leverage enough additional Federal Funding to support up to 50% more service, if all CMAQ funding went to transit. In a few years, an extra $600,000 in local funding would be needed to maintain that growth.

To achieve the full 80% growth of the entire Additional Funding Network would require further local funding of about $1 million more than outline above.

Figure 61: Table of Improvements to Interurban Trolley Service from the Additional Funding Network

Number	Improvement	Revenue Hours	Estimated Annual Operating Cost ($80 per Revenue Hour)	Additional Buses
1	Route 33 Converted to Two-Way Service and Add Route 34	4,200	$336,000	1
2	New Route 36 for southwest Elkhart	4,200	$336,000	1
3	30 Minute Service on Route 33	4,200	$336,000	1
4	Evening Service on Weekdays and Saturdays	10,700	$856,000	0
5	Adding Sunday Service	8,700	$696,000	0
6	Increase Routes 52 and 53 to every 30 Minutes and add East Goshen Service with Route 51B	8,400	$672,000	2

Sidewalks and Stops

Pedestrian Infrastructure

The vast majority of people who use transit today, and the vast majority who are likely to use transit in the future, are people who will walk or roll to a transit stop to access the service. Therefore, the condition and extent of sidewalks, walking paths, trails, crosswalks, and other infrastructure for people walking is critical to maximizing the potential of transit in every community in the region. It is particularly critical along routes with higher frequency service, as the investment of the community in transit service will be limited if the walking networks that reach the stops served by transit are severely limited.

The quality and extent of the walking network in the region varies dramatically, even within each city in the region. South Bend has excellent walking infrastructure in downtown, along parts of Western Avenue and inner parts of Portage Avenue, among other places. Yet it also has streets and highways with minimal pedestrian accommodations, such as outer Prairie Avenue, outer Western Avenue, and Ireland Road. Similar conditions are true in Mishawaka, with excellent walking infrastructure downtown, but limited to no sidewalks or crosswalks along Grape Road and other major arterials.

The same is also true in Elkhart and Goshen, where in downtown areas sidewalks are mostly wide and in good condition, crosswalks are common, and walking is relatively safe. Yet on outer, suburban arterials sidewalks are often lacking or crosswalks may be absent.

In all four cities, it should be a high priority for the region to add sidewalks where they are lacking, add or improve crosswalks at intersections, and improve stops with shelters, benches, and other amenities. These improvements will support transit, but will also support a safer walking environment for everyone.

Transition to Signed Stops

Today, Interurban Trolley allows "flag stops", meaning that passengers could board the bus anywhere along its route by waving down the driver. Flag stops effectively increase coverage along a route, without requiring deviations. Specific policy is that riders can stand "AFTER any intersection along the route" and wave at the Trolley to let a driver know you want to board.

Flag stops present several problems. First, they create an additional source of unreliability as an unknown amount of running time may be required to pick up an unknown number of passengers at unknown stops. Second, passengers sometimes attempt to flag the bus at locations where stopping or boarding are dangerous for the person boarding, the driver and other passengers. Very determined passengers may even step out in front of the bus to make it stop. For reasons of safety, therefore, as well as speed and reliability, it is recommended that Interurban Trolley transition away from flag stops and use only signed stops in the future.

Shifting away from flag stops will likely create challenges, as many customers are likely to want to continue the practice and may be unwilling to walk farther to reach a signed stop. They may continue to flag down buses, and operators may continue to stop, out of a sense of obligation to long-time riders. Therefore, Interurban Trolley should survey operators and customers regarding the use of flag stops to understand where they occur, and better understand where adding signed stops may discourage existing riders from trying to continue the use of flag stops in the future.

When preparing to transition away from flag stops, staff will need to develop a marketing and communications strategy. Staff should prepare updated schedule information indicating that flag stops are no longer allowed as of a certain date. Signage on buses, at bus stops and shelters, and announcements on buses well in advance of the policy change will be needed to ensure customers learn the new policy ahead of time. Also, operators will need clear training regarding the change in practice and should be taught to notify flag stop customers in the months leading up to the policy change.

Figure 62: Safer street crossings like this improvement in Goshen is important to expanding the reach of transit in the region.

No policy change is every perfectly communicated and heard, so operators will also need clear training on how to handle flag requests after the official policy change. It may be advisable to have a "grace" period where flag stops are accepted, and riders reminded of the policy change. Yet at some point, operators will have to be trained to pass up flag stop requests

Elkhart Transit Center Needs

Today the Red, Yellow, Blue, Orange and Green Lines converge and meet at the Elkhart Transfer Center on Franklin Street, in front of the County Courthouse. The current Elkhart Transfer Center has extremely limited passenger amenities, with just three shelters that only allow passenger to stand and no passenger seating. Unlike facilities in South Bend and Mishawaka, there are no restrooms or any bus operator break room facilities at the Elkhart Transfer Center. As a result, Interurban Trolley operators must take comfort breaks at private businesses along their routes. This creates delays for passengers who must wait along the way and is generally a poor operating practice.

With the Courthouse planning to move in the near future, it may be necessary to move the downtown transfer point to elsewhere in downtown Elkhart. It is critical that the transfer point not be too far from the existing transfer center, as all routes are designed with a time connection, also called a pulse, in downtown Elkhart. This timed connection allows for relatively quick connections despite low frequencies and all route in the Short-Term and Additional Funding Networks are designed with a precise timing in mind to meet in downtown Elkhart.

A future transit center in Elkhart could be on-street, like today's location, or off-street, like the Mishawaka Transfer Center. In either case, the future transit center needs to have space for up to seven buses to meet at the same time every hour and allow riders to transfer between routes easily.

In the Short-Term Network, only five spaces are needed, but in the Additional Funding Network more routes and services are planned that would require space for seven vehicles. Ideally this new Transfer Center includes additional passenger amenities like shelters and benches, and adequate space and amenities for Interurban Trolley operators, specifically a dedicated restroom and small break room area.

Planning and construction of this future Transfer Center in Downtown Elkhart should be part of ongoing work for Transit Oriented Development in consultation with the City of Elkhart. This may include opportunities to provide better connectivity between the trolley and the existing Amtrak station, 3 blocks south of the current transfer center at Main and Tyler Streets. With proper infrastructure, the new Transfer Center could also provide more multi-modal connections. For example, if Elkhart's Intercity (primarily-Greyhound) bus station were relocated from its current stop at the Daylight Inn along Cassopolis Street to downtown Elkhart, the intercity riders would have more options to easily connect to local transit services in the region.

Figure 63: The current Elkhart Transfer Center has limited passenger amenities and no facilities for bus operators.

Next Steps

Next Steps

This Final Recommendations Report represents the final step in a three-phase process of thinking about balancing goals and priorities for the region's transit network. This report represents the final summary of the work of the **CONNECT** Transit Plan and its recommendations and it is expected to be adopted by the MACOG and Transpo Boards at their March or April 2023 meetings. This does not mean that the process of transit planning is done. This plan represents the potential for change in transit in the region and there are a number of key steps to ensure its implementation.

Implementing the Short-Term Networks

Transpo and MACOG staff will now need to develop revised schedules, booklet maps, system maps, and other materials as well as conduct the necessary internal changes necessary to implement the route changes in the Short-Term Network. Some changes may be made very soon, while others may take many months before they can be implemented. For example, new service in Goshen will require new vehicles, which will take a number of months to procure from a manufacturer.

Implementing the Additional Funding Networks

To see some or all of the Additional Funding Network recommendations, local partners, like cities, counties, businesses, institutions or others would need to come to the table with additional funding to support improved services. These local dollars can be extended with some federal grant funding for certain kinds of improvements, but long-term, it is essential to have local sources of funding to ensure that expanded services can be operated.

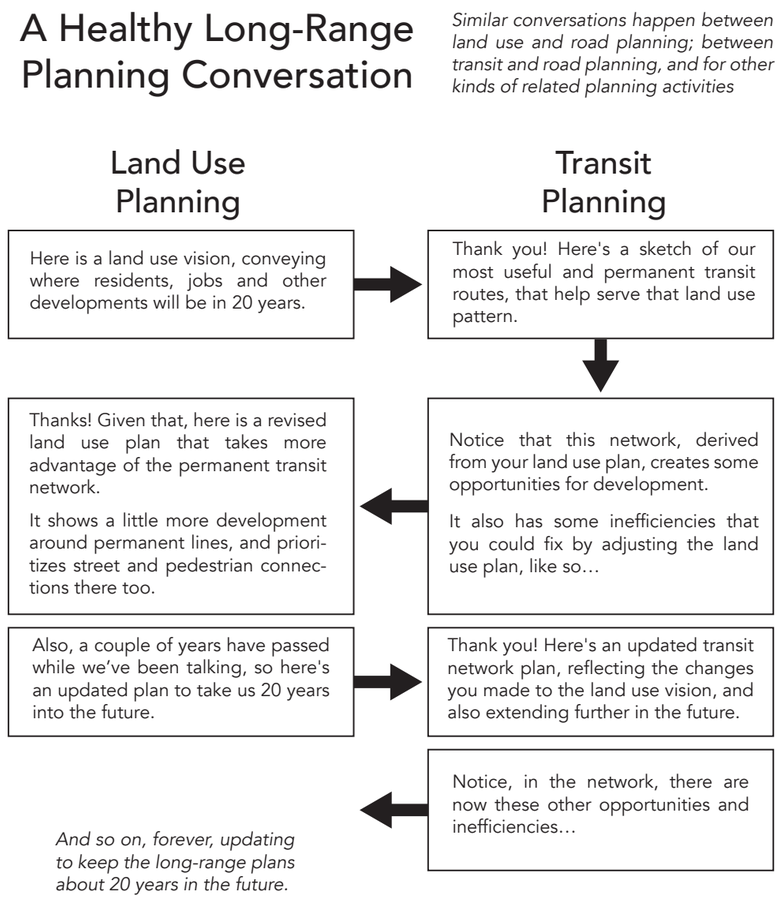
The On-Going Land Use-Transit Conversation

Over the next few years, the various local jurisdictions in the region will likely undertake updates to city and county land use plans. The network recommendations in this report highlight corridors on which transit is most likely to be frequent and therefore useful, for the long term.

In most cities and regions, permanent and frequent transit corridors are places where higher density development can be accommodated, which contributes to transit's success and to economic vitality.

This network plan is one step in an iterative land use and transit planning conversation for the various cities, counties, and region, which can and should continue indefinitely, helping to build a more prosperous, fair and livable region.

Figure 64: The timeline of engagement and technical activities for CONNECT.



How to stay involved

For more information and to stay involved in transit plans and activities in the region, stay connected with

Transpo at https://www.sbtranspo.com/
Interurban Trolley at http://www.interurbantrolley.com/
Michiana Area Council of Governments at https://www.macog.com/