

**Minutes of Second Meeting**

**MILWAUKEE COUNTY TRANSIT DEVELOPMENT  
PROGRAM ADVISORY COMMITTEE**

DATE: April 21, 2005

TIME: 1:30 p.m.

PLACE: Milwaukee County Transit System  
Administration Facility  
First Floor Conference Room  
1942 N. 17th Street  
Milwaukee, WI 53205

Committee Members Present

Peter W. Beitzel ..... Vice President, International Trade,  
Transportation, and Business Development, Metropolitan  
Milwaukee Association of Commerce  
Brian Dranzik ..... Research Analyst,  
(representing James G. White) Milwaukee County Board of Supervisors  
Robert Madison ..... Citizen Member  
Don Natzke ..... Director, Milwaukee County  
Office for Persons with Disabilities  
Pepe Oulahan ..... Employment Center Coordinator, Esperanza Unida, Inc.  
Jeffrey S. Polenske ..... City Engineer, City of Milwaukee  
Gary Portenier ..... Program Planning Coordinator,  
Milwaukee County Department on Aging  
Richard Riley ..... Amalgamated Transit Union, Local 998  
Nancy Senn ..... Transportation Planning Manager, Milwaukee County  
Department of Parks and Public Infrastructure  
Michael E. Vebber ..... Vice President and Director of Operations,  
Milwaukee County Transit System

Staff and Guests Present

Albert A. Beck ..... Principal Planner, Southeastern Wisconsin  
Regional Planning Commission  
Daniel A. Boehm ..... Manager of Research and Planning,  
Milwaukee County Transit System  
Christopher Johnson ..... Research and Planning,  
Milwaukee County Transit System  
Kenneth R. Yunker ..... Deputy Director, Southeastern Wisconsin  
Regional Planning Commission

## **WELCOME AND INTRODUCTIONS**

Mr. Yunker called the meeting to order at 1:35 p. m., introduced himself, and asked those present to identify themselves and the agency or organization they represented. He indicated that roll call would be taken through the circulation of a sign-in sheet.

Mr. Yunker noted that drafts of the first two chapters of the report documenting the Milwaukee County Transit System development plan had been reviewed at the last Advisory Committee meeting. He indicated those chapters, along with the chapter on the existing transit system to be reviewed at the current meeting, provided background information pertinent to the study. He noted the other chapter to be reviewed at the current meeting presented the transit service objectives and performance standards to be used in evaluating the existing transit system and in the design and evaluation of transit service improvements. He stated that the real work of the study would begin with the subsequent chapters of the report documenting the evaluation of the existing transit system and the unmet transit service needs of Milwaukee County residents, alternative and recommended transit service improvements to address the identified needs, and a financial plan for the recommended transit system.

## **REVIEW OF PRELIMINARY DRAFT OF CHAPTER III, "EXISTING TRANSIT SYSTEM," OF SEWRPC COMMUNITY ASSISTANCE PLANNING REPORT NO. 279, "MILWAUKEE COUNTY TRANSIT SYSTEM DEVELOPMENT PLAN: 2006-2010"**

Mr. Yunker led the Committee through a review of the preliminary draft of Chapter III, "Existing Transit System," asking for comments and questions from the Committee as he went through the chapter. The following questions were raised and comments made by Committee members:

1. Referring to Map 3-1, Mr. Beck stated that the map was incorrect in showing that there are existing express bus routes. He noted that the map should not have identified as express service the local routes operated as contract service for the Quad Graphics plants in Sussex, Pewaukee, and New Berlin in Waukesha County or the UBUS freeway flyer route serving the Whitnall and State Fair park-ride lots. He stated the map would be revised to show these routes as local or rapid freeway flyer bus routes (see Attachment 1 to these minutes).
2. Referring to the text in the paragraph at the bottom of page three, Mr. Boehm noted that only the portion of Route No. 10 operated in Waukesha County was a contract service route. Mr. Beck stated that the text would be changed to more clearly indicate this information.
3. Mr. Polenski stated that he was aware Marquette University participated in the Milwaukee County Transit System UPASS program and, referring to Map 3-4, asked if the transit system provided special bus services to Marquette University like it does to the University of Wisconsin-Milwaukee. Mr. Vebber stated there was no special bus routes operated to serve Marquette University as the University was very well served by several bus routes.
4. Referring to Map 3-5, Mr. Boehm noted that the downtown inset to the map was missing from his copy of the draft chapter. Mr. Beck stated that a copy of the inset to Map 3-5 would be attached to the minutes (see Attachment 2 to these minutes).
5. Mr. Boehm stated that the description of the local service area for the transit system on page 5 should also identify that contract service is also provided to the New Berlin Industrial Park in the City of New Berlin. Mr. Beck stated that the text would be revised to include this information.

6. Mr. Yunker drew the Committee's attention to the graph of historic bus fares shown in Figure 3-2 and noted that fares had increased in both actual and constant dollars since the year 2000. Referring to the discussion of bus fares on page 5, Mr. Vebber noted that the impacts of the increases in cash fares that have occurred in recent years had been moderated somewhat with the availability of the UPASS for UWM students and the Commuter Value Pass for workers at large employers in the County. He requested that these pass programs also be identified in this section. Mr. Beck stated that text on these pass programs would be added.

[Secretary's Note: The following text has been added after the last sentence on page 6:

“The introduction of two new pass programs in the mid 1990's--the UPASS for UWM students and the Commuter Value Pass for workers at large employers in the County--has also served to moderate the impacts of recent increases in cash and pass fares by increasing the number of discounted fare types for frequent bus riders.”]

7. Regarding the text for the Transit Plus paratransit program on page 6, Mr. Portenier stated that he believed that the Transit Plus van service is not always provided as door-to-door service as indicated in the text but sometimes is more like curb-to curb service. Mr. Natzke requested that text discussing the fares charged for the Transit Plus service be added along with a chart of historic fares for the paratransit service similar to the one for bus fares, and that the text identify the differences between the fares charged for the van and taxi services offered. He also requested that the number of Transit Plus trips be identified in the paragraph at the bottom of page 6 to contrast with the number of rides taken on the accessible bus service provided by the transit system. Mr. Beck stated that the text on page 6 would be revised accordingly and a new figure would be developed for the Transit Plus paratransit fares.

[Secretary's Note: A new graph, Figure 3-2A, identifying the historic fares charged for Transit Plus paratransit service is included in Attachment 3 to these minutes. The following paragraph has been added after the second paragraph on page 6:

“Registered users of the Transit Plus program are charged a base fare of \$3.25 per trip for both the van and taxi services provided. There is no fare charged for personal care attendants or service animals. For van service, companions are charged \$3.25 per one-way trip and there is no extra charge for packages or bags brought along by riders. For taxi service, companions are charged \$0.75 per one-way trip and there may be extra charges for packages, wait time between destinations, and travel to/from the airport. Also, since taxicab fares are based on time and mileage, the entire cost of a long taxicab trip may not be covered in full by the \$3.25 Transit Plus fare. For trips where the total fare on the taxi meter exceeds \$14.60, the Transit Plus rider pays the regular \$3.25 fare plus the amount over \$14.60. The historic trends in the fares for the paratransit service since it was first provided in 1978 are shown in Figure 3-2A in both actual dollars and constant dollars. The last time paratransit fares were changed was in January 2004 when the base Transit Plus fare for was raised from

\$3.00 to \$3.25 per trip, or by about 8 percent. When viewed n constant (1975) dollars, the current base Transit Plus fare is only slightly higher than the fare that was charged when the paratransit service was initiated in 1978.”

The following sentence has been added after the last sentence on page 6:

“By comparison, about 1,003,400 trips were made by disabled individuals on the Transit Plus services in 2004, up from about 888,900 trips in 1999.”]

8. Referring to the information presented in the first bullet on page 7, Mr. Vebber stated that all of the buses in the 2005 fleet were now accessible to disabled individuals using wheelchairs. Mr. Boehm stated that he had some corrections to the fleet information presented in Table 3-4 that he would provide to Commission staff. Mr. Beck stated that the text on page 7 would be corrected and a revised copy of Table 3-4 would be included in the minutes (see Attachment 4 to the minutes).
9. Referring to the text in the second full paragraph on page 10, Mr. Yunker noted that another factor contributing to the need for Milwaukee County to trim transit services was the level of State transit assistance provided to the transit system. He noted that State operating assistance funds for the Milwaukee County Transit System had increased only marginally since the year 2000, not enough to keep up with inflationary increases in operating costs. Combined with stagnant Milwaukee County funding, the transit system has implemented service reductions and fare increases.
10. Ms. Senn stated that the text at the top of page 11 should be corrected to indicate Milwaukee County had renamed its paratransit program “Transit Plus” in 1996. She also asked why ridership on the paratransit service had declined in 2004 after many years of steady increases. Mr. Vebber stated that he believed ridership on the paratransit service had finally begun to stabilize. He also identified other factors that may have contributed to the decline including increases in the number of accessible buses used to provide fixed-route service and increased use of the bus system by disabled individuals using wheelchairs. Mr. Natzke stated the he believed the downturn in the economy had affected travel by disabled individuals.
11. Mr. Yunker referred to the discussion in the middle of page 13 on Milwaukee County’s increased use of Federal formula funds for system operations since the year 2000, the projected shortfall of these funds to cover transit system operating needs by the year 2008, and the potential for extensive service cuts and fare increases when this occurs given the current constraints on local funding. He stated that this indicated there was a need to consider a dedicated source of funding for the transit system that would replace County property taxes, and that this would be examined in depth in the next chapters to be considered by the Advisory Committee.
12. Referring to the discussion of transit system capital expenditures in the last bullet on page 13, Mr. Boehm stated that while over 30 percent of the bus fleet was over 9 years old, County budgets were not providing significant funds for bus replacement. He asked if the study would address the capital needs for new equipment. Mr. Yunker stated the study would include a recommended program of capital improvements including buses and other operating equipment and facilities and would identify the attendant funding needs.

13. Mr. Natzke asked that information be added to the text on page 16 concerning the use of accessible vehicles by taxicab operators in Milwaukee County. Mr. Beck stated additional text on this would be added.

[Secretary's Note: The following text has been added after the second sentence in the paragraph under Taxicab Service:

“One company, American United Taxi Service, has accessible taxicab vans for transporting disabled individuals using wheelchairs.”]

14. Referring to the description of the specialized transportation services provided by the Milwaukee County Department of Aging at the top of page 18, Mr. Portenier stated that the text should be expanded to indicate that to be eligible for the services, you must be at least 60 years of age, no longer drive a vehicle, have problems using a bus or walking to a bus stop, or not be eligible for Transit Plus or Title XIX transportation. He also noted that eligibility determinations are made by ElderLink staff within the Department. Mr. Beck stated the text on page 18 would be revised to reflect this information.

[Secretary's Note: The second sentence in the paragraph at the top of page 18 has been revised to read as follows:

“The Department of Aging sponsors three programs that serve frail, ambulatory older adults aged 60 and who no longer drive a vehicle, have problems using a bus or walking to a bus stop, and are not eligible for the Transit Plus service or Title XIX transportation.”

The first sentence in the paragraph at the bottom of page 18 has been revised to read as follows:

“Elderly Milwaukee County residents are determined to be eligible for service under these programs by ElderLink, the Department's information and assistance unit. Persons become eligible regardless of income.”]

15. Mr. Natzke suggested that the discussion of specialized transit services on pages 18 and 19 should also indicate that there are Title XIX specialized medical transportation service providers serving Milwaukee County. Mr. Beck stated that the text at the end of this section would be revised to include this information.

[Secretary's Note: The first paragraph at the top of page 19 has been revised as follows:

“Specialized transportation services were also provided within the County by a number of public and private nonprofit agencies and organizations. Most of such services were provided on demand rather than on a fixed schedule, with eligibility for service usually limited to clientele of the sponsoring agency or organization, principally elderly or disabled individuals. The county was also served by over 50 private for-profit specialized medical vehicle (SMV) transportation companies. Most of the elderly and disabled individuals using these

services are reimbursed for the cost of their trip through the Title XIX and Medicaid/Medicare programs.”]

There being no further discussion, a motion to approve the preliminary draft of Chapter III, “Existing Transit System,” as amended was made by Mr. Natzke, seconded by Mr. Boehm, and carried unanimously by the Committee.

**REVIEW OF PRELIMINARY DRAFT OF CHAPTER IV, “TRANSIT SERVICE OBJECTIVES AND STANDARDS,” OF SEWRPC COMMUNITY ASSISTANCE PLANNING REPORT NO. 279, “MILWAUKEE COUNTY TRANSIT SYSTEM DEVELOPMENT PLAN: 2006-2010”**

Mr. Yunker led the Committee through a review of the preliminary draft of Chapter IV, Public Transit Service Objectives and Standards.” As he went through the chapter, he asked for comments and questions on its content from the Committee:

1. Noting that Objective No. 2 called for addressing the comfort of users, Mr. Madison suggested that the standards under the objective should be modified or expanded to include seat comfort and ride quality. He also noted that he disliked riding on buses wrapped in advertising as the wrap reduced the ability to see outside the bus. Mr. Vebber noted that wrapped buses provided needed advertising revenue for the transit system. He stated that staff would review the standards under Objective No. 2 to determine how to address seat comfort and ride quality.

[Secretary’s Note: Service Design and Operating Standard No. 9 under Objective No. 2 on page 2d has been reworded as follows:

“All transit vehicles should be equipped with padded seats, heating/air conditioning units, and wheelchair lifts/ramps that are in good working condition. Window treatments should maintain outward visibility for passengers. Vehicle interiors and exteriors should be cleaned and inspected daily with needed equipment repairs made on a timely basis”]

2. Referring to Service Design and Operating Standard No. 8 of Objective No. 2, Mr. Natzke noted that wait times of 15 minutes or more that occur with bus service headways of 30 minutes or more were not tolerable for many disabled persons. Mr. Madison stated that he believed most bus riders would not tolerate wait times over 20 minutes. Mr. Beck stated that with the desirable headways identified under the standard, the longest wait time for bus service would be 15 minutes on weekends and holidays. He noted that during weekday peak periods, the longest wait times would be 5 minutes, and during weekday off-peak periods, the longest wait times would be 10 minutes.
3. Mr. Boehm stated that the phrase “and personnel” had been left off the end of the text of Objective No. 3 on page 2f. He also asked that when the Commission staff conducts the evaluation of the existing transit system, it should discuss with transit system staff the security incidences which would be used to evaluate Service Performance Standard No. 2 of the objective.

4. Mr. Madison noted that the text of footnote “b” on page 2h of Table 4-1 had been cut-off. Mr. Beck stated that page 2h would be reprinted and attached to the meeting minutes (see Attachment 5 to the minutes).
5. Mr. Polenske asked if a standard could be added to Table 4-1 to address accommodations for bicycles on buses or at bus stops. Mr. Vebber noted that the transit system had reviewed in the past the potential for accommodating bicycles on buses and had identified issues with exterior bike racks concerning lost advertising revenues and issues with interior bike racks concerning lost passenger seating. Mr. Beck stated that Commission staff would discuss such a standard further with transit system staff.

[Secretary’s Note: A new Standard No. 13 has been added to the Service Design and Operating Standards under Objective No. 2 on page 2d as follows:

“Provisions for transporting bicycles on transit vehicles should be considered.”

6. Mr. Natzke stated that he had some suggested rewordings for the objectives and standards in Table 4-1 which he would provide to the Commission staff for its consideration. Mr. Beck stated that staff would review the changes and incorporate them into the table.

## **ADJOURNMENT**

Mr. Yunker stated that the Commission staff would schedule the next meeting of the Advisory Committee after staff had completed Chapter V documenting the evaluation of the transit system. He noted that there would likely be a substantial period of time before the next meeting, as the next chapter and work element would necessarily include an evaluation of the performance of the existing transit system, an identification of unmet transit needs of Milwaukee County residents, and a projection of future financial performance and potential future fare increases and service reductions, all of which would require coordination with, and review by, the Milwaukee County Department of Transportation and Public Works and Milwaukee County Transit System staffs. There being no further business, the meeting was adjourned at 3:20 p.m. on a motion by Mr. Madison, seconded by Ms. Senn, and carried unanimously by the Committee.

Respectfully Submitted,

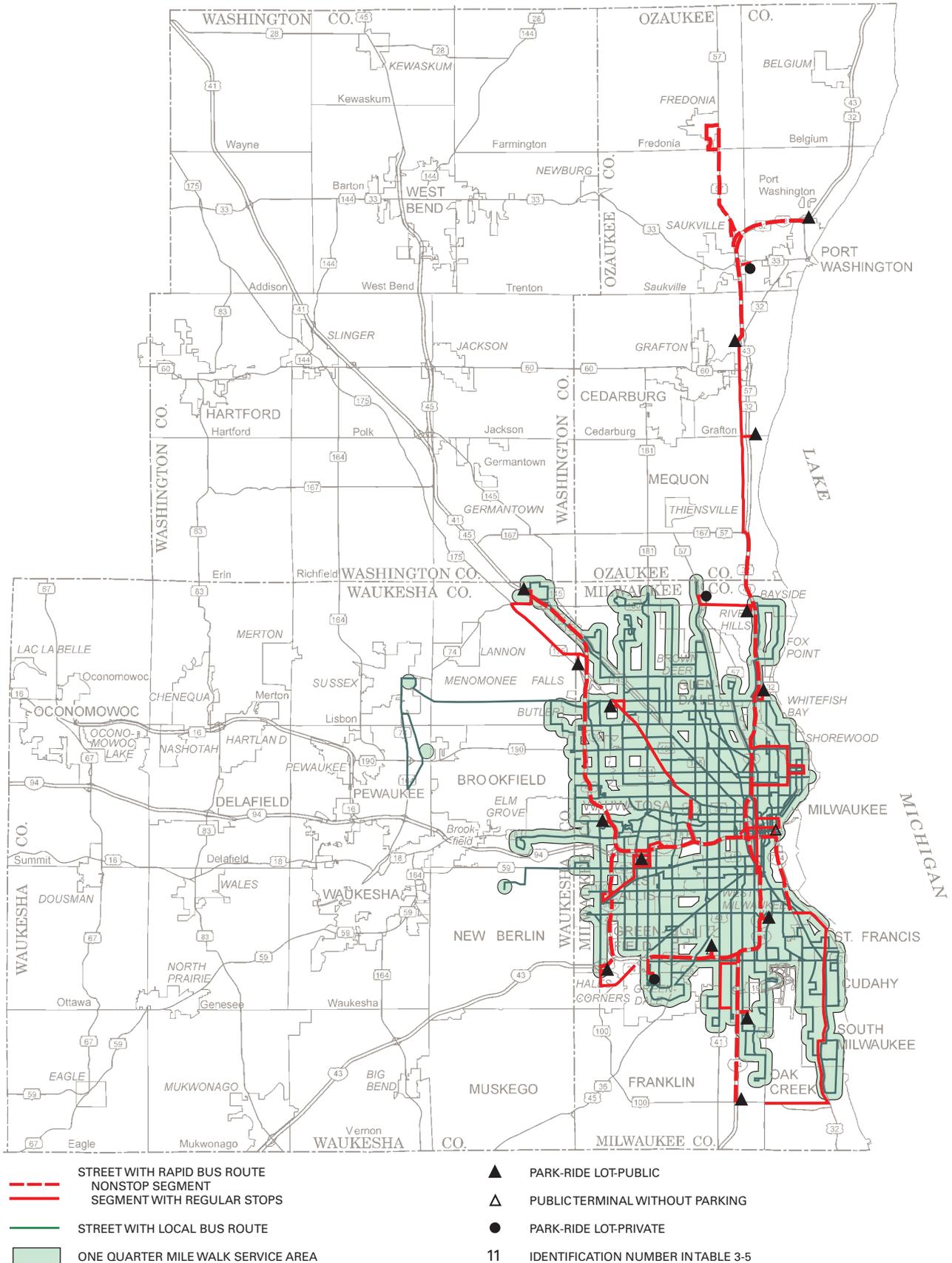
Albert A. Beck  
Acting Secretary

# Attachment 1

## Map 3-1

AAB/rlm  
12/15/06  
Doc#99494

### EXISTING PUBLIC TRANSIT SERVICE PROVIDED BY THE MILWAUKEE COUNTY TRANSIT SYSTEM: FALL 2004



Attachment 2

INSET TO MAP 3-5

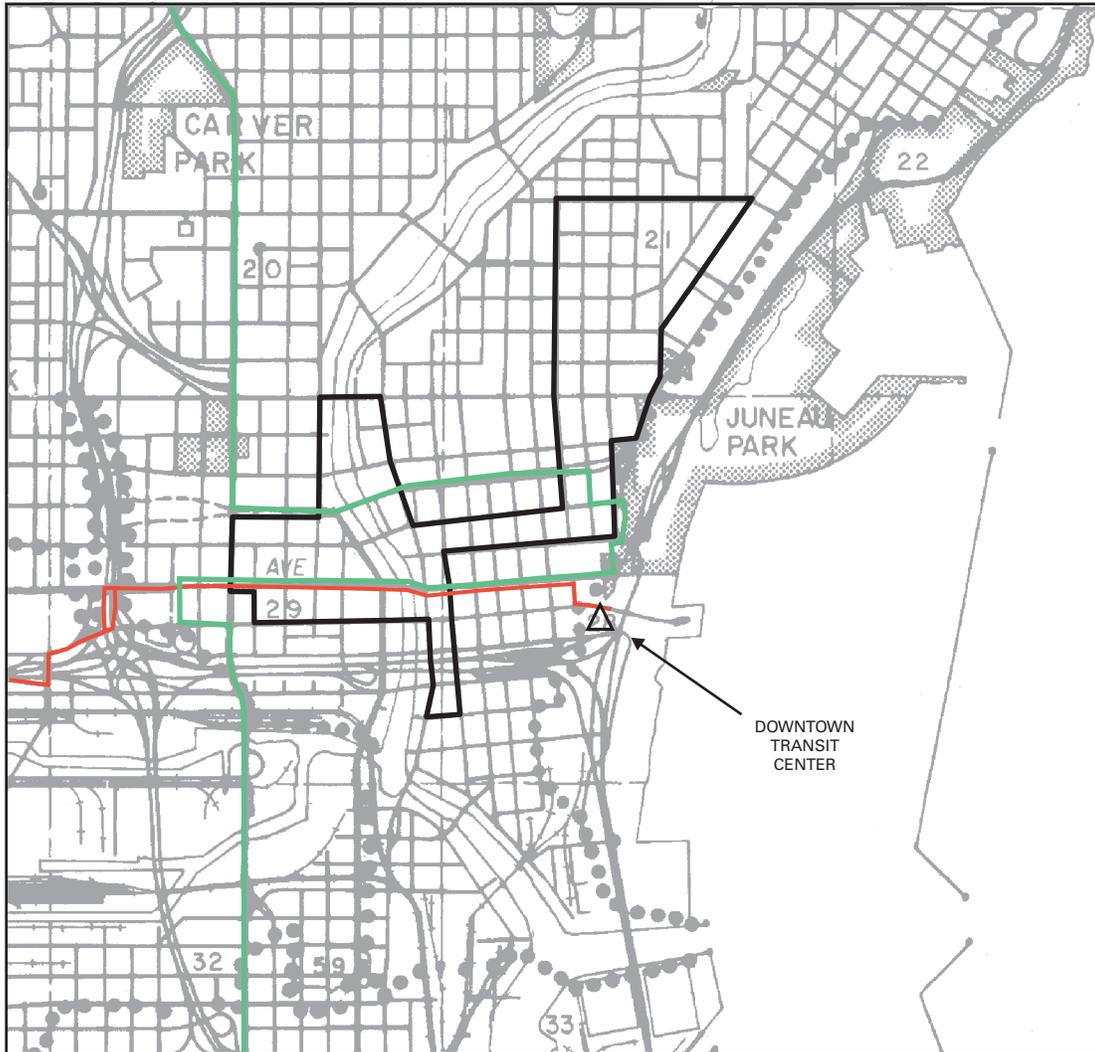
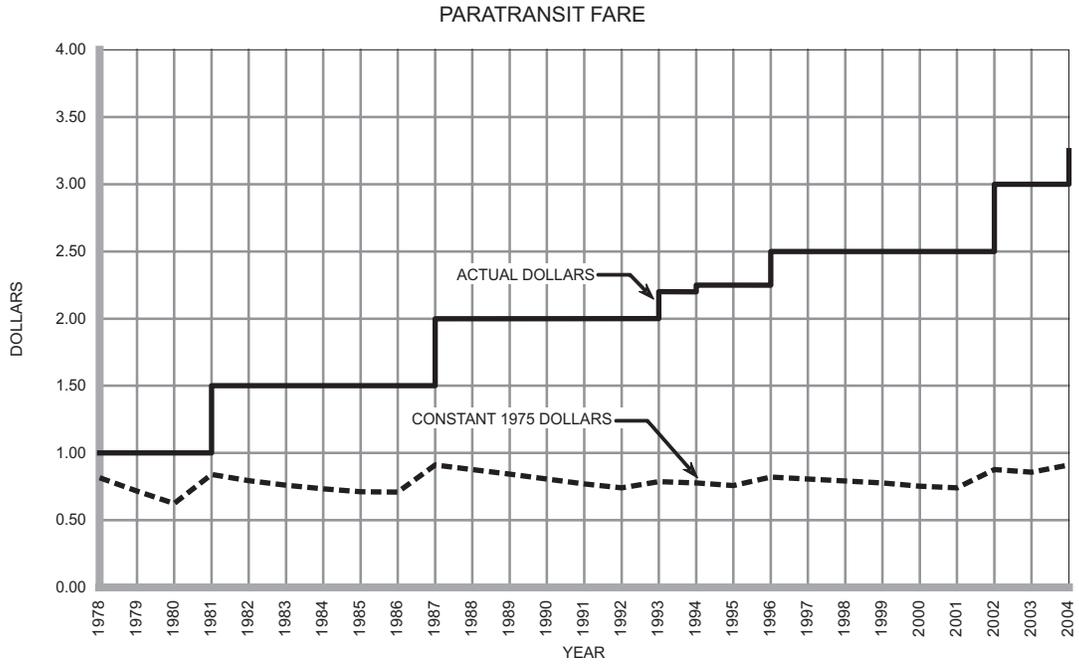


Figure 3-2A

**HISTORIC FARES FOR PARATRANSIT SERVICE CHARGED  
BY THE MILWAUKEE COUNTY TRANSIT SYSTEM: 1978-2004**



Source: Milwaukee County Transit System and SEWRPC.

**Table 3-4**

**FIXED-ROUTE BUS FLEET OF THE MILWAUKEE COUNTY TRANSIT SYSTEM: WINTER 2005**

Type of Bus		Number of Buses in Active Fleet	Length (feet)	Seats per Bus	Year of Manufacture	Special Equipment			Age (Years)
Make	Model					Air Conditioning	Wheelchair Lift/Ramp	Kneeling Feature	
New Flyer Industries.....	D40LF	146	40	39	1996	Yes	Yes	Yes	9
New Flyer Industries.....	D30LF	9	30	25	1997	Yes	Yes	Yes	7
New Flyer Industries.....	D40LF	90	40	39	2000	Yes	Yes	Yes	5
Chance Bus, Inc. ....	V524	4	29	22	2000	Yes	Yes	Yes	5
New Flyer Industries.....	D40LF	69	40	39	2001	Yes	Yes	Yes	4
New Flyer Industries.....	D40LF	40	40	39	2002	Yes	Yes	Yes	3
New Flyer Industries.....	D30LF	20	30	25	2002	Yes	Yes	Yes	3
Gillig Corporation <sup>a</sup> ...	Low Floor	5	40	37	2002	Yes	Yes	Yes	3
New Flyer Industries.....	D40LF	51	40	39	2003	Yes	Yes	Yes	2
New Flyer Industries.....	D40LF	30	40	39	2004	Yes	Yes	Yes	1
New Flyer Industries.....	D40LF	15	40	39	2005	Yes	Yes	Yes	Less than 1
Total		479	--	--	--	--	--	--	Average 5.1

<sup>a</sup>Buses owned by Ozaukee County and used exclusively to provide service on Route No. 143.

Source: Milwaukee County Transit System and SEWRPC.

Attachment 5

Table 4-1 (continued)

<sup>b</sup> Potential bus shelter locations shall be reviewed and scored against criteria which are deemed to warrant the construction of a shelter, with a range of point values assigned to conditions for the criteria that rate the relative need for a shelter. The total point value for each location shall determine its rank in a prioritized listing of potential sites with a maximum possible total score of 100 points for each location. The criteria and conditions used to rank bus shelter locations are as follows:

Conditions Warranting Bus Shelter	Point Value	Conditions Warranting Bus Shelter	Point Value
<b>Boarding Passenger Counts</b>		<b>Facility or Land Use Being Served</b> (values are additive up to a maximum of 10 points)	
Less than 25 passengers .....	0	Not a transit trip generator.....	0
25-74 passengers .....	10	Commercial or shopping center .....	5
75-149 passengers .....	20	Industrial plant or office building.....	5
150-299 passengers .....	30	Park or recreation center .....	5
300 or more passengers.....	40	Other significant transit trip generator .....	5
<b>Passenger Waiting Time</b> (one-half of the midday headway)		High density residential area.....	10
Less than 3.0 minutes.....	0	Facility or activity for elderly individuals .....	10
3.1-6.0 minutes.....	4	Facility or activity for disabled individuals .....	10
6.1-9.0 minutes.....	8	Hospital, medical center, or clinic.....	10
9.1-12.0 minutes.....	12	University, college, or public secondary school .....	10
12.1-15.0 minutes.....	16		
More than 15.0 minutes.....	20		
<b>Bus Stop Situation</b>			
Not a transfer point.....	0		
Transfer point.....	10		
<b>Exposure to Weather Conditions</b>			
None.....	0		
Minimum .....	5		
Average.....	10		
Full.....	20		

<sup>c</sup> A reasonable period of time should be allowed for ridership to develop and stabilize before evaluating the performance of new transit services to determine if the service should be continued, modified, or eliminated. Generally, new transit services should achieve 40 percent of average performance levels for existing routes after six months of operation; 60 percent of average performance levels for existing routes after nine months of operation; and 80 percent of average performance levels for existing routes after one year of operation. The period for services that are funded through federal or state transit demonstration grants may be extended to coincide with the period for the demonstration grant.

<sup>d</sup> The productivity frequency index (PFI) is an analytical tool developed by the Milwaukee County Transit System which measures the relationship between passengers per revenue vehicle hour of service and the service frequency, or headway on each bus route. The index is calculated for each route in the transit system by service period as follows:

$$PFI = \text{Boarding Passengers per Revenue Vehicle Hour} \times \frac{\text{Average Headway on Route}}{60 \text{ Minutes}}$$

The PFI values calculated for each route are compared against target values for the transit system to assist in determining if changes in the headways on the route should be considered.

<sup>e</sup> During 2004, the transit system carried about 41 total passengers per revenue vehicle hour systemwide on all services and the regular routes operated on an average weekday carried about 35 total passengers per revenue vehicle hour.

Source: SEWRPC.