

# Green Bay **METRO**

## 2014 Annual Route Review and Analysis Report



Brown County Planning Commission/  
Metropolitan Planning Organization (MPO) for the Green Bay Urbanized Area  
March 2014



U.S. Department of Transportation  
**Federal Highway Administration**



U.S. Department of Transportation  
**Federal Transit Administration**



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On the Cover: Green Bay Metro buses line up outside Lambeau Field. Photo courtesy of Green Bay Metro.

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## CHAPTER ONE

### Introduction

#### Overview

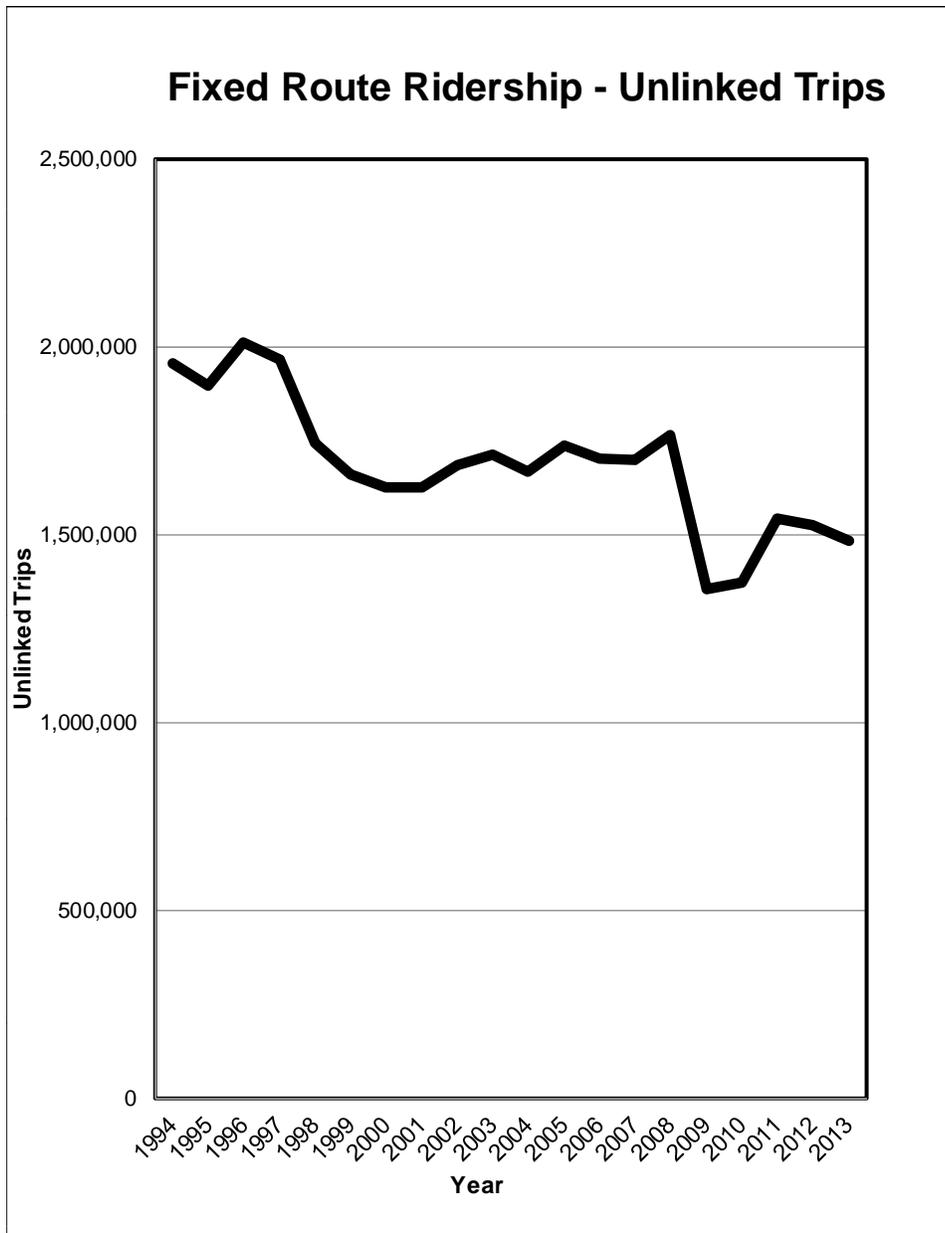
The Brown County Planning Commission and Green Bay Metro staffs conduct route reviews on a quarterly basis each year in the months of February, May, August, and November. In February of each year, a large-scale review is conducted resulting in the publication of the *Green Bay Metro Annual Route Review and Analysis Report*, by Brown County Planning Commission. In May, August, and November, a smaller scale route review report is issued.

For each route review, Green Bay Metro's 14 full service routes are evaluated individually in terms of the performance standards outlined in the *Green Bay Metro Policy and Procedures Manual*, August 1992, as amended.

In February of 2014, the annual Green Bay Metro route review was conducted. Ridership and revenue data were gathered for all full service and limited service routes on weekdays and Saturdays. A special effort was made to separate day and evening data for the full service route system.

The passenger and revenue statistics contained in this report are typical of a weekday and Saturday in February. It should be noted that passenger and revenue levels fluctuate throughout the year.

From an annual perspective, the number of unlinked passenger trips decreased 2.7% from 1,523,838 in 2012 to 1,482,429 in 2013. The graph below shows the 20-year ridership trend.



Note: New farebox technology implemented in 2009.

# Green Bay METRO

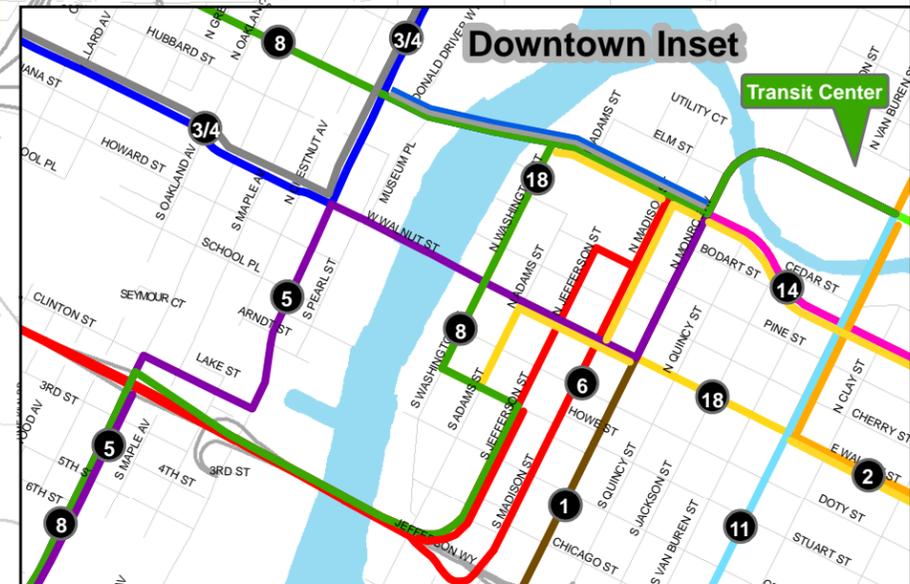
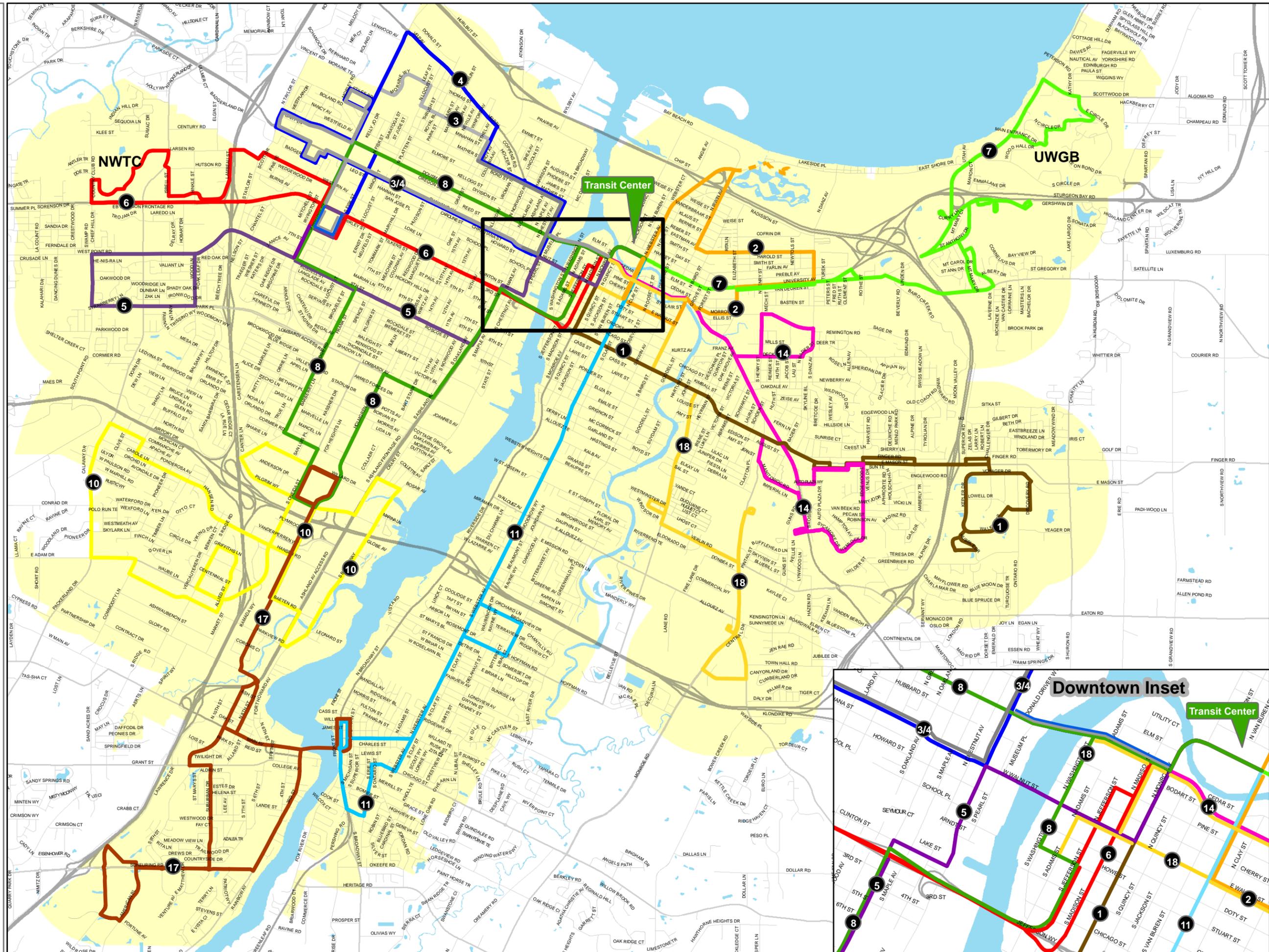
## Legend

- #1 Brown Line
- #2 Orange Zippin Line
- #2 Orange Zippin Line Upon Request
- #3 Silver Line
- #4 Blue Line
- #5 Plum Line
- #6 Red Line
- #7 Lime Line
- #8 Green Line
- #10 Yellow Line
- #11 Sky Line
- #14 Pink Line
- #17 Brick Line
- #18 Gold Line
- Paratransit Service Area



0 0.25 0.5 1 Miles

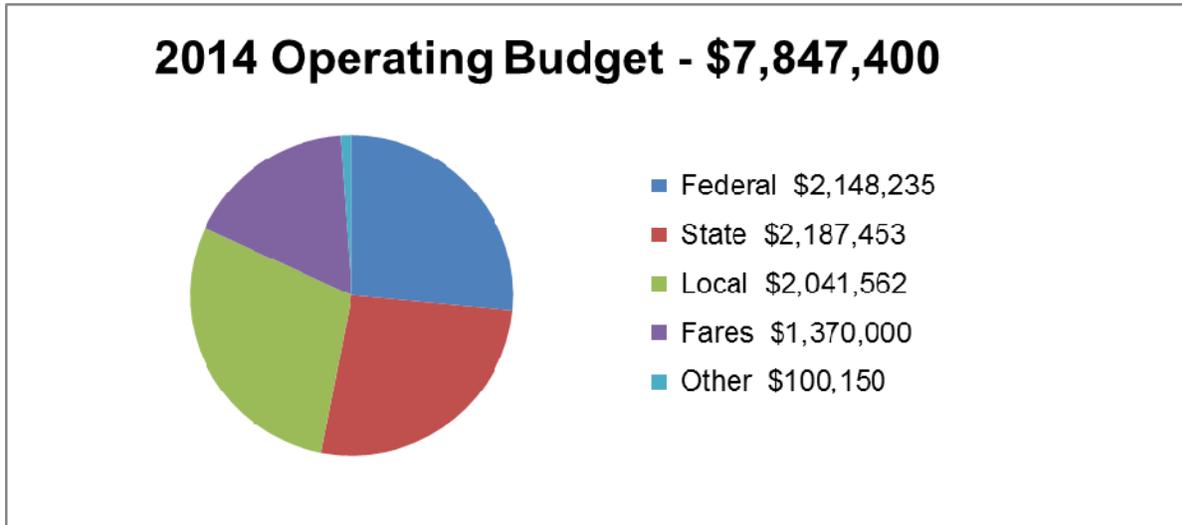
Map created by:  
Brown County Planning  
Commission Staff  
2/10/2014



## 2014 Operating Budget Estimate Overview

Green Bay Metro's 2014 operating budget estimate is projected at \$7,847,400. Green Bay Metro receives operating assistance from a variety of sources. These include the Federal Section 5307 program, State 85.20 program, local dollars from entities participating in the system, fares, advertising revenue, and interest revenue.

A summary of the 2014 estimated Green Bay Metro budget by revenue source is below:

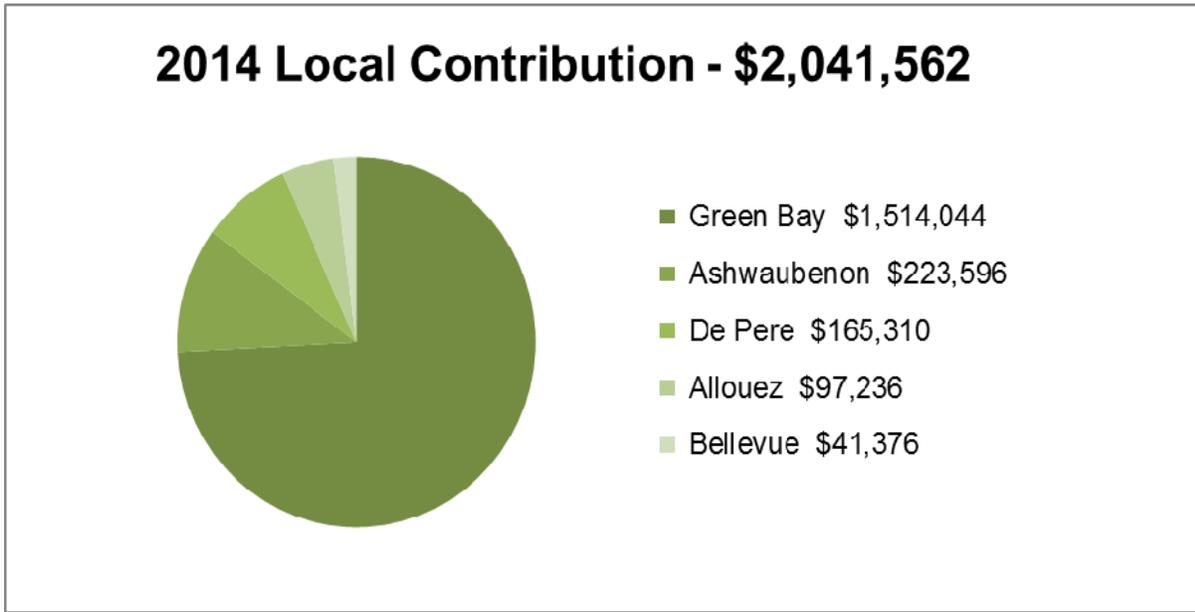


### 2014 Budget Estimate

Source:	Amount	Percent
Federal	\$2,148,235	27.4%
State	\$2,187,453	27.9%
Local	\$2,041,562	26.0%
Fares	\$1,370,000	17.4%
Other	\$100,150	1.3%
<b>Total:</b>	<b>\$7,847,400</b>	<b>100.0%</b>

Local Share

The 2014 budget estimate consists of contributions from participating local entities. The sum of the contribution is projected to be \$2,041,562 (26.0%) of the entire operating budget. Local entities contribute to the system based on system mileage and population. The breakdown by participating local entities is as follows:



**2014 Budget Estimate – Local Contribution Analysis**

<b>Source:</b>	<b>Amount</b>	<b>Percent of Local Share</b>	<b>Percent of Overall Budget</b>
Green Bay	\$1,514,044	74.2%	19.3%
Ashwaubenon	\$223,596	11.0%	2.8%
De Pere	\$165,310	8.0%	2.1%
Allouez	\$97,236	4.8%	1.2%
Bellevue	\$41,376	2.0%	0.6%
<b>Total:</b>	<b>\$2,041,562</b>	<b>100.0%</b>	<b>26.0%</b>

## **CHAPTER TWO**

### **Route Modifications**

#### **2013 Fixed Route Service Modifications**

On December 2, 2013, Green Bay Metro implemented several changes to the fixed route system. Many of the changes were necessitated as a result of the Oneida Tribe of Indians withdrawing financial participation from the system. Prior to this, the tribe contributed the local share for the #16 Shadow route.

#### #4 Blue

The #4 Blue route was modified to provide service along Velp Avenue and to allow for improved transfers at Green Bay Plaza.

#### #5 Plum

The #5 Plum replaced the #6 Red-South and provides direct service between downtown and Lombardi Middle School with a transfer opportunity at Green Bay Plaza. The #5 Plum only operates on weekdays during the morning and afternoon peaks.

#### #6 Red

The #6 Red replaced the #6 Red-North and #100 Downtown X-Press and provides direct service between downtown and NWTC with a transfer opportunity at Green Bay Plaza. Route frequency was reduced to once per hour after 6:00 p.m. on weeknights and on Saturdays.

#### #8 Green

The #8 Green (clockwise loop) and the #9 Yellow (counter-clockwise loop), which previously operated as a route pair, now operate in a clockwise direction only. The service retains the #8 Green designation and operates with 30 minute frequency during weekdays and 60 minute frequency on weekday evenings and Saturdays.

#### #10 Yellow

The #10 Yellow is a new route that replaced much of the service provided by the #16 Shadow, with the exception of the Oneida Casino (which is no longer served). Additional service is now provided on Broadway south of Cormier Road.

#### #17 Brick

The #17 Brick route no longer provides front door service to Humana in De Pere. The desired goals of improved on-time performance and timely transfers were achieved by eliminating this service.

#### #18 Gold

The #18 Gold was extended to the south to allow service to be provided to the Costco

in Bellevue that opened in August of 2013.

### **2014 and Beyond**

Green Bay Metro staff has indicated that changes to the east side route system will be considered in 2014 or 2015.

## CHAPTER THREE

### Full Service Route System Performance

According to the *Green Bay Metro Policy and Procedures Manual*, "...each existing bus route should be evaluated individually to determine if the service provided is attracting a desired amount of ridership and revenue."

The Green Bay Metro system policy for operational evaluation of new bus routes is somewhat different from the evaluation of established bus routes. New routes are to be examined at six-month intervals and must meet minimum ridership and revenue figures or the Transit Commission will give serious consideration to abandoning or making substantial changes to routes that are chronically unproductive. The purpose of the periodic examination is to allow existing and potential riders to become familiar with the new route schedule and service area and to allow time for operational improvements before meeting system-wide standards.

The policy manual outlines five performance measures to be used in the evaluation of a bus route. In some cases, the performance of a route is compared to the performance of the entire system.

The criteria of revenue per hour, passengers per hour, and operating ratio use minimum measurements based on the system median. After six months of service, a new route must reach 30 percent of the median. After one year, the route should reach 60 percent, and after two years, it should reach 80 percent.

The following performance standards are used to review all full service routes:

#### **Revenue Per Hour**

The revenue per hour standard helps to determine the financial efficiency of a route. The revenue per hour of an established individual route should be at least 80 percent of the system median.

- The system standard for weekdays is \$11.65 per hour.
- The #6 Red route is the strongest route in terms of revenue generated per hour at \$18.42.
- The lowest performing route is the #17 Brick route (\$5.07).

Please see Table 1 for revenue per hour for a weekday, weekday evening, and total.

There are no set standards for limited service routes. However, they generally experience much higher passenger and revenue rates than the full service routes. The intent of limited service routes is to operate at or near seated capacity.

Please see Chapter Four for an overview of the Limited Service Route System.

**Table 1  
Revenue per Hour  
Weekday**

<b>Route</b>	<b>Daytime Trips</b>	<b>Evening Trips</b>	<b>Route Length (in hours)</b>	<b>Total Revenue</b>	<b>Daytime Revenue per Hour</b>	<b>Evening Revenue per Hour</b>	<b>Total Revenue per Hour</b>
# 6 Red	26	3	1.0	\$534.17	\$18.53	\$17.46	\$18.42
# 3 Silver	13	0	1.0	230.27	17.71		17.71
# 4 Blue	13	3	1.0	279.44	18.38	13.52	17.47
# 2 Orange	25	7	0.5	250.25	17.81	7.88	15.64
# 5 Plum	8	0	1.0	120.00	15.00		15.00
# 8 Green	26	3	1.0	433.97	14.94	15.16	14.96
#14 Pink	13	3	1.0	233.00	15.75	9.42	14.56
#11 Sky	13	3	1.0	218.66	15.38	6.26	13.67
# 7 Lime	26	3	1.0	392.07	14.03	9.14	13.52
# 1 Brown	26	3	1.0	369.63	12.92	11.28	12.75
<b>SYSTEM STANDARD</b>							<b>\$11.65</b>
#18 Gold	12	3	1.0	123.24	8.79	5.92	8.22
#10 Yellow	13	3	1.0	121.41	8.58	3.29	7.59
#17 Brick	13	3	1.0	81.04	5.48	3.25	5.07
<b>Total/System Average:</b>				<b>\$3,387.17</b>	<b>\$14.34</b>	<b>\$9.30</b>	<b>\$13.66</b>

**System Median:** **\$14.56**  
**System Standard:** **\$11.65**

Notes:

Daytime operations are from 5:15 AM to 6:00 PM

Evening operations are from 6:00 PM to 9:45 PM

Revenue is passenger generated only. Free fare passengers are not included.

#3 Silver and #5 Plum do not operate in the evening.

## **Passengers Per Hour**

This standard evaluates the number of revenue passengers per hour. Each route should reach 80 percent of the system median of passengers per hour.

The system standard for weekdays is 15.4 passengers per hour.

On weekdays, the #3 Silver route has the highest passengers per hour rate of 23.8.

The poorest performing route is the #17 Brick carrying only 7.4 passengers per hour.

Please see Table 2 for passengers per hour for a weekday, weekday evening, and total.

Green Saturday (everyone rides free) passengers can be seen in Table 3.

**Table 2  
Passengers per Hour  
Weekday**

<b>Route</b>	<b>Daytime Trips</b>	<b>Evening Trips</b>	<b>Route Length (in hours)</b>	<b>Total Passengers</b>	<b>Daytime Passengers per Hour</b>	<b>Evening Passengers per Hour</b>	<b>Total Passengers per Hour</b>
# 3 Silver	13	0	1.0	309	23.8		23.8
# 4 Blue	13	3	1.0	376	25.0	17.0	23.5
# 6 Red	26	3	1.0	673	23.5	21.0	23.2
# 5 Plum	8	0	1.0	164	20.5		20.5
# 2 Orange	25	7	0.5	327	23.4	10.0	20.4
# 7 Lime	26	3	1.0	561	20.0	13.7	19.3
# 8 Green	26	3	1.0	557	19.3	18.7	19.2
#14 Pink	13	3	1.0	305	20.7	12.0	19.1
#11 Sky	13	3	1.0	299	21.2	7.7	18.7
# 1 Brown	26	3	1.0	469	16.6	12.7	16.2
<b>SYSTEM STANDARD</b>							<b>15.4</b>
#18 Gold	12	3	1.0	158	11.4	7.0	10.5
#10 Yellow	13	3	1.0	156	11.1	4.0	9.8
#17 Brick	13	3	1.0	118	8.0	4.7	7.4
<b>Total/System Average:</b>				<b>4,472</b>	<b>19.0</b>	<b>11.6</b>	<b>18.0</b>

**System Median:**

**19.2**

**System Standard:**

**15.4**

Notes:

Daytime operations are from 5:15 AM to 6:00 PM

Evening operations are from 6:00 PM to 9:45 PM

Revenue is passenger generated only. Free fare passengers are not included.

#3 Silver and #5 Plum do not operate in the evening.

**Table 3  
Green Saturday**

<b>Route</b>	<b>Hours of Service per Saturday</b>	<b>All Passengers Ride Free</b>	<b>Free Riders per Hour</b>
# 1 Brown	11	231	21.0
# 2 Orange	11	245	22.3
# 3 Silver			
# 4 Blue	11	418	38.0
# 5 Plum			
# 6 Red	11	484	44.0
# 7 Lime	11	249	22.6
# 8 Green	11	418	38.0
#10 Yellow	11	71	6.5
#11 Sky	11	142	12.9
#14 Pink	11	330	30.0
#17 Brick	11	141	12.8
#18 Gold	11	125	11.4
<b>Total/System Average:</b>	<b>121</b>	<b>2,854</b>	<b>23.6</b>

Notes:

#3 Silver and #5 Plum do not operate on Saturday.

## **Operating Ratio**

The operating ratio of a route is determined by dividing a route's passenger revenue by the total operating expense. The standard for the operating ratio is 80 percent of the system median.

The operating expense of a route is determined by multiplying the total number of system hours by the cost per hour. The Green Bay Metro System has an estimated expense of \$86.95 per hour for 2014 (paratransit costs were removed from this figure starting in 2007 upon recommendation of the state).

Expenses include items such as driver wages and fringe benefits, fuel, bus maintenance, and insurance.

The operating ratio measure illustrates the percentage of revenue recovered. For example, on average the weekday full service system recovers 15.6 percent of all expenses, or 15.6 cents per every dollar spent operating the system (excluding the paratransit system).

The system standard for weekdays is 13.4 percent.

The #6 Red route had the highest operating ratio at 21.2 percent.

The poorest performing route is the #17 Brick route at 5.8 percent.

Please see Table 4 for operating ratio comparison for a weekday, weekday evening, and total.

**Table 4  
Operating Ratio or Percent of Expenses Recovered  
Weekday**

Route	Daytime Trips	Evening Trips	Total Trips	Route Length (in hours)	Total Hours	Expense per Hour \$86.95	Total Revenue	Daytime Operating Ratio	Evening Operating Ratio	Total Operating Ratio
# 6 Red	26	3	29	1.0	29.0	\$2,521.55	\$534.17	21.3%	20.1%	21.2%
# 3 Silver	13	0	13	1.0	13.0	1,130.35	230.27	20.4%		20.4%
# 4 Blue	13	3	16	1.0	16.0	1,391.20	279.44	21.1%	15.5%	20.1%
# 2 Orange	25	7	32	0.5	16.0	1,391.20	250.25	20.5%	9.1%	18.0%
# 5 Plum	8	0	8	1.0	8.0	695.60	120.00	17.3%		17.3%
# 8 Green	26	3	29	1.0	29.0	2,521.55	433.97	17.2%	17.4%	17.2%
#14 Pink	13	3	16	1.0	16.0	1,391.20	233.00	18.1%	10.8%	16.7%
#11 Sky	13	3	16	1.0	16.0	1,391.20	218.66	17.7%	7.2%	15.7%
# 7 Lime	26	3	29	1.0	29.0	2,521.55	392.07	16.1%	10.5%	15.5%
# 1 Brown	26	3	29	1.0	29.0	2,521.55	369.63	14.9%	13.0%	14.7%
<b>SYSTEM STANDARD</b>										<b>13.4%</b>
#18 Gold	12	3	15	1.0	15.0	1,304.25	123.24	10.1%	6.8%	9.4%
#10 Yellow	13	3	16	1.0	16.0	1,391.20	121.41	9.9%	3.8%	8.7%
#17 Brick	13	3	16	1.0	16.0	1,391.20	81.04	6.3%	3.7%	5.8%
<b>Total/System Average:</b>					<b>248.0</b>	<b>\$21,650.55</b>	<b>\$3,387.17</b>	<b>16.4%</b>	<b>10.4%</b>	<b>15.6%</b>

**System Median: 16.7%**  
**System Standard: 13.4%**

Notes:  
Daytime operations are from 5:15 AM to 6:00 PM  
Evening operations are from 6:00 PM to 9:45 PM  
Revenue is passenger generated only. Free fare passengers are not included.  
#3 Silver and #5 Plum do not operate in the evening.

## **Loading Standards**

Metro service should provide adequate seating to meet passenger demand. This standard is calculated by dividing the number of passengers at the maximum load point by the number of seats available. Green Bay Metro's buses have seating capacities of 25 to 45 passengers.

### Off-Peak Loading Standard

The off-peak loading standard is 1.0. Factors of more than 1.0 indicate that some passengers are standing. During the off-peak periods, a seat should be provided to every passenger.

### Peak Loading Standard

The peak loading standard should not exceed 1.25. During the peak periods, some passengers may be standing; however, passengers usually do not have to stand for long distances due to passenger turnover.

Peak periods for the Green Bay Metro System are considered to begin before school starts at approximately 6:45 a.m. until 8:45 a.m. and again when school lets out at approximately 2:45 p.m. until 4:45 p.m.

The off-peak and peak loading standards are nationally accepted and apply to the Green Bay Metro System.

Metro operations staff monitors off-peak and peak loading conditions. When a route displays a large quantity of passengers on a particular run and passengers are forced to stand, strategies for mitigating the occurrences may be implemented, such as assigning a larger capacity bus to the route. However, it should be noted that all but one of the 40' buses (45 seats) has been removed from service due to age and condition.

Metro operations staff reports that standing occurs on a regular basis on select routes, but is not a significant issue for the system.

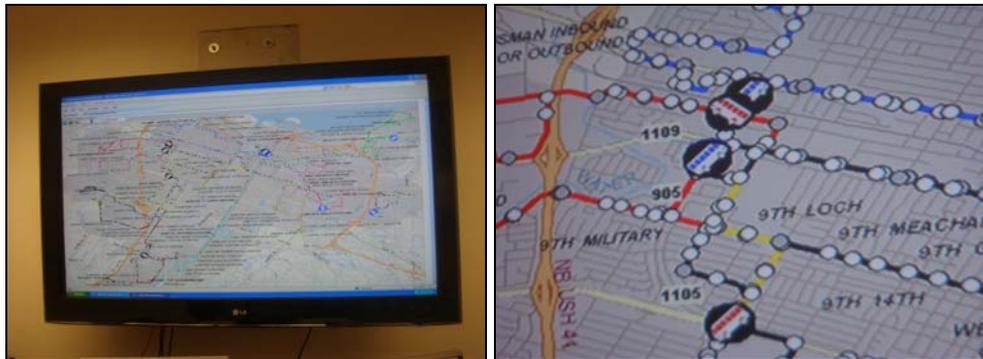
## Schedule Adherence

The schedule adherence (on-time performance) of each route is monitored by Metro operations staff. Green Bay Metro's guideline is zero minutes early to five minutes late under normal conditions. The goal of a transit system should be 100 percent on-time operation. However, many factors, such as traffic conditions, rail and bridge crossings, mechanical failures, and inclement weather, cause delays from time to time. Overall, schedule adherence is not a significant issue.

### Monitoring Schedule Adherence

The Automatic Vehicle Locator (AVL) system determines the location of each bus and transmits the information back to Metro's dispatch office where operations staff can observe on a large CAD screen whether a bus is adhering to the published schedule. Various symbols indicate if a bus is running on time, running ahead of schedule, running behind schedule, or is off its route. Equipment in the buses will also alert the driver if they are deviating from the schedule.

### CAD Screen in Dispatch Office with Close-Up



Photos by Brown County Planning Commission.

## **Full Service Fixed Route Results and Recommendations**

Overall, ridership levels have declined only slightly since the conversion to a multi-hub system in September 2011. This decline can be attributed to a modest decrease in service hours.

Based on the performance evaluation and other circumstances, staff has identified the following concerns:

#10 Yellow, #17 Brick, and #18 Gold Routes Ridership and revenue statistics for the #10 Yellow (portion of former #16 Shadow), #17 Brick, and #18 Gold routes show that they all fall below system performance standards for established routes. The current route structures of #10, #17, and #18 were introduced in late 2013. Metro policy is to allow new routes to be examined at six-month intervals. The purpose of the periodic examination is to allow existing and potential riders to become familiar with the new route schedule and service area before meeting system-wide standards.

However, the areas served by the routes have traditionally performed at a low level. Low ridership can be attributed to low population densities in areas served by the routes and service frequency of only once per hour. National studies show that riders are more likely to ride when frequency of service is every 15 or 30 minutes.

Recommendation: Staff should continue to work with the communities and businesses served by the three routes and consider any changes that may lead to increased ridership.

## CHAPTER FOUR

### Limited Service Route (LSR) System Performance

Green Bay Metro operates 10 limited service routes. All limited service routes operate on regularly scheduled school days. All limited service routes are open to the general public.

#### **Service**

#65, #70, #71, #72, #73, #74, #75, #76, and #77 – The routes provide service in the City of Green Bay and Village of Allouez. Green Bay and Allouez share the local cost based on miles within their respective communities. Pass sales to the Green Bay School District help offset the local share. The routes are primarily used by students of the Green Bay School District who either live two or more miles away from school or have to cross a major obstacle to reach school. All routes are available to the general public.

#78 – This route operates exclusively in the Village of Ashwaubenon. Local funds are provided by the village. Revenue from pass and cash fares is generated primarily by middle and high school students traveling between home and school. This route is also available to the general public.

#### **Ridership**

As stated earlier, there are no set standards for limited service routes. However, LSRs generally experience high passenger per trip rates. The intent of this type of service is to operate at or near seated capacity.

In February of 2014, an average of 677 one-way trips were made each day. This means that an average of 339 middle and high school students used the limited service system each day. This produced an average of 32 passengers per trip and exceeded the buses' seating capacity in many cases.

All of the routes, with the exception of Route #78, perform at a satisfactory level. Route #78, which operates in the Village of Ashwaubenon, carries an average of only two riders in the morning and 12 riders in the afternoon. The route has performed at a low level for quite some time. Brown County Planning Commission staff recommends that the Transit Commission consider this route for elimination upon completion of the current school year.

**Table 5  
Limited Service Routes  
Passengers**

<b>Limited Service Route</b>	<b>Passengers</b>	<b>Limited Service Route</b>	<b>Passengers</b>
#65 a.m.	42	#74 a.m.	41
#65 p.m.	47	#74 p.m.	41
#70 a.m.	41	#75 a.m.	45
#70 p.m.	50	#75 p.m. (two loops)	71
#71 a.m.	44	#76 a.m.	14
#71 p.m.	72	#76 p.m.	27
#72 a.m.	27	#77 a.m.	20
#72 p.m.	28	#77 p.m.	13
#73 a.m.	17	#78 a.m.	2
#73 p.m.	23	#78 p.m.	12
<b>Total Passengers:</b>			<b>677</b>
<b>Average Passengers per Route:</b>			<b>32</b>

Notes:

Limited Service routes are open to the general public.

## CHAPTER FIVE

### Paratransit Program

Paratransit is an alternative to the fixed route system. It is intended for people who cannot be served by Metro's fixed route buses due to disabilities. Service is more flexible in terms of scheduling and routing, is offered on a demand/response basis, and is usually provided by low capacity vehicles, such as vans. Paratransit is meant to be complementary to the fixed route system in terms of service area, service days and hours, and cost.

The Americans with Disabilities Act (ADA) became law on July 26, 1990. The law is intended to provide equal access rights for people with disabilities in the areas of employment, public services, public transportation, private accommodations, and telecommunications. The law requires recipients of Federal Transportation Administration (FTA) funds, such as Green Bay Metro, to prepare a program for providing transportation services to people with disabilities by using both lift-equipped fixed route service and complementary paratransit service. Individuals are eligible to use ADA public transportation service or paratransit if they satisfy disability standards established by the ADA.

Metro has contracted with several private companies since 1988 to provide paratransit service. On May 2, 2011, MV Transportation began providing paratransit services. The term of the contract has been set at three years with two one-year options.

The table below summarizes the number of trips and trip costs associated with the paratransit program. These data do not include Metro staff time associated with the program.

**Paratransit Program 1998-2013**

Year	Trips	Trip Costs*	Cost Increase/Decrease	Percent Cost Increase/Decrease
1998**	69,621	\$602,918		
1999	81,571	\$908,077	+\$305,159	+51%
2000	94,057	\$1,081,756	+\$173,679	+19%
2001	97,000	\$1,161,209	+\$79,453	+7%
2002***	98,320	\$1,484,632	+\$323,423	+28%
2003	96,509	\$1,515,223	+\$30,591	+2%
2004	100,601	\$1,664,826	+\$149,603	+10%
2005	96,039	\$1,639,625	-\$25,201	-2%
2006****	72,979	\$1,305,135	-\$334,490	-20%
2007	69,499	\$1,243,337	-\$61,798	-5%
2008	69,140	\$1,337,548	+\$94,211	+8%
2009	68,868	\$1,313,787	-\$23,761	-2%
2010	67,384	\$1,337,797	+\$24,010	+2%
2011*****	63,337	\$1,330,561	-\$7,236	-1%
2012	59,399	\$1,393,869	+\$63,308	+5%
2013	55,821	\$1,543,765	+\$149,896	+10%

\* Trip cost includes fuel escalator payments from 2006-2011.

\*\* Under contract with Lamers, Inc.

\*\*\* Start of four and one-half year contract in January with four-month extension with Medi-Vans.

\*\*\*\* Start of four and one-half year contract in November with Medi-Vans. Service area reduction implemented.

\*\*\*\*\* Start of contract in May with MV Transportation.

## **Paratransit Contract Rates**

The current contract allows MV to receive \$23.09 per non-ambulatory passenger (requires a mobility device to board) and \$18.71 per ambulatory passenger (does not require a mobility device to board) for each one-way trip in 2014. Green Bay Metro also provides the fuel to operate MV's revenue vehicles at an average estimated rate of \$3.28 per trip. The average rate is tied to service efficiencies (dispatch & trip scheduling) and fuel prices.

## **Agency Trips**

Agency trip rates were approved by the Transit Commission and introduced on February 2, 2012. An agency is defined as an organization that serves persons who qualify for human service- or transportation-related programs or services due to disabilities, income, or advanced age. Many paratransit clients fall under the umbrella of a local agency. For example, a paratransit client that receives financial support from a program administered by the Brown County Human Services Department and travels to the CP Center for therapy three times per week would be charged the agency rate for the home to CP and CP to home trips.

Many transit systems in Wisconsin have implemented an agency rate. Agency rates can vary from \$1.50 additional per qualifying trip to the full cost of providing the trip.

Green Bay Metro offers advance-purchase convenience tickets for \$3.00 (regular rate) or \$8.00 (agency rate). Clients may also pay cash upon boarding the paratransit vehicle.

## **Specialized Transportation Service Demand Uncertainty**

### **1. Wisconsin Department of Health Services (DHS)**

#### **a) Medicaid Transportation Management**

The DHS has implemented a Medicaid Transportation Management Initiative that aims to improve statewide access to transportation services, reduce costs, simplify and improve customer service, and increase accountability.

The initiative began on July 1, 2011. Issues such as trip shedding (dumping) onto local programs, reduced service options, and provider performance are major concerns expressed by persons with disabilities and/or their representatives. Green Bay Metro staff has noted that they receive phone calls from Medicaid clients hoping to use paratransit as an alternative. Metro staff appropriately refers the client to the proper entity.

In November of 2012, citing significant financial losses, LogistiCare, the broker hired to act as the Medicaid transportation brokerage for qualifying citizens, issued a 90-day notice to terminate the contract. In response, DHS solicited proposals and hired the firm MTM with service beginning on August 1, 2013.

#### **b) Family Care**

Family Care is a program that is designed to optimize the health and independence of adults with long-term care needs through the provision of

traditional Medicaid services such as nursing homes and non-traditional services such as home- and community-based residential living facilities.

Family Care has not been implemented in Brown County. It is anticipated the demand for specialized transportation services will increase if this occurs.

2. Aging Population

Increases in the number of people over the age of 65 living in the Green Bay area will result in an increased need for specialized services.

3. Veteran Population

With the Milo C. Huempfer Department of Veterans Affairs Health Care Center now open, it is anticipated that specialized services will be used to transport a segment of the veteran population to and from the center.

The Brown County Planning Commission staff will continue to monitor these issues.

**CHAPTER SIX**  
**Fare Structure**

**Fares**

Green Bay Metro's past and present fare structures are shown below.

<b>Fare Category</b>	<b>1998</b>	<b>2003</b>	<b>2005</b>	<b>2009</b>	<b>2014</b>
<b>Adult</b>					
Cash	\$1.00	\$1.25	\$1.50	\$1.50	\$1.50
Day Pass*					\$3.00
Week Pass*					\$12.00
30-Day Pass	\$21.50	\$23.00	\$26.00	\$35.00	\$35.00
<b>Student (K-12)</b>					
Cash**	\$1.00	\$1.25	\$1.50	\$1.50	\$1.00
Day Pass					\$2.00
30-Day Pass	\$16.00	\$16.00	\$19.00	\$19.00	\$19.00
30-Day Pass 7/1/13					\$20.00
<b>Reduced (Age 65 or older or qualifying Disability w/ ID Card)</b>					
Cash	\$0.50	\$0.60	\$0.75	\$0.75	\$0.75
Day Pass					\$1.50
30-Day Pass	\$10.75	\$12.25	\$15.25	\$25.00	\$25.00
<b>Disabled Veterans w/ Service-Connected ID</b>					Free
<b>Green Saturday***</b>					Free
<b>Paratransit</b>					
Origin to Destination	\$2.00	\$2.50	\$3.00	\$3.00	\$3.00
Agency Fare- Origin to Destination					\$8.00

\* Day pass and week pass introduced in 2012. Paper transfers were eliminated in 2013.

\*\* Decreased from \$1.50 to \$1.00 in 2011.

\*\*\* Green Saturday introduced in 2011.

## CHAPTER SEVEN

### Bus Fleet

#### Bus Fleet

The table below details Green Bay Metro's 2014 bus fleet and recent activity:

<b>Bus Quantity</b>	<b>Year</b>	<b>Make</b>	<b>Length</b>	<b>Age of Vehicles in Years</b>
removed 6	1982	GMC	40	0
removed 6	1986	FLXBLE	35	0
1	1995	Gillig-Phantom	40	20
removed 5	1995	Gillig-Phantom	40	0
removed 6	1998	Gillig-Phantom	40	0
3	1999	DuPont Trolleybus	34	15
9	2003	New Flyer	30	11
3	2004	New Flyer	30	10
9	2009	New Flyer	35	5
10	2011	Gillig Low Floor	35	3
3 approved	2015	TBD	40	
<b>Average Age of the active 35 buses:</b>				<b>7.69</b>

#### Peak Bus Requirements

The Green Bay Metro full service route system requires 17 buses during peak operations and an additional nine buses when the limited service routes are in operation. Although Green Bay Metro has the necessary number of buses to provide this level of service at the present time, there is a need for higher capacity buses.

#### Bus Replacement Guidelines

The Federal Transit Administration (FTA) has established a standard that each transit vehicle should be either retired and replaced or rehabilitated at the end of its normal service life. Normal service life for transit vehicles is considered to be 500,000 travel miles or 12 years for transit buses greater than or equal to 35 feet in length and 10 years for transit buses that are less than 35 feet. Green Bay Metro staff has done an excellent job maintaining vehicles for use beyond the expected life. By the time the three approved buses are delivered in 2015, it is anticipated that four will be removed from service and nine will not meet the guidelines established by the FTA.

## **Bus Replacement Schedule**

Green Bay Metro has not been able to replace buses at the same rate of bus retirement. Metro staff will work with WisDOT and FTA staff in an effort to secure funding for additional buses in the future. It is recommended that 40' buses be purchased as soon as possible to replace the current 40' Gillig-Phantom and, as they reach the end of service life, the 30' New Flyer buses. Multiple routes would benefit from the increased seating capacity the 40' bus can offer as passengers are often required to stand for select trips.

As noted in the bus fleet table, three 40' buses will be purchased through the Federal Surface Transportation Program – Urban (STP-U) in 2015.

## CHAPTER EIGHT

### System Enhancements

#### Paper Transfers Eliminated From Fixed Route Bus Service

In 2013, Green Bay Metro ended its long standing free-transfer policy. Instead, Metro began selling single all-day passes which allow the passenger unlimited use of the system for a full day. The price of a day pass was set at twice the single ride cash fare. This policy change has resulted in:

- 1.) a reduction in the misuse of expired transfers
- 2.) fewer passenger-driver challenges
- 3.) elimination of used and unused transfer card waste

For those passengers that may only travel one-way using one bus for the entire day, a single ride fare is still available.

Approximately 20 percent of all weekday trips made are with use of a day pass.



#### What is Google Translate?

(information courtesy of Google Translate)

Google Translate is a free translation service that provides instant translations between dozens of different languages. It can translate words, sentences, and web pages between any combination of 80 supported languages.

Green Bay Metro staff has integrated Google Translate with its website at [www.greenbaymetro.org](http://www.greenbaymetro.org). In the example below, adult bus fares have been translated into Chinese.

Adults		成人	
Cash-No transfers	\$1.50	現金不轉移	1.50美元
One Day Pass	\$3.00	一天票	3.00美元
Weekly Pass	\$12.00	週通行票	12.00美元
30 Day Pass	\$35.00	30日通	35.00美元



## What is YouTube?

(information courtesy of YouTube)

YouTube is the largest video sharing site on the Web. YouTube lets anyone upload short videos for public viewing.

Green Bay Metro staff has used this free service to disseminate information about system changes. In the example below, Green Bay Metro Director Tom Wittig discusses fixed route and paratransit fare policy. To view the video go to <http://www.youtube.com/watch?v=UROD0WXrZQI>.



## Green Saturday Program Grows

The Green Bay Transit Commission implemented Green Saturday in 2011. Green Saturday allows everyone to ride the fixed route bus system for free on Saturday.

The program was designed to enable non-riders to try Green Bay Metro at no cost with the intention of converting them to fare-paying passengers on weekdays.

Reaction to the program has been positive, and Saturday ridership has increased from approximately 2,000 to 2,500-3,000+ unlinked trips per Saturday.

## U-Pass Program Expanded

The U-Pass (or Universal Pass) Program began on July 1, 2008. The program allows participants an unlimited number of rides on any Green Bay Metro bus by scanning an authorized identification card.

Students, faculty, and staff of UW-Green Bay, Rasmussen College, and St. Norbert College may participate in the program.

2013 was the first year in which St. Norbert College participated in the program for a full year.

A total of 45,501 one-way trips were made with the U-Pass in 2013.

U-Pass Participant	2013 Unlinked Trips
UW-Green Bay	37,932
Rasmussen College	1,396
St. Norbert College	6,173
<b>Total:</b>	<b>45,501</b>

Green Bay is reimbursed for the trips by the participant at an agreed upon rate.

### Other Opportunities

Green Bay Metro is hopeful that similar arrangements can be made with other educational institutions and other local businesses and entities.

## Green Bay Packers Game Day Service Expands to Include More Residential Areas

In 2011, Green Bay Metro began to provide game day service to and from all Packers home games. The service is free and open to the public. Route guides were produced and distributed at businesses along the routes. Area residents and visitors took advantage of the service to get to work, be part of the game day activities at businesses served by the routes, or to attend the game at Lambeau Field.

In 2013, service was modified to include additional residential areas. Below are ridership data by season.

	2011/2012	2012/2013	2013/2014
<b>One-Way Trips</b>	20,616	25,527	26,953

Eleven games each season including pre- and post-season.

The additional advertising revenue received from wrapped buses partially offset the cost of the program, which costs approximately \$16,000 per year to operate.

It is anticipated that the program will continue with the 2014/2015 season.

### **Bike Rack Use**

In 2007, Green Bay Metro received a grant and installed bicycle racks on all buses.

The addition of bike racks has expanded Metro's service area as passengers are able to utilize biking on either end of their commute.

In the photo below, Green Bay Metro passenger boards bus after loading bicycle onto front rack. The racks are easy to use and allow bicyclists to load and unload their bicycles within seconds. Metro does not charge an additional fee for bike rack use.



Photo: Brown County Planning Commission.

In 2013, with new farebox technology, planning staff requested Metro to begin tracking bike rack use.

### **Bike Rack Use**

<b>Month</b>	<b>Use</b>
September 2013	1,378
October 2013	1,607
November 2013	1,157
December 2013	510
January 2014	411

## CHAPTER NINE

### Plans and Programs

#### **2014-2018 Transit Development Plan (TDP) for the Green Bay Metro System**

In 2013, the Brown County Planning Commission staff, in conjunction with the Green Bay Metro staff and an advisory committee, prepared the *2014-2018 Transit Development Plan (TDP) for the Green Bay Metro System*. A TDP is a 5-year plan designed to evaluate route structure, fares, capital improvement projects, policies and procedures, and general operational functions for a transit system. Long-range issues beyond 2018 were also addressed. The TDP was approved by the Green Bay Transit Commission on November 25, 2013. The recommendations and implementation status are as follows:

#### **2014-2018 TDP Recommendations and Implementation Status**

<b>Item</b>	<b>Recommendation</b>	<b>Status</b>
Bus Fleet	Apply for 40-foot buses to replace aging vehicles and vehicles that have been removed from service due to condition.	Three 40-foot buses have been approved through the Federal Surface Transportation Program-Urban (STP-U). Delivery is scheduled for 2015 or 2016.  Additional buses applied for through Section 5339 but not currently funded.
Regional Transportation Authority (RTA)	Establish an RTA in the area to offset the decreases in federal and state operating assistance provided to Green Bay Metro since reaching an urbanized area population of 200,000.	The state enabling legislation that is necessary to create an RTA does not exist.
Full Service Bus Routes	Green Bay Metro staff, with the assistance of the MPO, should continue to explore route restructuring options to maximize effectiveness.	Metro staff is evaluating options for an additional east side hub.
Fixed Route System Fares	Metro should continue to maintain a fare structure that is appealing to existing and potential riders.	Green Bay Metro continues to maintain fares at levels slightly lower than the average of its Wisconsin peers.

U-Pass Program	Expand the program to include other post-secondary institutions and others. UW-Green Bay, St. Norbert, and Rasmussen College are participants.	Other entities are encouraged to participate.
Paratransit Program	Continue to study the feasibility of taking over vehicle management, dispatch and scheduling, and/or other aspects of the paratransit program with the goal of reducing the overall cost of the program.	<p>Paratransit vehicles and software are identified in the Transportation Improvement Program (TIP), but are not funded.</p> <p>MV Transportation was awarded paratransit program contract in 2011. Contract expires in 2016.</p> <p>Green Bay Metro to issue Request for Proposal (RFP) for existing or reduced level of service in 2015 with service beginning May 1, 2016, if two one-year extensions are not executed.</p>

In 2018, Brown County Planning Commission staff will prepare the *2019-2023 Transit Development Plan (TDP) for the Green Bay Metro System*.

## Wisconsin Department of Transportation (WisDOT) Independent Management Audit

In 2012, SRF Consulting Group was hired by WisDOT to perform management audits for several transit properties in Wisconsin, including Green Bay Metro. This review is conducted approximately every five years and addresses 10 functional areas.

SRF issued its final report entitled *Green Bay Metro – System Management Performance Review*, in November 2012.

In general, the consultants found Green Bay Metro to be operating very efficiently. Below is a list of the functional areas and SRF's recommendations:

Functional Area	Recommendation	Status
1. Accounting, Finance, & Purchasing	No Recommendation	
2. Personnel & Labor Relations	No Recommendation	
3. Transportation Operations	No Recommendation	
4. ADA Paratransit Service	No Recommendation	
5. Safety Management & Training	No Recommendation	
6. Long- & Short-Range Planning	No Recommendation	
7. Scheduling	No Recommendation	
8. Marketing	a. Add translation functionality to website or offer multilingual information (such as Google Translate).	a. Implemented in 2013.
9. Vehicle & Facility Maintenance	a. Purchase & install backup generator capable of powering all essential functions for transit operations. b. Investigate the potential benefits of implementing a more advanced inventory system using barcode or other scanning technology.	a. Programmed. Metro staff to use balance of 2012 capital grant. b. Investigated. Metro staff does not plan on implementing.
10. Information Technology	No Recommendation	

## **Green Bay Metro Management Plan**

The following represents a summary of the 2014 management plan goals submitted to the Wisconsin Department of Transportation (WisDOT) by Metro staff as part of the budget process.

### Goals for 2014:

- Implement new Policy and Procedure Manual for employees.
- Continue to improve public image.
- Study the feasibility of a “cross-town” route.
- Continue to provide safe and convenient transportation.
- Create new relationships with area businesses.
- Settle union contracts.

## CHAPTER TEN

### Summary of Recommendations

The Brown County Planning Commission staff recommends the following:

1. Staff should continue to closely monitor the performance of all bus routes by conducting ridership analyses on a quarterly basis.
2. The Transit Commission should consider the elimination of the #78 limited service route due to continuously low ridership.
3. The Brown County Planning Commission staff should continue to monitor the DHS transportation brokerage for Medicaid eligible individuals, Family Care program, and local human-services transportation programs for possible impacts on the paratransit program.
4. The Transit Commission should encourage the City of Green Bay to continue to set aside the necessary local share for future bus acquisitions and other future capital needs.
5. The Green Bay Transit Commission, Metro staff, City of Green Bay, and Brown County Planning Commission staff should continue with the following tasks relating to the federal and state funding situation:
  - Monitor the progress of any legislation or activities relating to future funding for operating and capital funding.
  - Continue to inform elected officials and interested parties of the need for a transit funding solution.
6. Continue to implement recommendations in the 2014-2018 TDP.
7. Continue to implement the recommendations outlined by the SFR Consulting Group and identified in the *Green Bay Metro – System Management Performance Review*.
8. Implement the Management Plan goals 2014.

# APPENDIX A

