

Green Bay ***METRO***

2015 Annual Route Review and Analysis Report



Brown County Planning Commission/
Metropolitan Planning Organization (MPO) for the Green Bay Urbanized Area
March 2015



U.S. Department of Transportation
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Federal Transit Administration



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On the Cover: Unleaded fuel prices dropped below \$2.00 per gallon in early 2015. A corresponding drop in diesel fuel prices provided relief to local municipal budgets, including 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 the Brown County Planning Commission. In May, August, and November, smaller scale route review reports are issued.

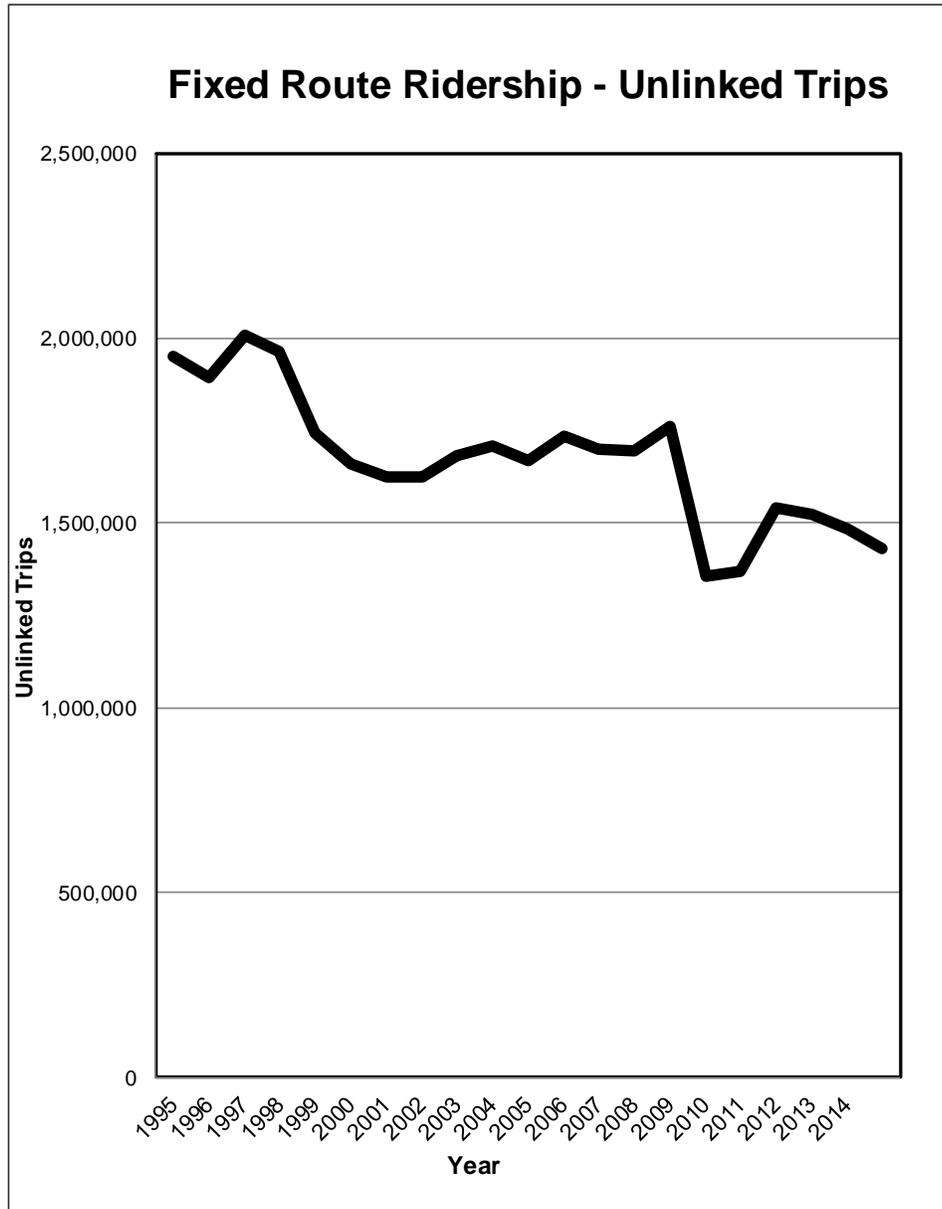
For each route review, Green Bay Metro's 14 full service routes are evaluated individually in terms of the performance standards outlined in the *Green Bay Metro Policy and Procedures Manual*, August 1992, as amended.

In February of 2015, 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 3.6% from 1,482,429 in 2013 to 1,429,205 in 2014. This decline can largely be attributed to a modest decrease in service hours and various changes made to reduce the need to transfer.

The graph below shows the 20-year ridership trend.



Note: New farebox technology was implemented in 2009.

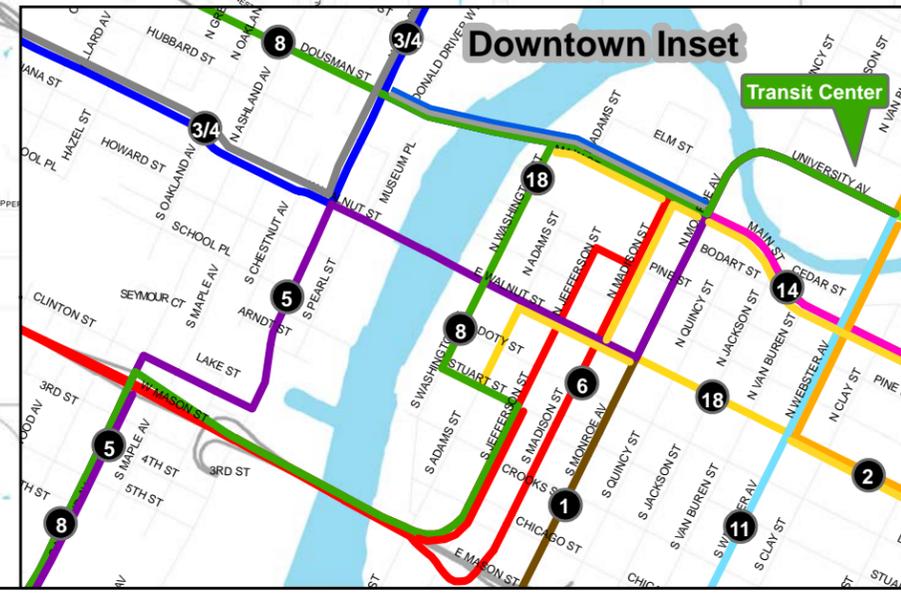
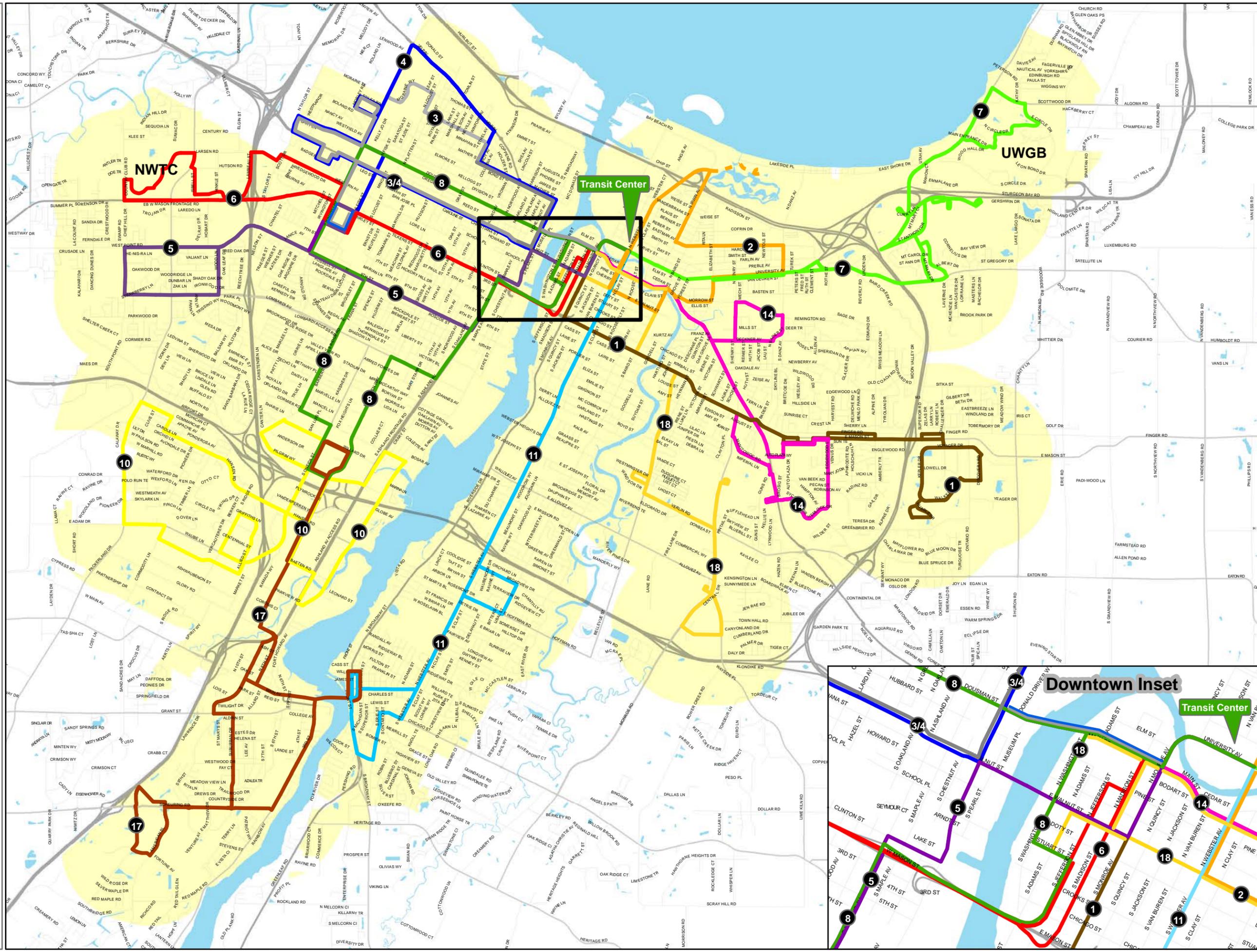
Green Bay METRO

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



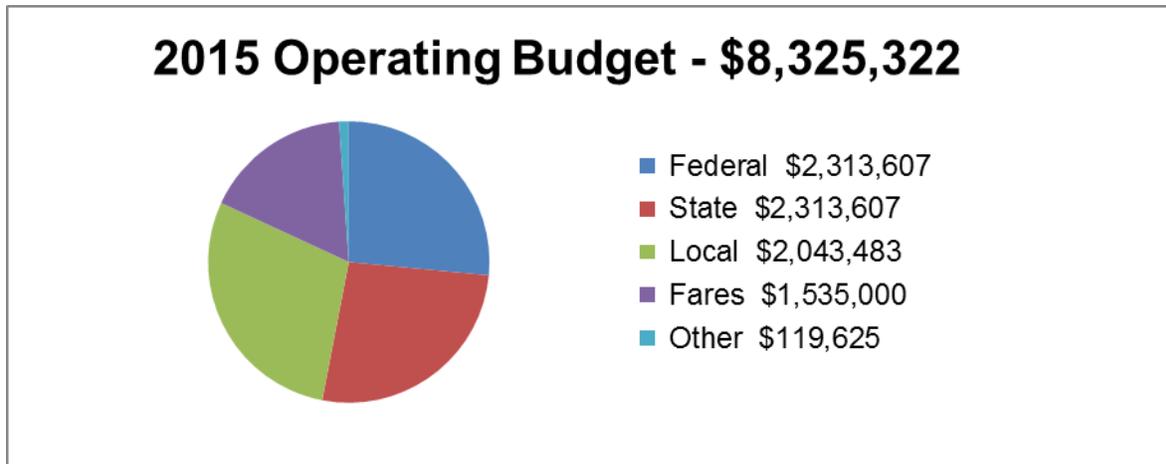
Map created by:
Brown County Planning
Commission Staff
2/23/2015



2015 Operating Budget Estimate Overview

Green Bay Metro's 2015 operating budget estimate is projected at \$8,325,322. 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, U-Pass revenue, and interest revenue.

A summary of the 2015 estimated Green Bay Metro budget by revenue source is below:

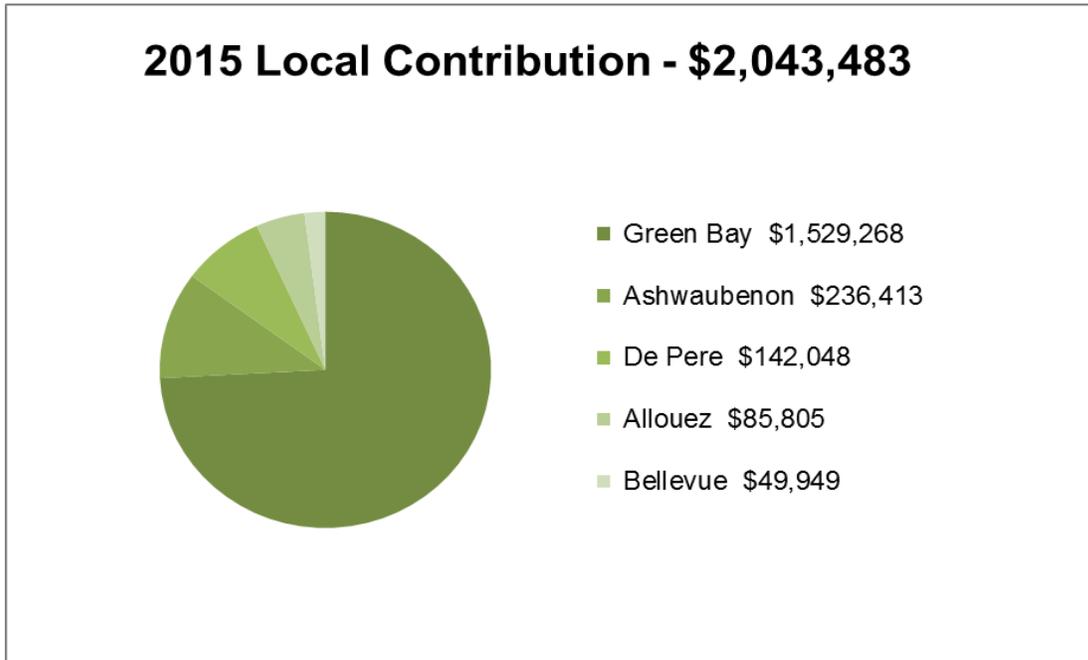


2015 Budget Estimate

Source:	Amount	Percent
Federal	\$2,313,607	27.8%
State	\$2,313,607	27.8%
Local	\$2,043,483	24.5%
Fares	\$1,535,000	18.4%
Other	\$119,625	1.4%
Total:	\$8,325,322	100.00%

Local Share

The 2015 budget estimate consists of contributions from participating local entities. The sum of the contribution is projected to be \$2,043,483 (24.5%) 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:



2015 Budget Estimate – Local Contribution Analysis

Source:	Amount	Percent of Local Share	Percent of Overall Budget
Green Bay	\$1,529,268	74.8%	18.4%
Ashwaubenon	\$236,413	11.6%	2.8%
De Pere	\$142,048	7.0%	1.7%
Allouez	\$85,805	4.2%	1.0%
Bellevue	\$49,949	2.4%	0.6%
Total:	\$2,043,483	100.0%	24.5%

CHAPTER TWO
Route Modifications

2014 Fixed Route Service Modifications

No route changes were made to the system in 2014.

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 was \$11.65 per hour during the route review study period.
- The #6 Red route was the strongest route in terms of revenue generated per hour at \$18.42.
- The lowest performing route was the #17 Brick route at \$5.07.

Please see Table 1 for a route-by-route summary of revenue per hour.

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**

Route	Daytime Trips	Evening Trips	Route Length (in hours)	Total Revenue	Daytime Revenue per Hour	Evening Revenue per Hour	Total Revenue per Hour
# 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
SYSTEM STANDARD							\$11.65
#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
Total/System Average:				\$3,387.17	\$14.34	\$9.30	\$13.66

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 was 14.2 passengers per hour during the route review study period.
- On weekdays, the #6 Red route had the highest passengers per hour rate of 28.2.
- The poorest performing route was the #17 Brick, which carried only 8.9 passengers per hour.

Please see Table 2 for a route-by-route summary of passengers per hour.

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

**Table 2
Passengers per Hour
Weekday**

Route	Daytime Trips	Evening Trips	Route Length (in hours)	Total Passengers	Daytime Passengers per Hour	Evening Passengers per Hour	Total Passengers per Hour
# 6 Red	26	3	1.0	817	29.0	21.3	28.2
# 8 Green	26	3	1.0	666	23.1	21.7	23.0
# 4 Blue	13	3	1.0	361	24.2	15.7	22.6
# 2 Orange	25	7	0.5	331	24.2	8.3	20.7
#14 Pink	13	3	1.0	326	22.5	11.0	20.4
# 7 Lime	26	3	1.0	551	19.5	15.0	19.0
# 5 Plum	8	0	1.0	142	17.8		17.8
#11 Sky	13	3	1.0	272	19.3	7.0	17.0
# 1 Brown	26	3	1.0	488	17.2	14.0	16.8
# 3 Silver	13	0	1.0	215	16.5		16.5
SYSTEM STANDARD							14.2
#10 Yellow	13	3	1.0	164	11.8	3.7	10.3
#18 Gold	12	3	1.0	144	10.4	6.3	9.6
#17 Brick	13	3	1.0	143	9.6	6.0	8.9
Total/System Average:				4,620	19.7	11.8	18.6

System Median: 17.8
System Standard: 14.2

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**

Route	Hours of Service per Saturday	All Passengers Ride Free	Free Riders per Hour
# 1 Brown	11	276	25.1
# 2 Orange	11	316	28.7
# 3 Silver			
# 4 Blue	11	369	33.5
# 5 Plum			
# 6 Red	11	567	51.5
# 7 Lime	11	258	23.5
# 8 Green	11	539	49.0
#10 Yellow	11	64	5.8
#11 Sky	11	139	12.6
#14 Pink	11	348	31.6
#17 Brick	11	134	12.2
#18 Gold	11	148	13.5
Total/System Average:	121	3,158	26.1

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 \$86.00 per hour for 2015 (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 17.8 percent of all expenses, or 17.8 cents per every dollar spent operating the system (excluding the paratransit system).

- The system standard for weekdays was 13.3 percent during the route review study period.
- The #6 Red route had the highest operating ratio at 28.2 percent.
- The poorest performing route was the #17 Brick route, which had an operating ratio of 7.1 percent.

Please see Table 4 for a route-by-route summary of operating ratio.

**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 \$86.00	Total Revenue	Daytime Operating Ratio	Evening Operating Ratio	Total Operating Ratio
# 6 Red	26	3	29	1.0	29.0	\$2,521.55	\$710.25	29.0%	20.9%	28.2%
# 8 Green	26	3	29	1.0	29.0	2,521.55	571.42	22.7%	22.2%	22.7%
# 4 Blue	13	3	16	1.0	16.0	1,391.20	297.83	22.6%	16.2%	21.4%
# 2 Orange	25	7	32	0.5	16.0	1,391.20	282.83	23.6%	8.5%	20.3%
#14 Pink	13	3	16	1.0	16.0	1,391.20	282.33	22.5%	10.6%	20.3%
# 5 Plum	8	0	8	1.0	8.0	695.60	130.80	18.8%		18.8%
# 1 Brown	26	3	29	1.0	29.0	2,521.55	417.41	16.8%	14.8%	16.6%
# 7 Lime	26	3	29	1.0	29.0	2,521.55	405.09	16.4%	13.1%	16.1%
# 3 Silver	13	0	13	1.0	13.0	1,130.35	176.31	15.6%		15.6%
#11 Sky	13	3	16	1.0	16.0	1,391.20	212.08	17.3%	6.4%	15.2%
SYSTEM STANDARD										13.3%
#18 Gold	12	3	15	1.0	15.0	1,304.25	125.49	10.5%	6.1%	9.6%
#10 Yellow	13	3	16	1.0	16.0	1,391.20	133.60	11.0%	3.4%	9.6%
#17 Brick	13	3	16	1.0	16.0	1,391.20	99.33	7.5%	5.5%	7.1%
Total/System Average:					248.0	\$21,649.60	\$3,844.77	18.7%	11.2%	17.8%

System Median:
System Standard:

16.6%
13.3%

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. 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 (that contain 45 seats) have been removed from service due to age and condition.

In general, peak periods for the Green Bay Metro System are considered to occur 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. on weekdays.

Standing Loads

Metro operations staff reports that standing occurs on a regular basis on the #6 Red on Saturdays and the #8 Green on weekdays and Saturdays. In some cases, drivers have had to turn passengers away because standing room was not available. These capacity problems force riders to wait until the next bus arrives, which could be thirty or sixty minutes later.

To remedy this situation, Green Bay Metro implemented four additional #6 Red trips on Saturdays with downtown departures at 12:15 pm, 1:15 pm, 2:15 pm, and 3:15 pm. This service began on February 21, 2015. Early ridership reports indicate that the additional service has proved effective in relieving capacity issues.

Metro staff is also in the process of developing an operations plan to deal with the capacity problems on the #8 Green. Currently, the #8 Green departs the Transportation Center and travels in a clockwise direction Bay Park Square, Green Bay Plaza, and the Dousman Street corridor before returning to the Transportation Center. It is anticipated that Metro will implement a counterclockwise service that complements the #8 Green in an attempt to meet demand and relieve capacity issues. Service implementation is planned for the spring of 2015.

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.

Metro uses an automatic vehicle locator system that determines the location of each bus and transmits the information back to the dispatch office where operations staff can observe on a large screen if the buses are adhering to the published schedule. Dispatchers can determine 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 let the drivers know if they are deviating from the schedule.

Five full service routes currently cross the Fox River and/or active railroad tracks in downtown Green Bay. Delays due to train activity and watercraft movement at the Walnut Street, Nitschke (Main Street), and Tilleman (Mason Street) bridges have created schedule adherence problems for the system.

Full Service Fixed Route Results and Recommendations

Overall, ridership levels have declined by slightly more than seven percent since the conversion to a multi-hub system in September of 2011. As stated earlier, this decline can be largely attributed to a modest decrease in service hours and various changes made to reduce the need to transfer.

Year	Ridership
2011	1,542,287
2012	1,523,838
2013	1,482,429
2014	1,429,205

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

Weekday Service:

Ridership and revenue statistics for the #10 Yellow, #18 Gold, and #17 Brick routes show that they all fall below system performance standards for established routes. The current route structures of #10, #18, and #17 were introduced in late 2013. However, the areas served by the routes have performed at low levels for many years. Low ridership can be attributed to low population densities 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.

Saturday Service:

The #10 Yellow route performs poorly on Green Saturday, averaging slightly under six passengers per hour. The system average for Green Saturday is over 23 passengers per hour.

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 2015, an average of 597 one-way trips were made each day. This means that an average of 298 middle and high school students used the limited service system each day. This produced an average of 31 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 six riders in the morning and eight riders in the afternoon. The route has performed at a low level for quite some time. Brown County Planning Commission staff recommends that Metro staff work with the village and the school district to increase ridership.

**Table 5
Limited Service Routes
Passengers**

Limited Service Route	Passengers	Limited Service Route	Passengers
#65 a.m.	43	#75 a.m.	53
#65 p.m.	47	#75 p.m. (two loops)	78
#70 a.m.	32	#76 a.m.	14
#70 p.m.	35	#76 p.m.	27
#71 a.m.	49	#77 a.m.	18
#71 p.m.	73	#77 p.m.	13
#72 a.m.	16	#78 a.m.	6
#72 p.m.	19	#78 p.m.	8
#74 a.m.	34		
#74 p.m.	32		
Total Passengers:			597
Average Passengers per Route:			31

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 Transit 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. In 2011, MV Transportation began providing paratransit services. The contract with MV was renewed after Metro completed a competitive bidding process in the fall of 2014. The start date of the renewed contract is March 30, 2015.

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

Paratransit Program 1998-2014

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%
2014	54,477	\$1,440,195	-\$103,570	-6%

* 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 an average \$22.90 per passenger for each one-way trip. Green Bay Metro also provides the fuel to operate MV's revenue vehicles.

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. Agency fares are permitted under USC 49 CFR Part 37.131(c).

Many transit systems in Wisconsin have implemented an agency rate. Agency rates can vary from a modest charge to the full cost of providing the qualifying trip. Currently, Metro's agency rate is \$13.00 per one-way trip. The agency rate is scheduled to go to \$15.00 on July 1, 2015. For comparison, Metro Transit in Madison charges the passenger for the entire cost of each one-way trip (which is slightly more than \$32.00).

Green Bay Metro offers advance-purchase convenience tickets for \$3.00 (regular rate) or \$13.00 (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

In 2011, DHS implemented a Medicaid Transportation Management Initiative that aimed to improve statewide access to transportation services, reduce costs, simplify and improve customer service, and increase accountability.

Complaints regarding trip shedding (dumping) onto local programs, reduced service options, and provider performance were made by consumers after this initiative began. In November of 2012, citing significant financial losses, LogistiCare, the broker hired to act as the Medicaid transportation brokerage, issued a 90-day notice to terminate the contract. DHS then solicited proposals and hired the firm MTM, but complaints from consumers continued to occur. The State of Wisconsin Legislative Audit Bureau is now in the process of conducting a comprehensive audit of MTM, and the audit's findings are expected to be released in 2015.

Green Bay Metro staff has noted that it receives phone calls from Medicaid clients hoping to use paratransit as an alternative to the providers offered by MTM. Metro staff refers these clients to the appropriate transportation providers.

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 is scheduled to be implemented in Brown County in 2015. It is unknown if the demand for specialized transportation services will increase when 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. Metro has been successful in maintaining fares below the average of its peers.

Fare Category	1998	2003	2005	2009	2015
Adult					
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
Student (K-12)					
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	
30-Day Pass 7/1/13					\$20.00
Reduced (Age 65 or older or qualifying Disability w/ ID Card)					
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
Disabled Veterans w/ Service-Connected ID					Free
Green Saturday***					Free
Paratransit					
Origin to Destination	\$2.00	\$2.50	\$3.00	\$3.00	\$3.00
Agency Fare- Origin to Destination****					\$15.00

* 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.

**** July 1, 2015

CHAPTER SEVEN

Bus Fleet

Bus Fleet

The table below details Green Bay Metro's 2015 bus fleet:

Bus Quantity	Year	Make	Length	Age of Vehicles in Years
1	1995	Gillig	40'	21
3	1999	DuPont Trolleybus	34'	16
9	2003	New Flyer	30'	12
3	2004	New Flyer	30'	11
9	2009	New Flyer	35'	6
10	2011	Gillig	35'	4
4	2015	Gillig	40'	To be delivered in 2015
Average age of the 35 active buses:				8.7

Peak Bus Requirements

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

Bus Replacement Guidelines

The Federal Transit Administration (FTA) has established a standard that each transit vehicle should be either retired 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. Metro staff has done an excellent job maintaining vehicles for use beyond their expected lifespans. However, maintenance costs increase with age. A total of 16 of Metro's 35 buses exceed the standard as of 2015. The lone 1995 Gillig will be removed from service in or before August of 2015.

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 anticipated that Metro will need 10-14 new buses in the next five-year period. Therefore, it is recommended that 40' buses be purchased as soon as possible begin replacing the 2003 & 2004 New Flyer buses. Multiple routes would benefit from the increased seating capacity that 40' buses offer because passengers are often required to stand for trips that are currently provided by Metro's smaller buses.

As noted in the bus fleet table, Metro will take delivery of four 40' buses in late 2015. Three of these buses will be purchased through the Federal Surface Transportation Program – Urban (STP-U) that is administered by the Green Bay Metropolitan Planning Organization (MPO), and one will be purchased through the traditional FTA capital program.

CHAPTER EIGHT

Programs and Initiatives

New Downtown Route

Green Bay Metro staff is in the process of developing a full service bus route that will exclusively provide service to the east and west sides of downtown Green Bay. This new route will alleviate the need for several other routes to cover areas in the downtown and allow the routes the flexibility to serve currently unserved areas and/or improve schedule adherence. Implementation is scheduled for the spring of 2015.

Green Bay Metro East Side Route Study

In 2011, Green Bay Metro established a transfer point at Green Bay Plaza on the west side of Green Bay and realigned many of its routes on the west side of the Fox River to provide more efficient service for customers and extend the reach of the west side routes. In January of 2015, Brown County Planning staff began to work with Metro staff to study the routes on the east side of the Fox River to accomplish the same goals. If a new hub is found to be feasible, implementation could occur in 2016.

Green Bay Metro Comprehensive Bus Stop Study

Brown County Planning Commission staff completed the *Green Bay Metro Comprehensive Bus Stop Study* at the end of 2014. This study assesses each fixed route bus stop's level of use, amenities, and accessibility. The study also provides recommendations for improving bus stops that were found to be heavily used during the study period.

West Mason Street-Packerland Drive Bus Stop Improvements

A passenger shelter was placed at the West Mason Street-Packerland Drive bus stop in late 2014. This heavily used stop, as evidenced by the wear in the first picture below, was a top priority for shelter placement. In addition to the shelter, a sidewalk was built that connects the shelter to the sidewalks along Packerland Drive.

Bus Stop Before Improvements



Bus Stop After Improvements



Completion of a Green Bay Metro Strategic Plan

In early 2011, Green Bay Metro commissioned the development of a strategic plan. The plan development process was facilitated by Dr. Meir Russ of the University of Wisconsin-Green Bay, and the plan's advisory team consisted of Green Bay Metro staff, a Green Bay Transit Commissioner, MPO staff, and representatives of the Greater Green Bay Area Chamber of Commerce and the area's business community. Dr. Russ was chosen to facilitate the plan development process because of his expertise in the fields of knowledge management and strategic planning.

Dr. Russ led the advisory team through a series of working sessions. The group completed a number of activities and developed the following strategic goals for Metro:

1. Safety
2. Dependability
3. Growth
4. Financial sustainability
5. Create/add value

As the strategic plan was taking shape, changes to Metro's management resulted in the plan development effort being discontinued in favor of other priorities.

In 2015, Green Bay Metro staff expressed interest in completing the strategic plan. A number of alternatives are being evaluated with the goal of having an approved plan by 2016.

Green Bay Metro Receives Section 5310 Funds

In 2014, Green Bay Metro staff applied for and received funding for seven new bus shelters through the federal Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program. MAP-21 (the current federal transportation law) revised the program's parameters, which allowed Metro to compete for the funds. The award will cover 80% (\$28,000) of the project's total cost of \$35,000.

Green Saturday Program

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

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

According to a recent survey, 16% of weekday and 9% of Saturday respondents indicated that they have paid to use the weekday bus service as a result of trying the bus for the first time on Green Saturday.

Reaction to the program has been positive, and Saturday ridership has increased from approximately 1,000+ to 2,500-3,000+ unlinked trips per Saturday.

U-Pass Program

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.

A total of 39,658 one-way trips were made with the U-Pass in 2014. The distribution of these trips is summarized below.

U-Pass Participant	2014 Unlinked Trips
UW-Green Bay	34,116
Rasmussen College	262
St. Norbert College	5,280
Total:	39,658

Green Bay is reimbursed for the trips by the participants at agreed-upon rates.

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

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, and to attend the games at Lambeau Field.

In 2014, service was discontinued at the Radisson Hotel across from Austin Straubel International Airport, but additional service was provided in the downtown entertainment area.

The ridership totals for the service’s four seasons are shown below.

	2011/2012	2012/2013	2013/2014	2014/2015
One-Way Trips	20,616	25,527	26,953	29,352

Note: Eleven home games each season including pre- and post-season.

The additional advertising revenue received from wrapped buses partially offset the cost of the Packers Game Day Service, which costs approximately \$22,000 per year to operate.

It is anticipated that the program will continue during the 2015/2016 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 2014, bicycle rack use reached 13,523.

In the photo below, a Green Bay Metro passenger is shown boarding the bus after loading his bicycle onto the 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.

Bike Rack Use by Month in 2014

Month	Use
January	411
February	448
March	601
April	986
May	1,344
June	1,546
July	1,788
August	1,563
September	1,622
October	1,637
November	974
December	603
Total	13,523

Mobility Device Use on the Fixed Route Bus System Reaches All-Time High

A mobility device is designed to assist with walking or otherwise improve the mobility of people with a mobility concern. Devices can include electric wheelchairs and scooters and manually-operated aids such as walkers and crutches.

All of Green Bay Metro buses are equipped with the necessary equipment to load, unload, and secure standard wheelchairs and scooters as required by law.

In 2014, Metro experienced 7,162 trips made by passengers using a mobility device.

Passengers using a mobility device may qualify for reduced fares. Metro staff also offers free one-on-one mobility device boarding and alighting training upon request. Metro does not charge a fee for mobility device usage.

Mobility Device Use on Fixed Route Bus System by Month in 2014

Month	Use
January	256
February	290
March	507
April	715
May	785
June	750
July	716
August	742
September	650
October	724
November	547
December	480
Total	7,162

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 five-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

Item	Recommendation	Status
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). One additional bus funded via traditional FTA capital funds. Delivery is scheduled for 2015. 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 and planning staffs are evaluating east side route restructuring options and locations for a possible east side hub. Report scheduled to be issued in 2015.
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 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>Metro has secured funding for scheduling and dispatch software and anticipates acquisition and implementation of this portion of the service in approximately three years. Paratransit vehicles are identified in the Transportation Improvement Program (TIP), but are not funded.</p> <p>MV Transportation was awarded paratransit program contract in 2011. A second contract was awarded in 2015, and this contract will expire in 2018.</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 2015 goals prepared by Metro staff as part of the budget process.

Goals for 2015:

1. Continue to work on "seamless transportation" option for the community.
2. Explore a Smart Card option as a means of payment or passengers.
3. Study the potential efficiencies of an east side transfer point.
4. Develop relationships with area businesses.
5. Explore and create a new passenger friendly map/route guide.
6. Expand advertising options to generate potential revenue.

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. Metro staff should work with the village and the school district to increase ridership on the #78 limited service route.
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

