

# Green Bay **METRO**

## System Review and Analysis Report



Prepared by the Brown County Planning Commission/  
Metropolitan Planning Organization (MPO) for the Green Bay Urbanized Area  
May 2021



U.S. Department of Transportation  
Federal Highway Administration



U.S. Department of Transportation  
Federal Transit Administration



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Green Bay Metro's website can be found at <https://greenbaywi.gov/231/Metro-Transit> or by scanning the QR code.

On the Cover: Green Bay Metro and Via co-branded paratransit vehicle. Green Bay Metro entered into an agreement with Via River North Transit, LLC and began providing Paratransit services on March 30<sup>th</sup>, 2020 and Microtransit Services on August 24, 2020.

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## CHAPTER ONE

### System Overview and Budget

#### Overview

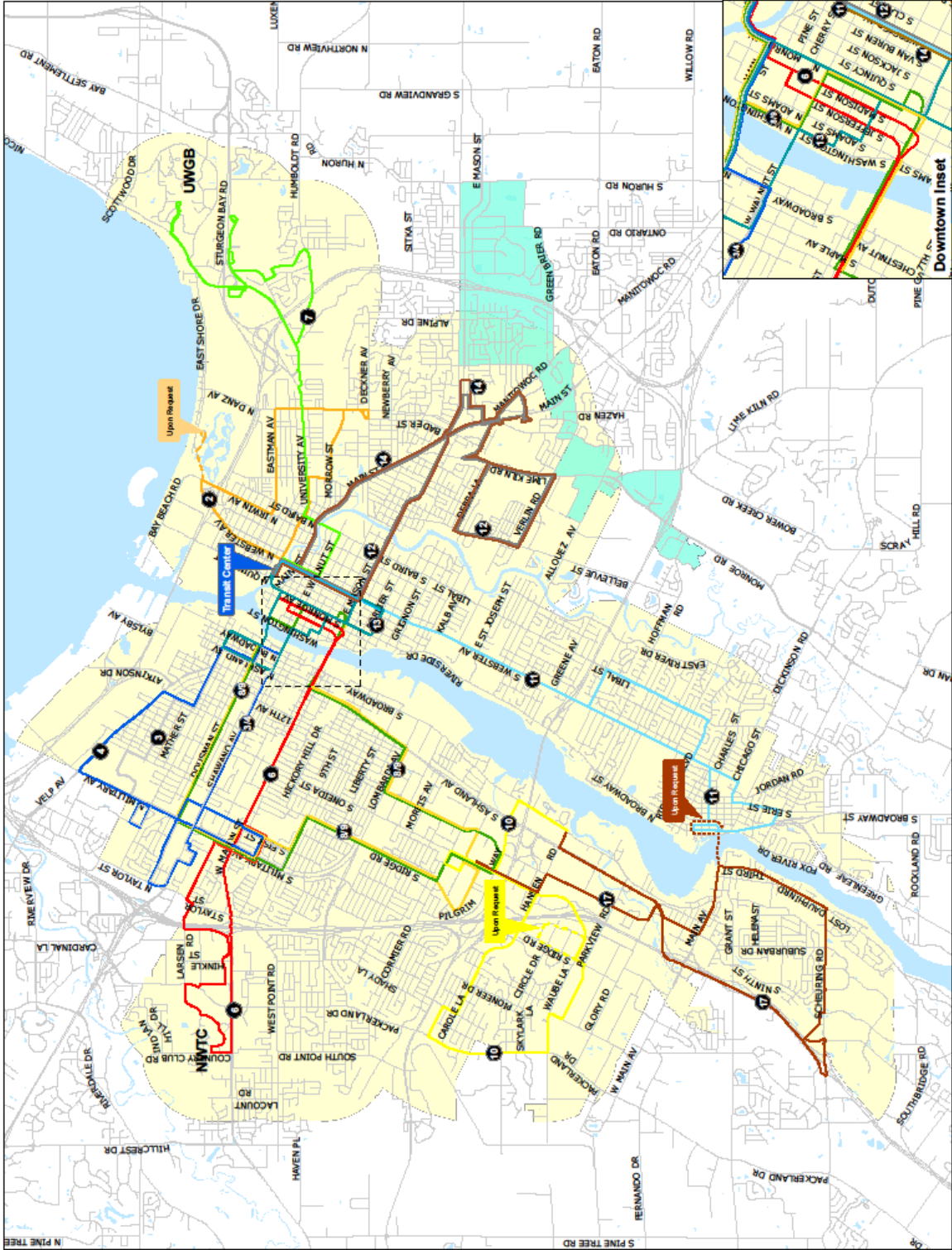
The Brown County Planning Commission and Green Bay Metro staffs typically conduct system reviews on a quarterly basis each year in the months of February, May, August, and November. In February of each year, a large-scale review is conducted resulting in the publication of the *Green Bay Metro Annual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

System reviews were suspended in 2020 due to COVID-19. Instead, staff attention was directed to providing a service that was safe for staff and the riding public. Significant attention and modifications were made to fares, service hours, service frequency, and service delivery.

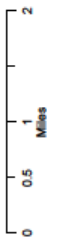
In addition, new on-demand Microtransit services were implemented.

See Appendix A for a timeline of COVID-19 related events.

As a result of these changes, a modified review was conducted along with a breakdown of the 2021 budget.



- Legend**
- # 2 Orange Line
  - # 2 Upon Request
  - # 3 Silver Line
  - # 4 Blue Line
  - # 6 Red Line
  - # 7 Lime Line
  - # 8 Green Line
  - # 9 Gold Line
  - # 10 Yellow Line
  - # 10 Upon Request
  - # 11 Sky Line
  - # 12 Coal Line
  - # 13 River Line
  - # 14 Brown Line
  - # 17 Brick Line
  - # 17 Upon Request
  - Microtransit Service Area
  - Paratransit Service Area



Map created by:  
Brown County Planning Commission  
Date: 3/1/2021

## 2021 Operating Budget Estimate Overview

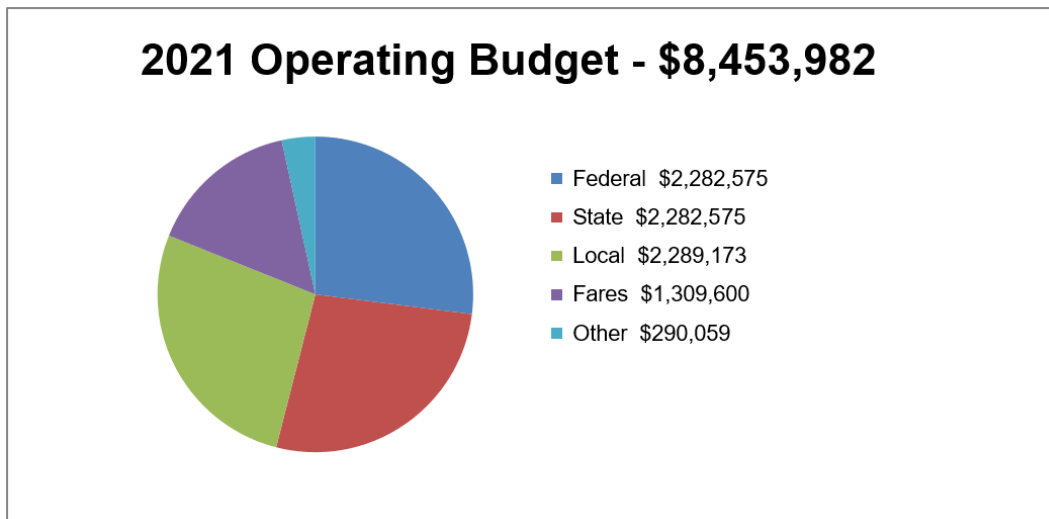
Green Bay Metro's 2021 operating expenses estimate is \$8,453,982. Green Bay Metro receives operating assistance from a variety of sources. These include the federal Section 5307 and 5310 programs, the state 85.20 program, local dollars from entities participating in the system, fares, partnership revenue, advertising revenue, and interest revenue.

The 2021 budget estimate was developed in the summer/fall of 2020. The budget assumed that pre-COVID-19 service levels would be restored as of January 2021. With COVID-19 service reductions still in place as of May of 2021, it is anticipated that revenues and expenses for all of 2021 will be lower than the budget.

A summary of the 2021 Green Bay Metro budget estimate by revenue source is below:

### 2021 Budget Estimate

Source:	Amount	Percent
Federal	\$2,282,575	27.0%
State	\$2,282,575	27.0%
Local	\$2,289,173	27.1%
Fares	\$1,309,600	15.5%
Other	\$290,059	3.4%
<b>Total:</b>	<b>\$8,453,982</b>	<b>100.0%</b>

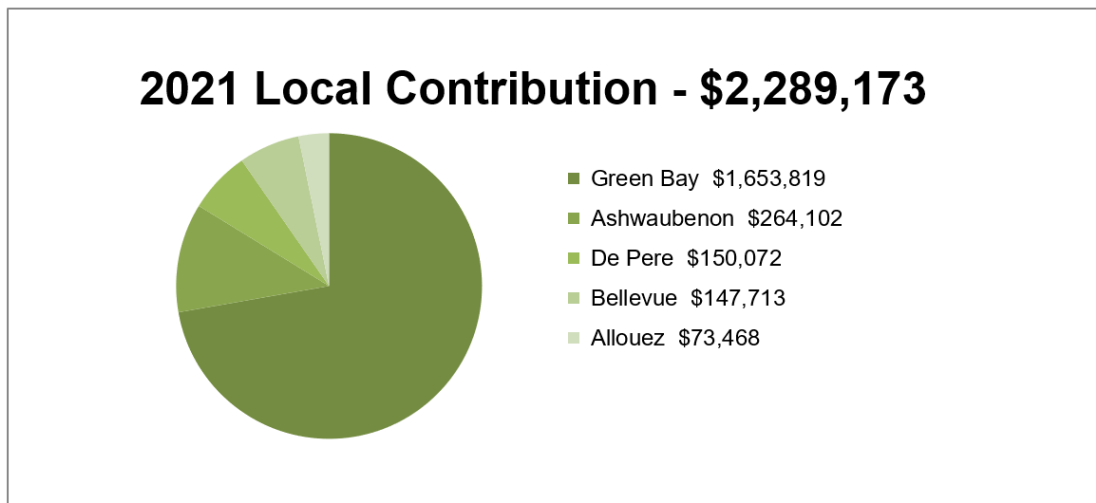


## Local Share

The 2021 budget estimate consists of contributions from participating local entities. The sum of the contribution is projected to be \$2,289,173 (27.1%) 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:

### 2021 Budget Estimate – Local Contribution Analysis

Source:	Amount	Percent of Local Share	Percent of Budget
Green Bay	\$1,653,819	72.2%	19.6%
Ashwaubenon	\$264,102	11.5%	3.1%
De Pere	\$150,072	6.6%	1.8%
Bellevue	\$147,713	6.5%	1.7%
Allouez	\$73,468	3.2%	0.9%
<b>Total:</b>	<b>\$2,289,173</b>	<b>100.0%</b>	<b>27.1%</b>



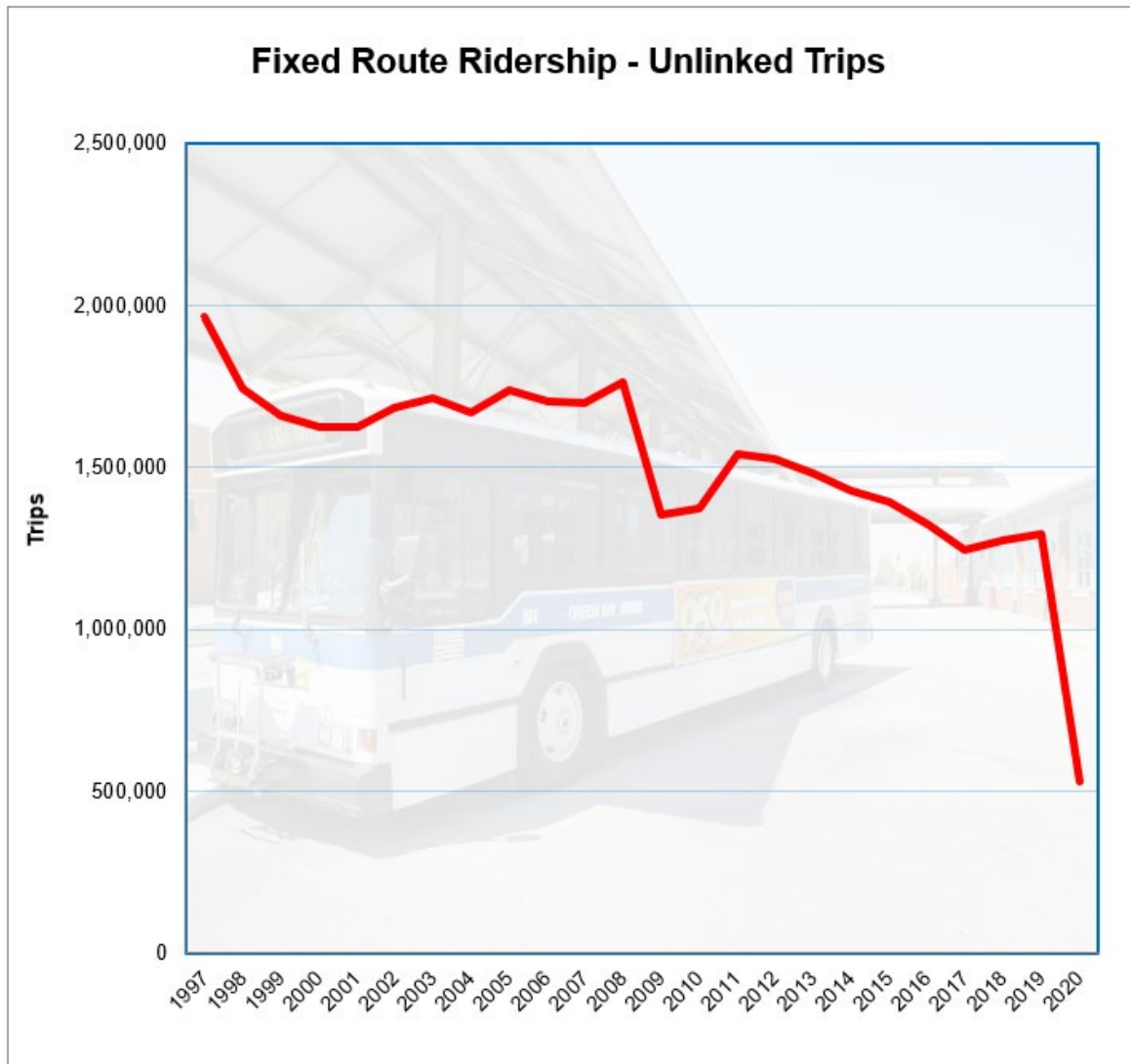
## CHAPTER TWO

### Fixed Route Bus System Performance

#### Fixed Route Bus Ridership

From an annual perspective, the number of unlinked passenger trips decreased approximately 59.3% from 1,292,700 in 2019 to 526,957 in 2020.

The graph below shows the ridership trend.



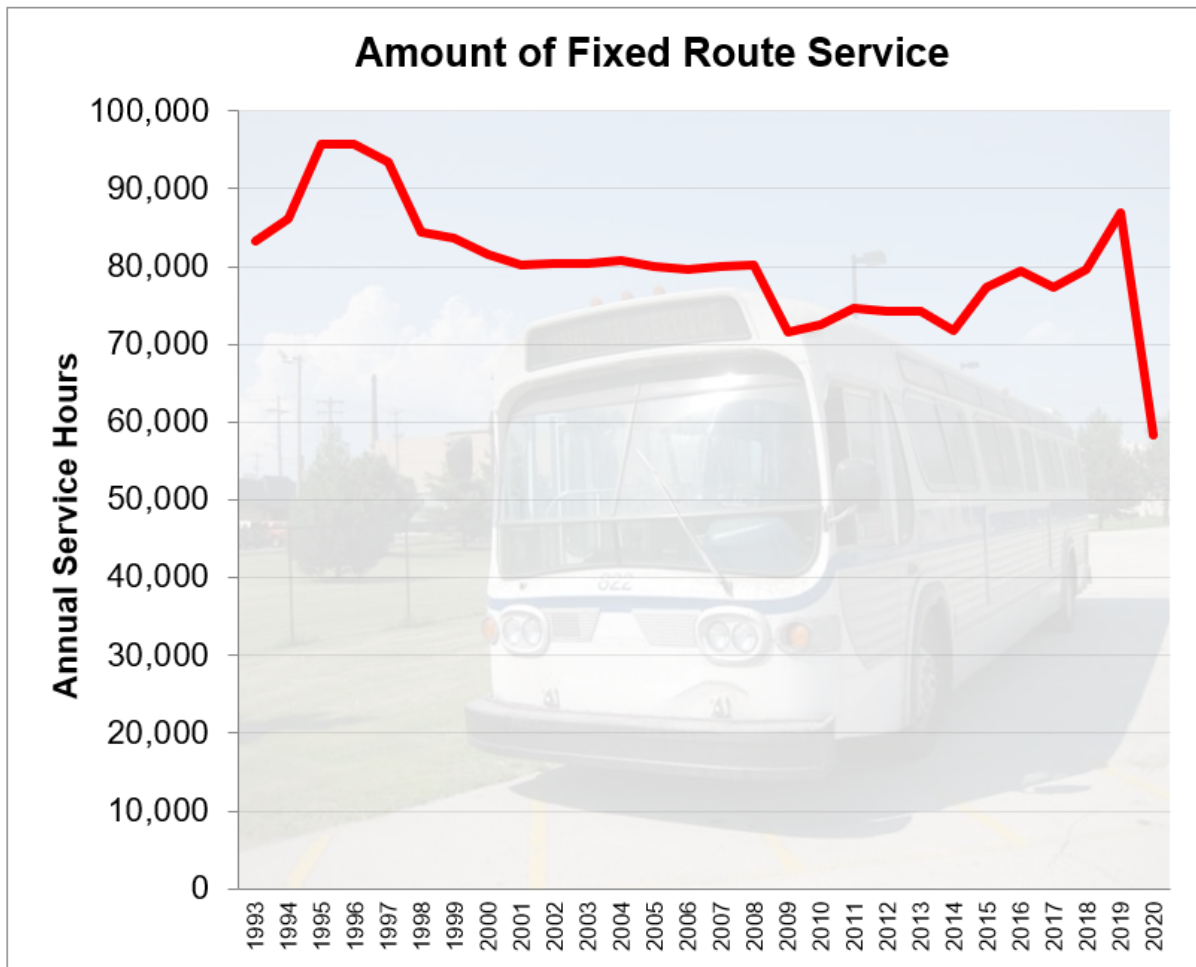
Note: The farebox system was automated in 2009, which improved the accuracy of the ridership data.



### Amount of Fixed Route Bus Service

The amount of service a transit system provides is typically expressed in terms of service hours or revenue hours. It is anticipated that Green Bay Metro will provide 63,959 service hours of fixed route service in 2021.

The graph below shows the annual amount of fixed route service hours since 1993.



## **Fixed Route Bus Performance - 2020**

### Revenue Per Hour

The revenue per hour standard helps to determine the financial efficiency of the system. In 2020, the system provided 58,333 hours of service, down from 86,880 hours in 2019. The service generated \$514,951 in farebox and partnership revenues (unaudited) for a systemwide Revenue Per Hour of \$8.83, which is considerably lower than pre-COVID-19 levels of approximately \$12.00 per revenue hour. Low ridership due to the pandemic and fare suspension during a portion of 2020 contributed to the lower rate.

### Passengers Per Hour

In 2020, a total of 526,957 passengers were transported for a rate of 9.03 passengers per hour.

Pre-COVID-19 fixed route bus levels reached 14-15 passengers per hour.

### Operating Ratio

The operating ratio of a route is determined by dividing a route's passenger revenue by the total operating expense.

The Green Bay Metro System had an estimated expense of \$109.22 per hour for 2020. 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, the fixed route bus system recovered 8.1 percent of all expenses, or 8.1 cents per every dollar spent operating the system, which is considerably lower than pre-COVID-19 levels of approximately 14-15%. Again, low ridership due to the pandemic and fare suspension during a portion of 2020 contributed to the lower rate.

### 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, detours due to road construction or special events (e.g. farmers markets), 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.

Several 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 can create schedule adherence problems for the system.

Green Bay Metro operated with a 92.7% schedule adherence rate in 2020. The #6 Red route continues to be a challenge due to a high volume of stops to pick up and drop off passengers, the route's length, and a high number of passengers boarding with mobility devices.

## **CHAPTER THREE**

### **Limited Service Route (LSR) System**

Green Bay Metro operates three limited service routes.

The #71 route operates on regularly scheduled school days at 6:15 a.m. and 2:30 p.m. and provides service on the east side of Green Bay and in portions of Bellevue. The #71 is open to the general public.

The #75 route operates on regularly scheduled school days at 6:45 a.m. and 2:45 p.m. and provides service from between the Metro Transportation Center and the far west side of Green Bay primarily serving the Ninth Street and West Point Road area. The #75 route is open to the general public.

The #78 route operates on regularly scheduled school days at 6:30 a.m. and 2:30 p.m. and provides service in De Pere, along West Mason Street, and in Ashwaubenon. The #78 is open to the general public.



## CHAPTER FOUR Microtransit



### Introduction of Microtransit / Green Bay Metro On Demand

#### Microtransit Defined

Microtransit is a form of technology-enabled on-demand transportation service that typically makes use of vehicles much smaller than a traditional 35' or 40' bus. Lower capacity buses, vans, and sedans are typically used and routes are developed based on real-time demand for service. Passengers book a ride using a smartphone (mobile) application and often share rides with other passengers to and from the same or geographically similar destinations.

Recent innovations in demand-response transportation, including the arrival of private on-demand transportation services like Lyft and Uber, have allowed potential customers to increasingly become familiar with the process of booking a ride using a smartphone app.

Throughout the country, many transit systems have turned in part to microtransit services as a way to reduce costs and improve rider experience. Many public transit agencies have implemented microtransit by contracting with a private company to operate the service.

Microtransit offers the following benefits:

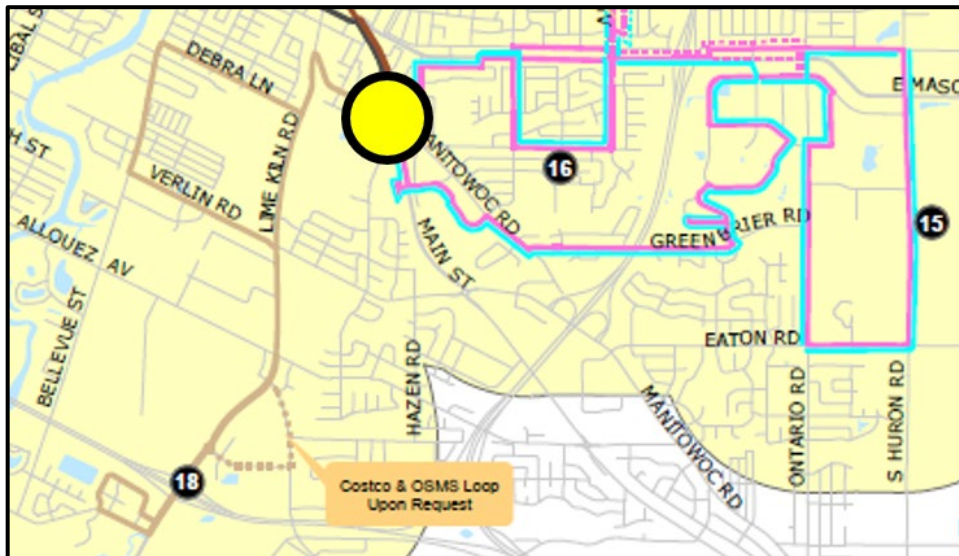
- Microtransit offers a cost-effective way to provide service to a limited number of people when compared to regular interval fixed route service.
- Microtransit provides service in low-density areas where fixed route bus service is not warranted due to low ridership.
- Microtransit provides service late into the evening when fixed route bus service is not warranted.
- Microtransit improves the efficiency of a system by matching supply and demand in real-time.
- Microtransit provides last minute reservations creating flexibility that traditional advance reservation dial-a-ride services cannot offer.
- Microtransit customers know exactly when a vehicle will arrive by monitoring a mobile application.
- Microtransit may reduce walk time to and from a conventional bus stop by designating a nearby intersection as a pick-up location (also known as a virtual bus stop).
- Microtransit extends the reach of fixed route bus services.
- Microtransit may provide the “first mile - last mile” connection for a fixed route bus trip.

## Pilot Program - Green Bay Metro On Demand

Prior to the pandemic, Green Bay Metro entered into a contract with SRF Consulting to study the feasibility of implementing microtransit service in areas where fixed bus routes have performed at levels well below system standards. The study recommended that Green Bay Metro pursue a microtransit pilot program.

Green Bay Metro staff, Brown County Planning Commission staff, and Metro's current paratransit provider (Via) began to discuss possible program parameters such as service areas or service zones, hours of operation, fares, and implementation. Staff identified an area that was currently being served by three fixed bus routes, the #15 Aqua, #16 Pink, and #18 Tan. These three routes provided service in I-43 Business Center area located in the City of Green Bay and an area bounded by Bellevue Street and Lime Kiln Road in the Village of Bellevue. Ridership and revenue data from this area had been below system standards for many years, making it an ideal location for a microtransit pilot program.

### **Fixed Routes #15 Aqua, #16 Pink, and #18 Tan that were Eliminated and Replaced by Microtransit Service**



The Green Bay Transit Commission approved a microtransit pilot program on July 15<sup>th</sup>, 2020 with service to begin on August 24, 2020.

## Microtransit Pilot Service

The Pilot service hours were initially established from 5:45 a.m. to 7:45 p.m. on weekdays and 8:45 a.m. to 3:45 p.m. on Saturdays. Weeknight service hours were expanded on August 30, 2020 to include two additional hours from 7:45 p.m. -9:45 p.m. Saturday service hours were expanded from 7:45 a.m. until 3:45 p.m. on May 8, 2021.

### How it Works:

Passengers may request a trip using the mobile app or by calling by phone shortly before their desired pick-up time.

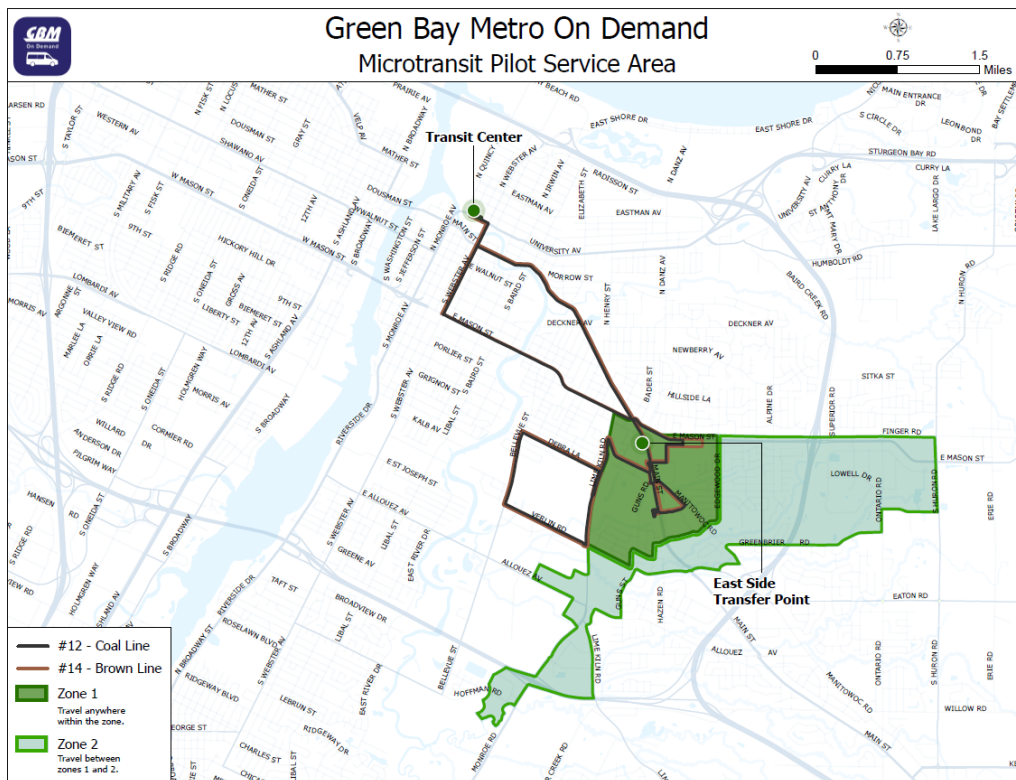
The passenger will receive a message indicating that a microtransit vehicle is being dispatched and will arrive at nearby location within the microtransit zone at a specific time.

Passenger may travel between Zones 1 and 2 or anywhere within Zone 2 (see map below)

Passengers traveling from Zone 2 to Zone 1 will have the opportunity to connect with the fixed route system at the Transportation Center (part of Zone 1) or the East Side Transfer Point (part of Zone 1). Passengers already at the Transportation Center or East Side Transfer Point may take a microtransit trip anywhere in Zone 2.

Microtransit fares are the same as the fixed route bus fares and day, week, or monthly passes may be used.

### Microtransit Pilot Service Area



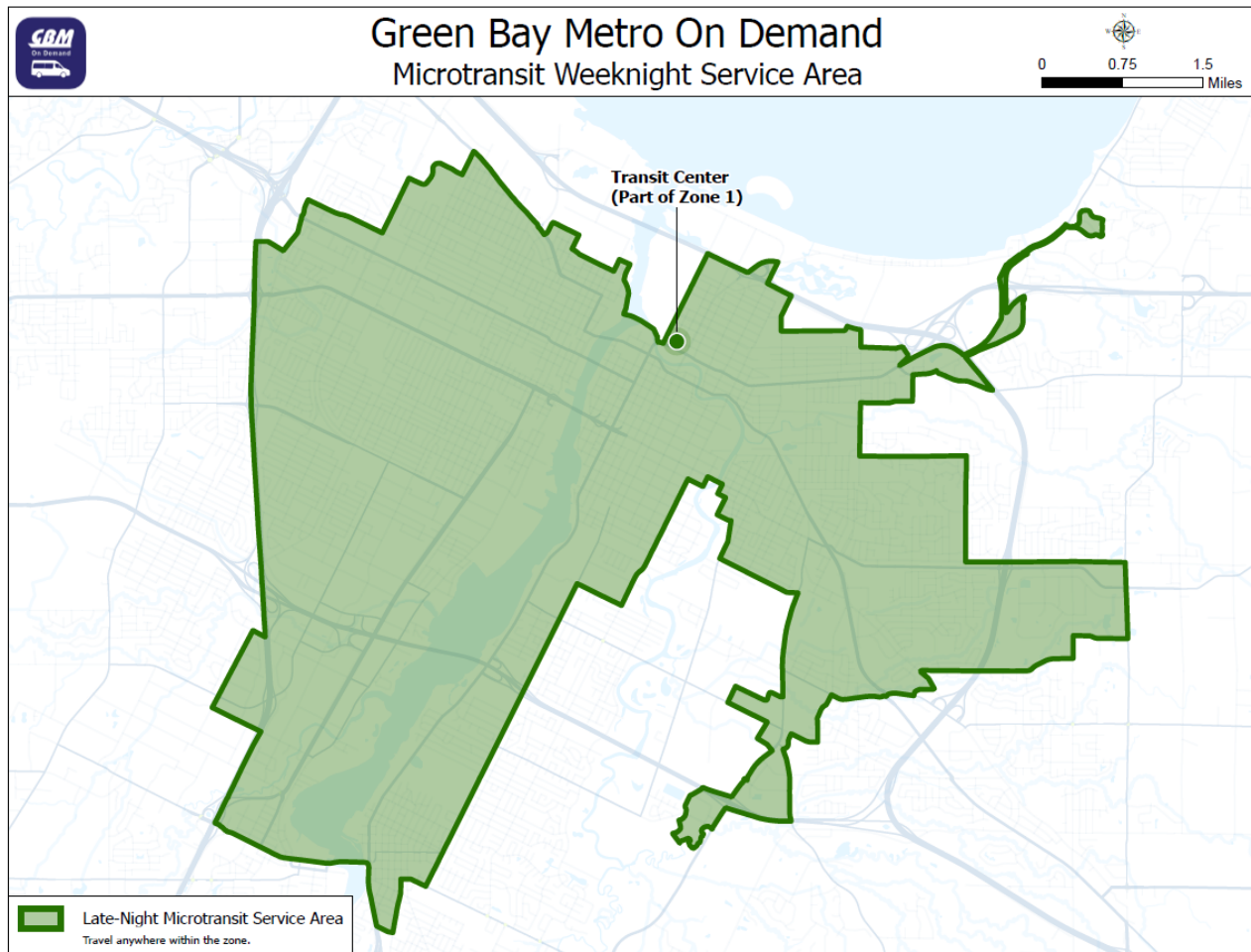




## Weeknight Microtransit Implementation and Service Area

As a result of the COVID-19 pandemic, Green Bay Metro halted all operations after 7:45 p.m. on weeknights due to anticipated low ridership. On August 31, Metro implemented weeknight microtransit services. The weeknight service covers a large portion of the area with the exceptions of the general area west of I-41 and portions of southern De Pere. The service operates from 7:45 p.m. to 9:45 p.m. on weeknights in lieu of fixed route transit service.

### **Weeknight Service Area**



## Microtransit Use and Performance

Green Bay Metro has provided the following:

### **Pilot and Weeknight Microtransit Ridership**

<b>2021</b>	<b>Pilot</b>	<b>Weeknight</b>	<b>Total</b>
January	337	186	523
February	461	244	705
March	476	227	703
April	400	168	568
May			0
June			0
July			0
August			0
September			0
October			0
November			0
December			0
<b>Total:</b>	1,674	825	2,499

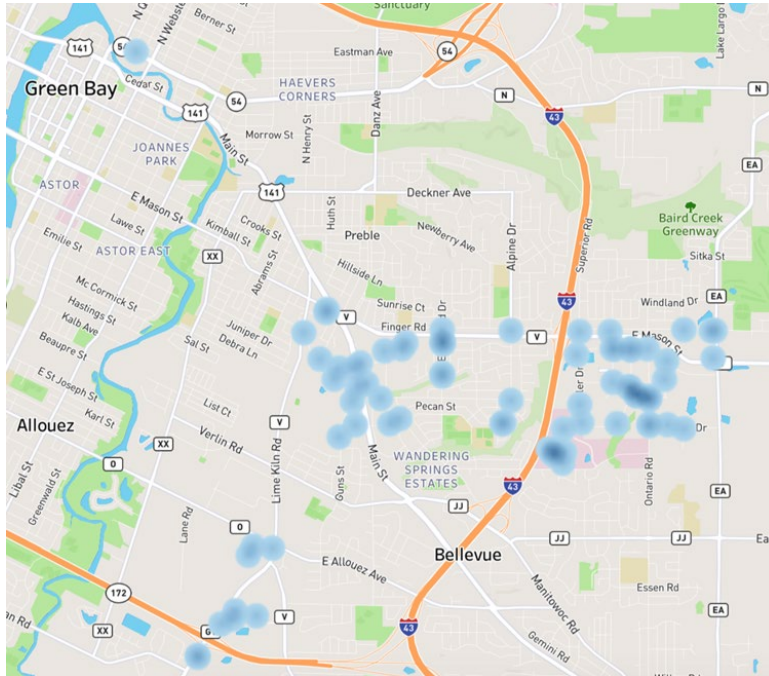
Microtransit performance is as follows and is meeting the expectations set prior to implementation:

### **Pilot and Weeknight Microtransit Performance**

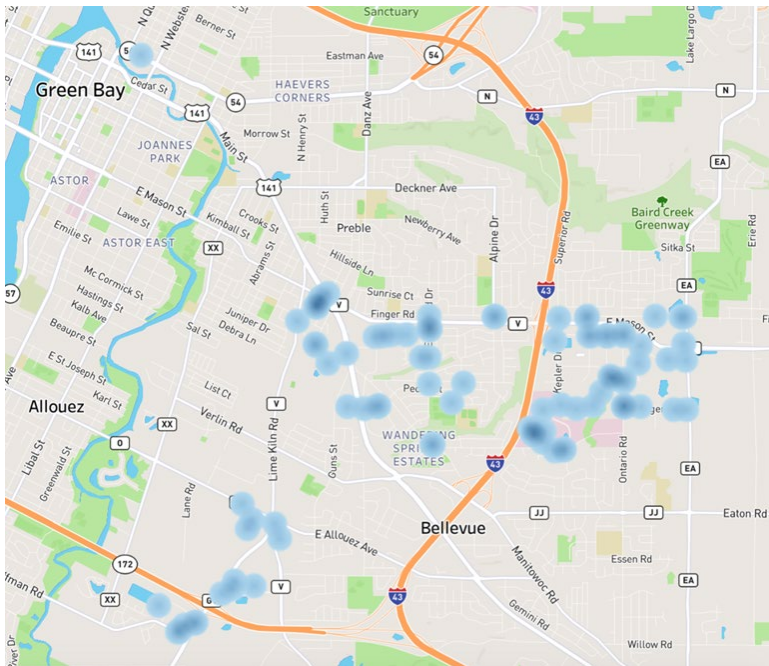
<b>Service Characteristics</b>	<b>Passenger Experience</b>
Wait time from ride request to pick up	12-15 minutes
Time passenger spends on the vehicle	12-14 minutes
Trip length	4-5 miles

Sample pick-up and drop-off locations for both the pilot and weeknight services can be seen on the following maps:

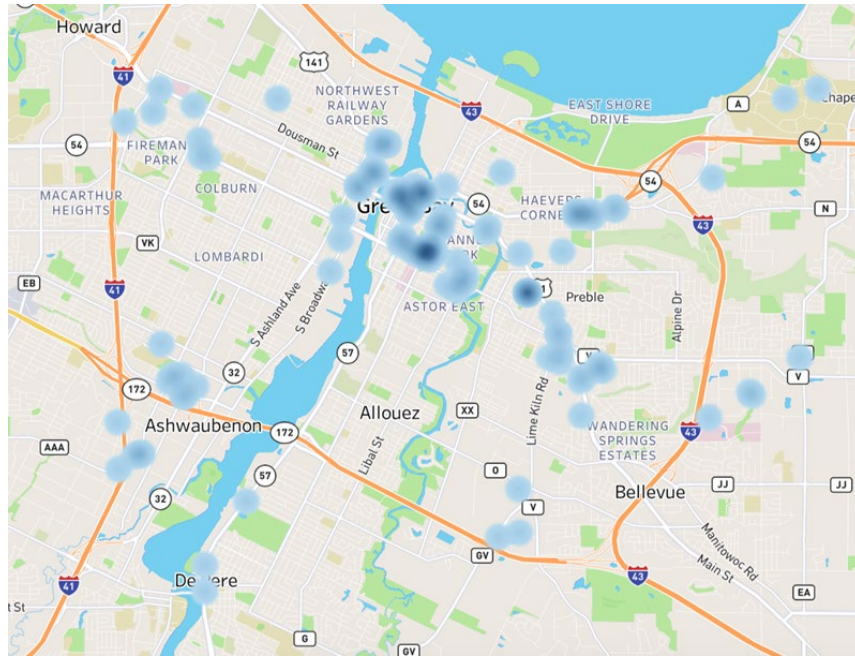
**Microtransit Pilot Service Area  
Origins (In Blue)**  
5:45 a.m. – 7:45 p.m. on Weekdays  
8:45 a.m. – 3:45 p.m. on Saturday



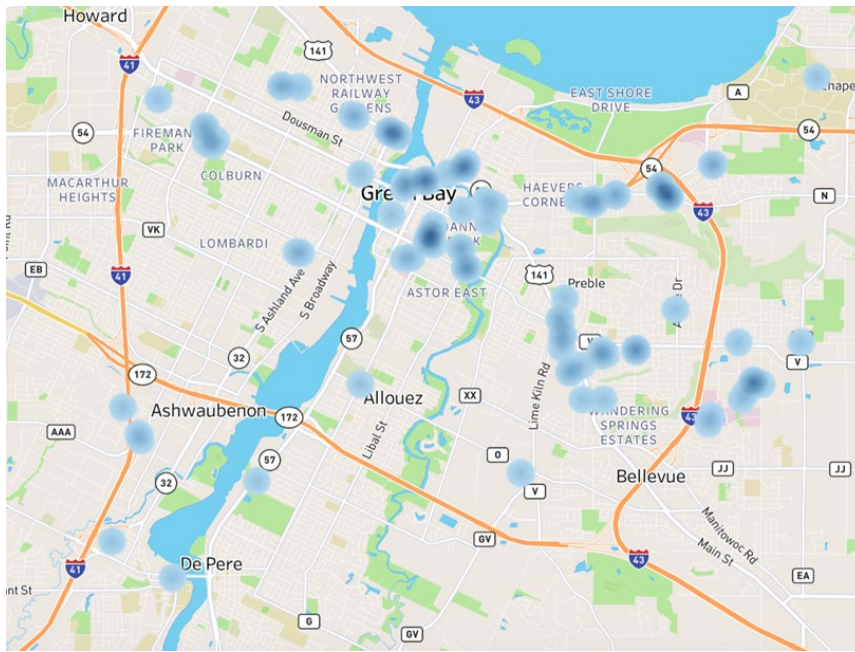
**Microtransit Pilot Service Area  
Destinations (In Blue)**  
5:45 a.m. – 7:45 p.m. on Weekdays  
8:45 a.m. – 3:45 p.m. on Saturday



**Microtransit Weeknight Service  
Origins (In Blue)  
7:45 p.m. – 9:45 p.m.**



**Microtransit Weeknight Service  
Destinations (In Blue)  
7:45 p.m. – 9:45 p.m.**





## 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 or small buses. 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. On March 30, 2020, Via River North Transit, LLC began providing paratransit services. The contract with Via was awarded after Metro completed a competitive bidding process.

#### Paratransit Contract Rates

Via currently receives \$33.14 per passenger for each one-way trip. The cost per trip is adjusted annually based on the terms of the contract. Green Bay Metro also provides program certification functions and the fuel to operate Via's revenue vehicles.

#### Contract with Via

Term	Cost per Trip
March 29, 2020 - March 28, 2021	\$36.40
March 29, 2021 - March 28, 2022	\$33.14
March 29, 2022 - March 28, 2023	\$33.47
March 29, 2023 - March 28, 2024	\$33.80
March 29, 2024 - March 28, 2025	\$34.14

#### Fares

Green Bay Metro offers advance-purchase convenience tickets for \$4.00 (regular rate) or \$19.00 (agency rate). Clients may also pay cash upon boarding the paratransit vehicle.

#### 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 services- 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 \$19.00 per one-way trip. For comparison, Metro Transit in Madison charges the passenger for the entire cost of each one-way trip, which is \$34.25.

### Service and Costs

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**

<b>Year</b>	<b>Trips</b>	<b>Trip Costs*</b>	<b>Cost Increase/ Decrease</b>	<b>Percent Cost Increase/ Decrease</b>
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	11%
2014	54,477	\$1,440,195	-\$103,570	-7%
2015	48,899	\$1,195,321	-\$244,874	-17%
2016	44,609	\$1,134,354	-\$60,967	-5%
2017	38,053	\$1,030,444	-\$103,910	-9%
2018	33,913	\$993,795	-\$140,559	-12%
2019	30,873	\$901,071	-\$129,373	-13%
2020*****	15,078	\$489,536	-\$504,259	-51%

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

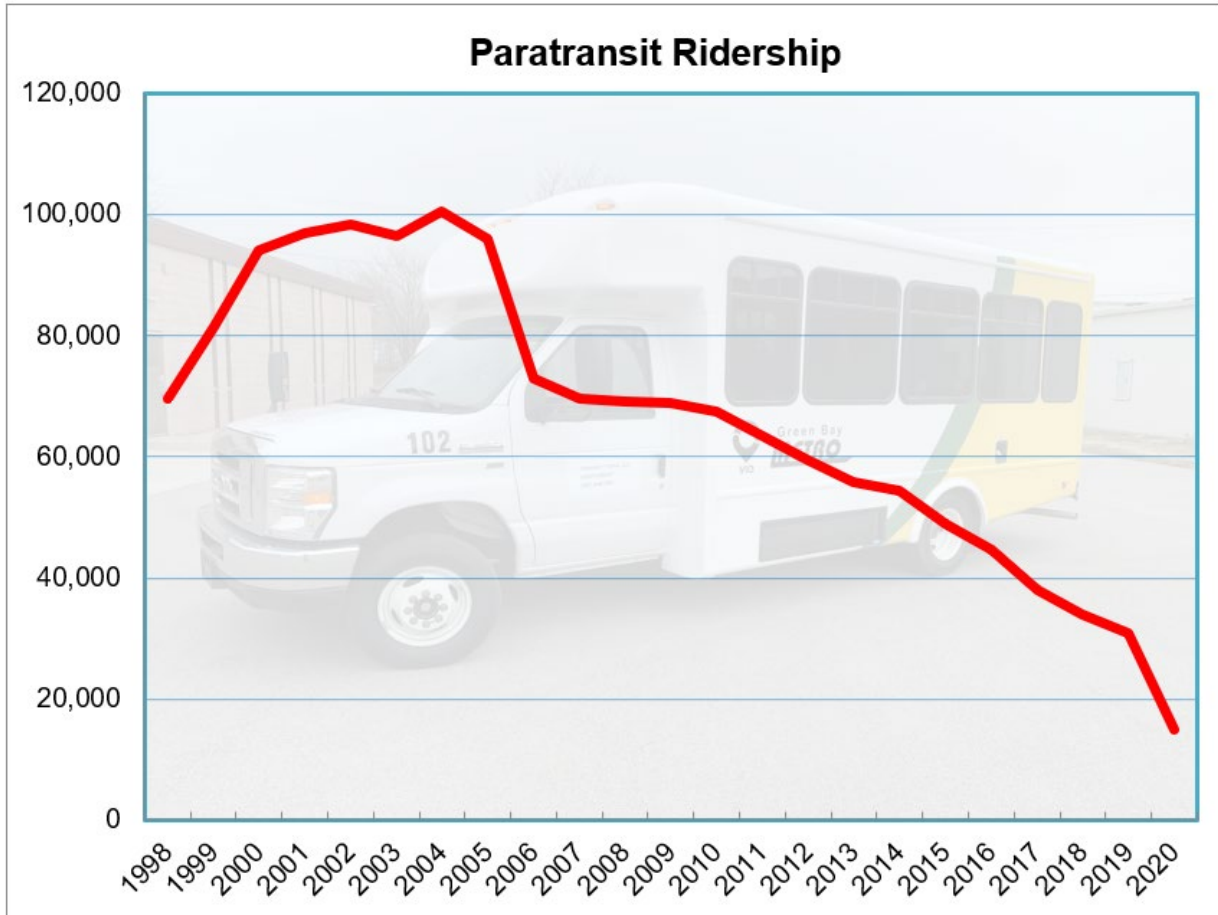
\*\* Under contract with Lamers, Inc. exclusively beginning in 1998.

\*\*\* 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 first contract in May with MV Transportation. Metro pays for all fuel and cost is included. Second contract awarded to MV in 2015 and expired in 2020.

\*\*\*\*\* Start of first contract with Via. Metro pays for all fuel & cost is included. COVID-19 Pandemic impact on ride



Paratransit App



In 2020, Green Bay Metro introduced a Paratransit App. The App allows paratransit clients to request and book a trip without having to place a phone call. Approximately 18% of all trips are scheduled via the App.

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

**Fares**

Green Bay Metro’s past and present fare structures are shown below. Metro has been successful in maintaining fares near or below the average of its peers. Fixed route bus and microtransit service fares are the same. The most recent fare increase occurred on January 2, 2020.

<b>Fixed Route Bus &amp; Microtransit</b>	<b>1998</b>	<b>2003</b>	<b>2005</b>	<b>2009</b>	<b>2019</b>	<b>2020</b>
<b>Adult</b>						
Cash	\$1.00	\$1.25	\$1.50	\$1.50	\$1.50	\$2.00
Day Pass					\$3.00	\$4.00
Week Pass					\$12.00	\$15.00
30-Day Pass	\$21.50	\$23.00	\$26.00	\$35.00	\$35.00	\$39.00
<b>Student (K-12)</b>						
Cash	\$1.00	\$1.25	\$1.50	\$1.50	\$1.00	\$1.50
Day Pass					\$2.00	\$3.00
30-Day Pass	\$16.00	\$16.00	\$19.00	\$19.00	\$22.00	\$26.00
<b>Reduced (Age 65+ or Disability w/ ID Card)</b>						
Cash	\$0.50	\$0.60	\$0.75	\$0.75	\$0.75	\$1.00
Day Pass					\$1.50	\$2.00
30-Day Pass	\$10.75	\$12.25	\$15.25	\$25.00	\$25.00	\$29.00
<b>Routes #8 Green &amp; #9 Gold</b>					Free	Free
<b>Disabled Veterans w/ Service-Connected ID</b>					Free	Free
<b>Green Saturday - Introduced in 2011</b>					Free	Free
<b>Paratransit</b>						
Origin to Destination	\$2.00	\$2.50	\$3.00	\$3.00	\$3.00	\$4.00
Agency Fare-Origin to Destination					\$15.00	\$19.00

Green Bay Area Public School and Ashwaubenon Public School students board the bus for free. The school districts cover the fares via a direct payment to Green Bay Metro.

It is estimated that fixed bus route, microtransit, and paratransit fares will generate 15.5% of the funds needed to operate the system in 2021.



**CHAPTER SEVEN**  
**Bus Fleet and Other Capital Needs**

**Bus Fleet**

The tables below detail Green Bay Metro’s 2021 bus fleet:

<b>Bus Quantity</b>	<b>Year</b>	<b>Make</b>	<b>Length</b>	<b>Age in Years</b>
9	2009	New Flyer	35'	12
10	2011	Gillig	35'	10
4	2015	Gillig	40'	6
3	2018	New Flyer	35'	3
2	2018	New Flyer	40'	3
3	2019	Gillig	35'	2
4	2020	Gillig	35'	1
<b>35</b>				

Bus #401, built in 2004, is not in service and it is anticipated that it will be replaced.

Green Bay Metro has secured funding for four additional buses through the Volkswagen Environmental Mitigation Trust Fund. Delivery is expected in 2022.

Green Bay Metro and the MPO have also secured approximately \$695,000 in Federal Surface Transportation Block Grant (STBG) funds to offset the cost of two new buses. Delivery TBD.

**Peak Bus Requirements**

The full and limited service route system requires 16 buses during peak operations (as of May 2021 during reduced service due to the pandemic). Although Metro has the necessary number of buses to provide this level of service at the present time, there is a need to replace buses that have exceeded their useful life.

**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.

**Capital Program**

Green Bay Metro has secured the necessary funding to complete the following capital projects:

- Farebox System Upgrade
- Security Fencing and Gates
- Bus Lifts
- DPF Cleaning System
- HVAC System Upgrade
- Lighting
- Window Upgrades

**New Transportation Center Sign installed in 2021**



**Bus Shelters and Benches**

Green Bay Metro offers 55 shelters throughout the service area with 19 owned and operated by Creative Outdoor Advertising.

In 2021, Metro plans to install additional shelters at Washington Street near The CityDeck and at West Mason Street and Taylor Street. Bench installations are scheduled for the Military Avenue/Dousman Street intersection and the Military Avenue/Shawano Avenue intersection.

**Bench installed at Festival Foods on University Avenue**



## CHAPTER EIGHT

### Programs

#### **Green Saturday**

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. Participation in the program has been strong.

Green Bay Metro staff is currently considering modifications to the program with hopes of offering greater flexibility to the rider. Staff is exploring partnerships with area human services agencies whereby Metro would provide a set number of day passes at no charge to the agency and the agency staff would distribute the passes to low-income individuals. The recipient could then use the day pass on any day of the week. The agency or agencies would act as a clearinghouse for the passes.

Green Bay Metro would then resume fare collection on Saturdays.

#### **U-Pass and other Partnerships**

A U-Pass (or Universal Pass) Program allows participants an unlimited number of rides on any Green Bay Metro bus. In turn, the participating entity reimburses Green Bay Metro based on an established flat rate or rate per unlinked trip.

##### U-Pass Partnerships:

- The UW-Green Bay contract calls for a flat rate of \$1.00 per unlinked trip. All UWGB students may request a free bus pass from the school.
- The Green Bay Area Public School District contract calls for a flat rate of \$160,000 per year. All K-12 students ride for free when presenting their identification card.
- The Ashwaubenon School District contract calls for a flat rate of \$8,800 per year. All K-12 students ride for free when presenting their identification card.

##### Other Partnerships:

Bus routes #8 Green and #9 Gold, which provide service to Lambeau Field, are free to all passengers. In addition, all four Packers Game Day routes are free. The Green Bay Packers subsidize the services in the form of a direct payment of \$21,000 as well as committing to paying for two wrapped buses annually.

##### Other Opportunities

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

## Bike Rack Use on the Fixed Route System

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 2020, bicycle rack use was 50% lower than in 2019 due to COVID-19.

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. Each bike rack can accommodate two bikes. Metro does not charge an additional fee for bike rack use.



Photo: Brown County Planning Commission.

### Bikes on Buses (shaded area during the COVID-19 pandemic)

Month	2014	2019	2020
January	411	661	622
February	448	449	696
March	601	863	463
April	986	1,341	386
May	1,344	1,675	459
June	1,546	1,710	802
July	1,788	1,995	784
August	1,563	2,272	1,004
September	1,622	1,910	908
October	1,637	1,896	933
November	974	1,142	608
December	603	731	584
<b>Total:</b>	<b>13,523</b>	<b>16,645</b>	<b>8,249</b>
<b>Average per Month:</b>	<b>1,127</b>	<b>1,387</b>	<b>687</b>

## Mobility Device Use on the Fixed Route Bus System

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



In 2020, Metro provided 4,197 trips made by passengers using a mobility device, less than half of the total for 2019. 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.

### Mobility Device Boardings (shaded area during the COVID-19 pandemic)

Month	2014	2019	2020
January	256	411	490
February	290	382	512
March	507	550	298
April	715	631	139
May	785	1,013	202
June	750	838	314
July	716	1,035	270
August	742	1,045	413
September	650	831	429
October	724	799	352
November	547	785	414
December	480	489	364
<b>Total:</b>	<b>7,162</b>	<b>8,809</b>	<b>4,197</b>
<b>Average per Month:</b>	<b>597</b>	<b>734</b>	<b>350</b>

## CHAPTER NINE

### Plans

#### 2019-2023 Transit Development Plan (TDP) for the Green Bay Metro System

In 2018, the Brown County Planning Commission staff, in conjunction with the Green Bay Metro staff, prepared the 2019-2023 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 2023 were also addressed. The TDP was approved by the Green Bay Transit Commission on November 21, 2018. The recommendations and implementation status are as follows:

#### 2019-2023 TDP Recommendations and Implementation Status

Item	Recommendation	Status
Bus Fleet	Apply for buses to replace aging vehicles and vehicles that have been removed from service due to condition.	<p>Three 35' buses have been funded by FTA and delivered in 2019.</p> <p>Four 35' buses have been funded through the Volkswagen emission violation settlement and were delivered in 2020.</p> <p>An additional four 35' buses have been funded through the Volkswagen emission violation settlement. Delivery TBD.</p> <p>Approximately \$695,000 has been awarded to Metro via the MPO's STBG Program since 2019. The funds will offset the costs of two buses. Delivery TBD.</p> <p>Additional buses programmed for 2022+ but not funded.</p>
Regional Transportation Authority (RTA)	Establish an RTA in the area to enhance transit system since Federal, State, and local revenue sources will not likely increase substantially over the next several years.	<p>The state enabling legislation that is necessary to create an RTA does not exist.</p> <p>It is <b>not</b> anticipated that enabling legislation will be approved soon.</p>

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 implemented a demand-response microtransit pilot program in 2020. Metro is currently studying expansion of the microtransit project in conjunction with fixed bus route service changes.
Fixed Route System Fares	Metro should continue to maintain a fare structure that is appealing to existing and potential riders.	<p>The Transit Commission implemented a fare increase in January of 2020.</p> <p>However, Green Bay Metro continues to maintain fares at levels at or lower than the average of its Wisconsin peers.</p>
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 continues to evaluate and pursue partial or full in-house operations.</p> <p>Paratransit vehicles are identified in the Transportation Improvement Program (TIP) but are not funded.</p> <p>Via River North, LLC was awarded a five-year paratransit program contract in 2020.</p>
State of Wisconsin Management Audit	WisDOT is overdue on conducting a Management Audit. It is anticipated that one will be prepared in 2019/2020.	<p>The audit has been conducted and Metro staff received the final report in late 2020.</p> <p>Evaluate and implement recommendations if determined feasible.</p>

In 2023, the Brown County Planning Commission staff will prepare the 2024-2028 Transit Development Plan (TDP) for the Green Bay Metro System.

## **Green Bay Metro Management Plan**

The following represents a summary of the goals prepared by Metro staff as part of the 2021 budget process.

### Management Goals for 2021

1. Complete farebox system upgrade, including installation of a cashless, mobile ticketing option for riders.
2. Replace and upgrade lighting in the garage.
3. Install security fencing on the east side of the Transportation Center and security gates at all facility entrances. Gates will control public access to the transitway resulting in minimizing safety hazards. Fencing will ensure federal safety requirements are met for the facility.
4. Replace air handling units and update air conditioning unit at the Transportation Center.
5. Purchase DPF (Diesel Particulate Filter) cleaning system for maintenance shop. This will reduce ongoing preventative maintenance costs.
6. Replace hydraulic bus lifts in the maintenance shop.
7. Analyze transit services to ensure community needs are being met.
8. Monitor the efficiency of the GBM On-Demand Microtransit Pilot and analyze future service options.

## **Wisconsin Department of Transportation (WisDOT) 2020 Transit System Management Performance Review**

In 2019, SRF Consulting Group was hired by WisDOT to perform management audits for several transit properties in Wisconsin, including Green Bay Metro. The report was issued in late 2020 and included a review of six functional areas and recommendations. Green Bay Metro's response to each is noted below.

### Areas of Review and Recommendations:

1. Policy- and Decision-Making Processes
  - a. Establish a transit user advisory group to provide customer input on current operations and proposed service revisions.

Currently on hold due to COVID-19.

- b. Continue to monitor the employment market for bus drivers in the Green Bay area; consider exploring changes that would allow new drivers more flexibility with scheduling, or other strategies to improve employee engagement.

Recent work rule changes and COVID-19 related reduced service hours have eliminated the need for management to "force work" and overtime has been eliminated. Metro staff continues to recruit and train new drivers as needed.

- c. Continue to leverage statewide resources, relationships with peer transit agencies, and regional and national peer groups to bring new and innovative practices to Green Bay Metro.



This effort is ongoing. Green Bay Metro is a member of the Wisconsin Public Transportation Association (WIPTA). WIPTA works to improve transit systems across the state by staying connected with issues that affect services in Wisconsin.



## 2. Transportation Operations

- a. No Recommendations.

## 3. Vehicle and Facility Maintenance

- a. Procure and implement a barcode system for parts and maintenance.

Metro is scheduled to implement the system in 2021.

## 4. Finance

- a. Monitor passenger revenue effectiveness metrics after the January 2020 fare increase, as well as any impact on ridership (particularly ridership by low-income passengers and other underrepresented groups).

Ongoing. Passenger fares and fare-related Key Performance Indicators (KPIs) are reported to the Transit Commission each month.

Staff is currently evaluating Green Saturday for possible modifications.

## 5. Planning and Scheduling

- a. Continue to explore new service delivery models for low-density areas, including restructuring fixed routes and/or conducting pilot projects as feasible.

Microtransit Pilot Program implemented in low-density area of Green Bay and Bellevue in 2020. Additional weeknight microtransit introduced in lieu of fixed route bus service in response to COVID-19.

Green Bay Metro's Service Development Team is currently drafting a service proposal which will be presented to the Transit Commission and public in the near future.

- b. Develop a consistent process and funding structure for engaging and adding municipalities to the Green Bay Metro system, including establishing the appropriate amount and type of service, and allocating operating and capital costs among new and existing municipalities.

Metro staff regularly engages with local communities and other partners participating in the system to identify and offer the appropriate amount and type of service.

Metro staff has well-established local share chargebacks for fixed route bus and paratransit services. Metro staff is currently exploring equitable chargeback formulas should microtransit become permanent. Metro must also develop a cost for new municipalities “buying into the system” to reflect both operating and capital investments that have been made to date.

## 6. Marketing

- a. Work to provide public data in the GTFS file format for use in Google Maps and other third-party applications and advertise these trip planning tools once available.

Green Bay Metro is in the process of integrating fixed route bus and microtransit trip planning services into a single app. The app will be made available via Metro’s website and can be downloaded onto a mobile device.

- b. Adopt a plan to conduct regular customer surveys on an annual or triennial basis, and track customer satisfaction as a performance measure.

Green Bay Metro and Brown County Planning Commission staff regularly conducts customer surveys. The surveys can target fixed route bus or paratransit riders, non-riders, or can be project-specific. Riders are also welcome to complete a brief survey or leave a comment on the “How are we doing” link on the Metro website.

- c. Continue and strengthen Green Bay Metro’s presence at local community events, including outreach efforts by the agency’s mobility coordinator.

Ongoing.

## **I-41 Commuter Study**

The East Central Wisconsin Regional Planning Commission (ECWRPC) received a federal grant to conduct a commuter transit service feasibility study for the I-41 corridor between Green Bay and Fond du Lac. ECWRPC, in partnership with the Green Bay, Appleton, Oshkosh, and Fond du Lac transit systems and the Wisconsin Department of Transportation (WisDOT), then issued a *Request for Proposals (RFP) for a Commuter Service Feasibility Study for Northeast Wisconsin*. The consulting firm SRF was chosen to conduct the study. The study was funded with a federal grant and a local match by ECWRPC. No financial contribution from Green Bay Metro or the Brown County Planning Commission was necessary for the study.

SRF consultants developed several alternatives and cost estimates for service between Green Bay and Fond du Lac.

Brown County Planning Commission and Green Bay Metro staff recommended that the Green Bay Transit Commission not pursue commuter service along the I-41 corridor due to budget constraints at the federal, state, and local levels. Staff also recommended that any effort to expand Metro's services should be directed toward establishing increased service frequency and additional late weekday evening service hours.

## **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 and demand-response services.
2. Continue to prepare for post-COVID ridership levels and service delivery.
3. Monitor the progress of any legislation or activities relating to future funding for operating and capital projects.
4. Continue to implement the recommendations in the 2019-2023 TDP.
5. Implement the Management Plan goals in 2021.

## APPENDIX A

### Impact of the COVID-19 Pandemic on Public Transit Services

COVID-19-related stay-at-home orders, school closures, and riders' preferences have led to major ridership declines for public transit systems in the United States and throughout the world.

In response to the pandemic, Green Bay Metro made a number of changes to existing services.

Below is a general timeline of events and service modifications.

#### Timeline

January 21, 2020 – First COVID-19 case confirmed in the United States

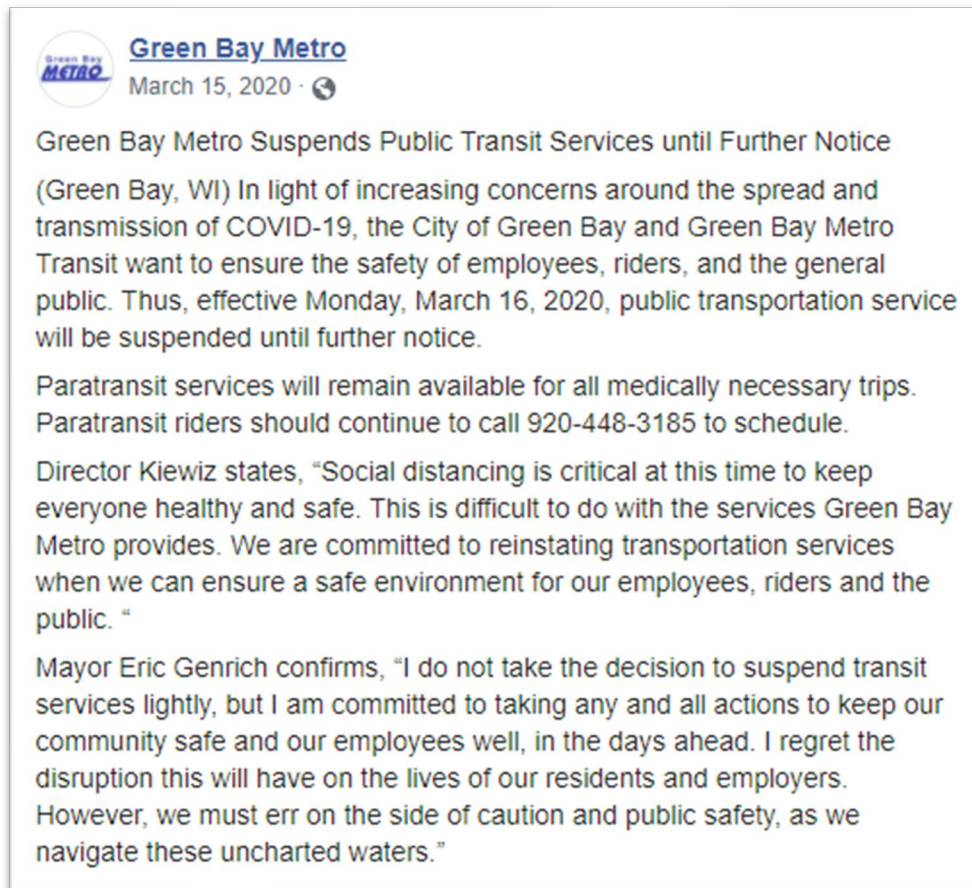
January 31, 2020 – World Health Organization declares Public Health Emergency

February 3, 2020 – The United States declares Public Health Emergency

March 11, 2020 – World Health Organization declares COVID-19 a Pandemic

March 13, 2020 – The United States declares COVID-19 a National Emergency

March 15, 2020 – Green Bay Metro issues a notice that effective March 16, 2020, Metro will temporarily suspend service to allow staff the necessary time to implement safety measures and develop an appropriate service schedule. From Metro's Facebook page:



On March 23, 2020, Green Bay Metro resumed operations. However, many service modifications

were and continue to be made including:

- Metro closes the public lobby at the Transportation Center (later reopened with social distancing protocols in place).
- Metro reduces service hours on weekdays and Saturdays.
- Metro reduces fixed route bus frequency on #6 Red and #7 Lime routes (later resumed to normal levels).
- Metro suspends #3 Gray and #5 Plum bus routes.
- Metro suspends fare collection. All passengers ride for free (fare collection resumed on July 1).
- Metro begins operating select routes upon request only. Passengers must call to request service. Subsequently, several routes are modified and return to regular service and others are eliminated due to new microtransit services being introduced.
- Metro requires rear door entry only to keep passengers distanced from driver (later resumed when passenger/driver barriers installed).
- Metro limits number of passengers on each bus at one time (limit has increased consistent with CDC social distancing recommendations but not to full capacity).
- Metro establishes additional in-vehicle cleaning protocols.
- Metro requires and provides free face coverings to all passengers.
- Metro installs air purification systems on all buses.
- Metro introduces weeknight microtransit services.

## **Funding**

### Coronavirus Aid Relief and Economic Security (CARES) Act, March 2020

Green Bay Metro is eligible to receive \$6,415,260 in Federal Section 5307 funds through the CARES Act. FTA generally will consider all expenses normally eligible under Section 5307, including operating expenses and capital projects.

Green Bay Metro has used some of the dollars to purchase the air purification system for the fixed route bus fleet, driver/passenger barriers, face masks, and cleaning supplies.

### Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA), December 2020

The Green Bay MPO was awarded was awarded \$29,284 in Federal Section 5310 funds to make available to qualified applicants. Green Bay Metro applied and was awarded the funds to purchase three Quantum automatic wheelchair securement devices to be installed on three fixed route buses. The device adds a layer of safety for passengers and drivers as it allows passengers to secure their wheelchairs themselves with a touch of a button and without the help of the driver, eliminating the close contact that is required with traditional securement systems.

### American Rescue Plan (ARP) Act, March 2021

Green Bay Metro is eligible to receive \$3,770,849 in Federal Section 5307 funds through the ARP Act. Similar to the CARES Act, FTA generally will consider all expenses normally eligible under Section 5307, including operating expenses and capital projects.

## In-Bus Cleaning Expanded



## Air Purification Systems Installed

Green Bay Metro installed air purification systems on all fixed route buses. This is the same type of air treatment technology that has been used in hospitals and laboratories. The system:

- Utilizes UV light and photohydroionization technology, actively neutralizing airborne pollutants such as bacteria, mold, and viruses, including COVID-19.
- Results in a 99% reduction of airborne pathogens.
- Can be installed directly into an existing HVAC system or as a standalone unit.
- Costs \$3,350 per unit.

### Air Purification System Installed on Metro Bus #1801



Coronavirus Aid, Relief, and Economic Security (CARES) Act funds awarded to Green Bay Metro covered the cost of the units.



APPENDIX B

