



# City of Madison

City of Madison  
Madison, WI 53703  
www.cityofmadison.com

## Meeting Minutes - Approved TRANSIT AND PARKING COMMISSION

*PLEASE NOTE: This meeting can be viewed in a live webcast of Madison City Channel at  
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Wednesday, April 8, 2015

5:00 PM

215 Martin Luther King, Jr. Blvd.  
Room 260, Madison Municipal Building  
(After 6 PM, use Doty St. entrance.)

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### A. CALL TO ORDER/ROLL CALL

The meeting was called to order at 5:00 PM.

**Present:** 10 - Lucas Dailey; Chris Schmidt; Anita Weier; David E. Tolmie; Wayne Bigelow; Gary L. Poulson; Margaret Bergamini; Ann E. Kovich; Kenneth Golden and Kate D. Lloyd

Poulson thanked Bergamini for filling in as Chair at the March meeting.

Please note: There is one vacancy on the Commission, in the position of Second Alternate. Also, please note that Dailey arrived at 5:13 PM, during Item E.2.

### B. APPROVAL OF MINUTES

A motion was made by Schmidt, seconded by Bigelow, to Approve the Minutes of the March 11, 2015 meeting. The motion passed by voice vote/other.

### C. PUBLIC APPEARANCES

Newly appointed Asst. Parking Utility Manager Scott Lee introduced himself to the Commission, and said his official start date would be 4/27. Members and staff then briefly introduced themselves to Lee.

### D. DISCLOSURES AND RECUSALS - None.

### E. TRANSIT AND PARKING MONTHLY REPORTS

#### E.1. [37920](#)

Parking: March 2015 Activity Report, and Revenue-Expense-Occupancy Reports - TPC 04.08.15

Interim Parking Operations Manager Bill Putnam commented as follows.

- In the transition to the new MUNIS financial system, getting numbers that were comparable from last year to this had been quite challenging.
- Revenues and occupancies reflected some funny trends, showing revenues down but occupancies up.
- As staff transitioned into the new program, hopefully they could work out some of these issues.
- Putnam didn't think revenues being down compared to last year was accurate, esp. since occupancies in 2015 were up substantially compared to 2014.
- Members would probably want to take this into account as they reviewed the

report.

- When asked, staff said that though parallels had been run for the Payroll portion of the new financial system, they weren't aware of parallels being conducted for other modules.
- Unlike the old system, the new system could not automatically back out sales taxes on user fees.

Poulson thanked Putnam for serving as the Interim Parking Manager, attending their meetings and providing the info they needed. Putnam said he looked forward to working with Lee and having direction to move forward on projects. Schmidt/Tolmie made motion to receive the report. The motion passed by voice vote/other.

E.2. [37921](#)

Metro: YTD Fixed and Paratransit Performance Indicators - TPC 04.08.15

Metro Transit General Manager Chuck Kamp reported as follows.

- Bus ridership was down 3% in the first two months. Paratransit was up.
- It was a little early to know if this was a trend. The #1 change from last year was gas prices, which they would be monitoring to see if that was having an effect.
- Epic had expressed interest in adding more service. But Metro was at peak-hour capacity, and Epic's schedule was such that they needed peak-hour service not off-peak. So Metro was not able to accommodate them at this time.

Bergamini noted that UW ridership in certain of the programs in December-January-February of the previous year had skyrocketed; and though the numbers had fallen back a bit this year, they were still trending upwards. Kamp agreed that January and February were different last year; but noted that school was closed for a couple of days at MMSD. Staff wasn't sure how all this all factored out, but they would be trying to sort that out.

Concerned that Epic might go and contract with someone else, Golden wondered if Metro might look at under-utilized routes and maybe move some of its service around to be able to provide more service to Epic, without making unacceptably bad changes. At least, perhaps Metro could provide an update on some of the routes with lower productivity.

Kamp said they would put the question on their agenda for the Service Development Committee; but that the one or two riders on such routes were sometimes those who also appeared at public hearings. Golden said they might be facing two bad choices, but that rather than not having the choices before them, they might have to make some difficult decisions. He doubted that such a review would yield something, but he would feel bad if they didn't look at it. Kamp said if they had such info available by the May meeting, staff would add it to the agenda.

When asked about the impact of the new MUNIS financial system, Kamp said probably the biggest impact was in Payroll. With 450 employees, payroll entry was taking much more time. Metro was on a Public Works team, which was funneling all their concerns about MUNIS through to Finance, providing prioritized feedback on some of the issues. When asked whether Metro had questions about their financials like those raised by Parking, Kamp said he knew ridership was accurate because it was not touched by MUNIS; and financials were delayed as much by being in the midst of the 2014 audit, as by

MUNIS. But there still was the issue of getting financials up and running; staff would keep the group informed about that.

Golden/Weier made a motion to receive the report. The motion passed by voice vote/other.

## F. INFORMATIONAL PRESENTATIONS AND DISCUSSION ITEMS

### F.1. [37922](#) Metro: Equity Findings from the 2008 On-Board Survey, presented by Kyle Schroeckenthaler - TPC 04.08.15

Kamp introduced Kyle Schroeckenthaler, who was the recipient of an American Public Transportation Foundation scholarship for 2014-15 school year. A student at the UW, Schroeckenthaler was helping Metro with a number of projects. Because Metro was doing a new survey right now, they had asked Schroeckenthaler to go back and examine their findings from the 2008 on-board survey, and focus on equity.

Schroeckenthaler discussed the report. (Please see PowerPoint document attached.) Members asked questions and commented as well.

- Using some clean samples from the 2008 survey, he looked at how Metro's Title VI obligations were affected, and what they might want to look for in the 2015 survey.
- He focused on seven variables: (System characteristics) how people paid, transfer rates, trip purpose; (rider characteristics) race/ethnicity, age, income, vehicle availability.
- These variables separated people into groups, to see if there was equitable service use or provision for the different groups.
- From this information came five major findings (page 4).
  - 1) 10-ride pass program: used by older, wealthier riders.
  - 2) Cash: used disproportionately by riders who did not have a vehicle available (more likely to be transit-dependent riders than choice riders).
  - 3) Cash: more likely to be used by African-American riders (which had equity implications).
  - 4) Transfer rates: African-American riders transferred at higher rates than other races/ethnicities, as did transit captive riders.
  - 5) Racial groups used the system for different purposes, which might affect transfer rates.
- Those who didn't have a vehicle available were more willing to accept transfers.
- The 2008 survey looked at three payment methods: cash, pass, and 10-ride. The 2015 survey would have more granularity.
- (Chart 1) A greater share of older age groups paid with a 10-ride pass. The exceptions were among younger riders, with less access to unlimited ride pass programs; and among 65+ riders, who could pay the Senior \$1.00 cash fare, and no longer had an incentive to buy the 10-ride pass.
- (Chart 2) Likewise, as income went up, riders were more likely to pay with 10-ride pass. Few riders reported that they had more than \$100K income. Many students may fall into the <\$10K category, which could throw off the trend in decreasing cash use as income went up.
- "Pass" referred to all unlimited ride passes: UW, MATC, Meriter, St. Mary's, City of Madison, 31-day passes.
- In 2008, the UW students couldn't be separated out from the survey data. So with everything it had to be considered that this very large ridership population

had fairly unique characteristics and may not behave like other ridership groups.

- He couldn't calculate the significance of the differences in cash, because of using a clean sample and trips weights calculated by Cambridge Systematics.
- However, the trend was very consistent, and the largest sample sizes were in higher groups. So while they probably weren't all statistically significant, they were meaningful.
- (Kamp) In the 2009 across-the-board fare increase, when asked, they could say that lower-income individuals used cash fares more. This was the reason for the creation of an unlimited ride pass for low-income riders, with 450 such passes/month now. Also, transit literature across the country noted a trend; where income was less, cash use increased. The findings were consistent with that.
- (Kamp) At the very lowest income levels, we might be talking about individuals who were accessing social services that might be providing them with bus passes. So at <\$10K income, riders might not be using cash as much.
- The 2008 survey did not include School Dodger routes. So the MMSD population riding with passes on those routes would not be captured in the data.
- But the MMSD riders with passes using regular routes were captured. The survey contained a category for homebound school trips; there was a population riding mainline routes to school.
- (Chart 3) A majority of all 10-ride passes were purchased by riders over 45, which was not the case for the other fare categories.
- (Chart 4) Only pass fares had a higher share of choice riders (with vehicle availability) than transit-captive riders. Unlimited pass riders and 10-ride pass riders had comparable levels of vehicle availability vs. not. But with cash fare riders, 2.5 times as many people did not have a vehicle available for that trip as those who did.
- (Bigelow) In other words, riders without vehicles didn't have much money, and couldn't afford a pass because they cost too much; so they paid trip by trip.
- The same thing was reflected in the findings on income and cash use, and was further made clear by vehicle availability.
- (Golden) In public hearings about a fare increase around the time of the survey, human service groups had testified that their lowest income clients were dependent on cash fares. As a result, the Commission had actually skewed the proportions in the deep discount system, and kept the cash fares lower. Then the info had come in anecdotally; now it had come in analytically, and verified what they had heard.
- Though the survey findings contained no real surprises, it was good to have the data to back up what was generally known in the industry.
- (Chart 7) Black riders account for 40% of multiple transfer trips, while 80% of one-seat trips (i.e., no transfers) were taken by those who self-identified as white.
- (Chart 6) 50% of trips taken by Black riders involved at one transfer vs. 20% for a White or Asian rider. The survey findings showed a significant racial disparity in terms of transfer rates.
- Transfer rates were not something the Feds (through Title VI) would be specifically interested in, but this data would serve as a proxy for quality of service, and the ability of people to get to the destinations they were trying to reach.
- This was not completely within Metro's control. It was also about the spatial distribution of people in Madison, and how easy it was to connect people.

- Along with being something that might be considered from an ethical view, there were also federal laws to consider.
- (Bigelow) They didn't have cross-tabs for Blacks by vehicles and income, but perhaps this data reflected that people with a higher income or vehicles available weren't going to take trips that involved transfers. But people without vehicles took what they got; and if they had to go to different places around town, they had no choice, they had multiple transfers. They really needed the cross-tabs to understand this better.
- (Kamp) The current 2015 survey was one of the reasons they wanted to look more closely at the findings from the 2008 survey, to get help from members to focus on the correct questions for the 2015 data.
- (Bergamini) Because rides from home to work or school accounted for so many of the rides, they might want to consider where jobs were located, vis a vis system orientation and place of residence. Madison no longer had just one employment center (the Isthmus); it had multiple employment centers with many lower income jobs located on the periphery of the city. They needed to look at how well they were connecting peripheral neighborhoods to one another, an issue that had been with them forever in Madison.
- Re: Title VI and transfer rates and how they affected the quality of service, riders were directly concerned with trip length and time; but there was an even greater disutility involved because people valued their time waiting for a bus at a stop or at a transfer, even more than they did time sitting on a bus. So the issue was very relevant to providing equitable service.
- However, transfer rates were not a direct measure. The best measure would be to have the full amount of time waiting for a transfer and the amount of time waiting on the bus. People would still prefer to have a 5-minute transfer and a 5-minute ride, rather than to take an hour ride. Transfer rates were still only a proxy for the whole trip; but it was the only information they had.
- (Kamp) The federal law looked at issues related to fares, trip length, frequency, but he wasn't sure if it dealt with issues related to transfers. However, Metro would be analyzing this issue in the (2015) data, and it would be helping them in their next Title VI update.
- (Golden) As they dug down into this, they needed to consider origin and destination variables.
- (Golden) For example, the Allied Drive area with a high concentration of Black people was served by two routes. If these two routes didn't take a person where they wanted to go, they would have to transfer. Similarly, he recalled testimony about the insufficiency of service in the Broadway corridor (because of Monona and the Glendale area). The bus serving that area may got people to the South TP; then they could go where they wanted to go. But the route itself didn't really not take people anywhere. The County was pleased to locate the Job Center out near the Airport, but how did this serve Black populations who lived on the West or South side? How many routes ran on Sherman Avenue? It wasn't an abundant corridor. The Urban League was located on Park Street. How many buses originated somewhere and went directly down Park Street?
- (Golden) Perhaps putting aside political correctness to some degree, they might want to factor in destinations where Black people needed and wanted to go, such as human service agencies that served these populations.
- The 2008 data would allow them to do all these cross-tabs, but every time another variable was added, the population got smaller and smaller. They only had 4,600 to start with.
- For example, on the 50% trips slide (Chart 6), they showed high transfer rates

for Native Americans. But this reflected only 16 samples out of 4,600. It would be hard to claim this was statistically significant. At some level, it was helpful to talk about the larger group too, and understand that there was diversity within a racial, age or income group, and that there was some correlation but it was neither 100% or 0%.

- (Bigelow) Yet, the issue of transfers came down to, was it because they were Black, or was it because they had no income and thus didn't have a vehicle? A pretty simple cross tab. Did they not have a vehicle and needed to do more transfers because they wanted to go from home to wherever, or were they people who had vehicles and were only taking the bus because they had a choice. It mattered to them because it may not race; it may be income and vehicle availability.
- It was hard to separate out causality.
- (Kamp) They had had the data for seven years, and it had only been since the APTA scholarship and Schroeckenthaler's ability to drill down into the data, that they were able to use it to help inform their 2015 survey.
- (Weier) From other data, we already knew that Black people did have lower incomes. So there were logical things here without even looking.
- Looking at Chart 5, Black and multiple race riders were twice as likely to use cash as other race/ethnicities.
- Re: vehicle availability and transfers (Chart 8), there definitely was a disparity: If a person had a car available, they were much less likely to accept a transfer.

Schroeckenthaler noted that Metro had a LaFollette project group working on another project for them; and he himself was working on a different project for City Engineering. He had brought an outside scholarship to give them the opportunity to do this work, but there was unpaid labor available. Kovich said the findings had raised very interesting information, and it was a good idea to look back at it, in order to ask better questions to collect better data on the current survey. Bergamini pointed out that the 2015 survey was already being conducted, and they couldn't revise the questions being asked this year.

Kamp said they had a lot more questions on the 2015 survey, both because of the Title VI report and the community's discussion on equity, that would drill down on most of the questions that he had heard today. The primary focus of the 2008 survey was the commuter rail study; but they also used it for other things like their Title VI report. They were doing the current survey because of having some additional funds that weren't expended during the commuter rail study, which were allowed by federal use to be applied to the BRT alternatives analysis about to get underway. In the current survey, they were also asking questions to help them with equity and Title VI. They were given the money to do this very comprehensive and elaborate survey, which should produce a larger sample size and better data to inform them as they worked through the policy implications of some pretty sensitive issues.

Schroeckenthaler added that, because of its goals, the sampling in the 2008 survey over-sampled the core commuter routes and under-sampled a lot of the peripheral routes (which could affect the validity of some of the findings). Hopefully the next survey would provide better data about how the outer routes were serving people. When asked, Schroeckenthaler said the 2008 survey did include questions about household size. The full report would be sent electronically to all the members.

Golden said he was troubled by learning that Black people were more frequently paying with cash, which meant they were paying more for a service that the rest of the community was getting. While it might be adverse to Metro's revenues, he thought the City would want to look into this. They needed more data: Were Black riders frequent riders, riding 30 times a month and paying cash 30 times a month? Or were they talking about 30 riders riding once? Were there methodologies available to help with this? Perhaps they could find a way to convert frequent Black riders to some sort of pass to save them some money, which, if they were low-income people, would give them more resources for other needs. This was an issue that needed to be on the table. It went beyond Metro and beyond this Commission. He suggested that Kamp might bring the issue to managers meetings or wherever he could communicate with the broader City organizations. Whether the number of people being impacted was large or small, the 2015 survey should help provide the data to inform this.

Poulson thanked Schroeckenthaler for his scholarship and his presentation. Kamp added that Schroeckenthaler was also helping Metro do a cost/benefit analysis of building vs. not building a bus garage, and its impact on the community. Schroeckenthaler was at the LaFollette School of Public Affairs and held a Certificate in Transportation Management and Policy.

F.2. [37923](#)

Metro: Update on 2015 TIGER Grant and enacted Leg. File 37773 - TPC 04.08.15

Kamp said that with Alder Schmidt's help, the resolution to authorize Metro to apply for the TIGER grant was introduced and passed at the 3/31 meeting. Last year there was 4-week turn-around time to apply, and knowing the grant was about to be released shortly, they were concerned about the timing.

This year, it was a two-phase application process: the first phase would state their reasons why they needed the grant to build a satellite bus facility; and the second phase (due in June) would provide supporting documentation, such as letters from contract partners and others. They were looking to amend the contract with RNL Design, who did the preliminary schematics primarily for the Fleet, but which also included City support for a satellite bus garage at that facility. Staff would continue to keep this on the agenda.

F.3. [37924](#)

Metro: Update on previously proposed Wi-Fi services on buses and related fare increase - TPC 04.08.15

Kamp said that around the time of the public hearing on the fare change to fund Wi-Fi, the Mayor asked Metro to do additional detailed research on how Wi-Fi had worked or not worked in transit systems around the country. Their research revealed a number of issues that suggested either they needed a more robust system; or, with efforts underway to provide city-wide Wi-Fi using different delivery mechanisms, there may be a better way to do Wi-Fi.

So the Mayor had decided to indefinitely postpone Wi-Fi on buses, which in turn precluded Metro's need to ask the Commission for an unlimited ride pass fare increase. The update was on the agenda in case members had questions for staff about Wi-Fi or about the process. Metro would not be bringing back a fare increase proposal. Members had no questions.

**G. UNFINISHED BUSINESS ITEMS**

- G.1. [37925](#) Metro: Action on proposed service changes on Routes 26 and 36, including added service to UWH-East facility, effective May 24, 2015 - TPC 04.08.15

Having heard a few comments at the hearing which focused on the schedule of the Route 26, Kamp said staff had modified the proposed schedule, to better accommodate transfers with other routes. With the UW Hospital-East about to open, Metro hoped to implement the changes towards the end of May.

Metro's Planning and Scheduling Manager Drew Beck said they went back and looked at when all the different routes arrived at East Towne. Route 6 had many variations, causing it to take different amounts of time to pull into East Towne. They were able to accommodate transfers from Routes 20 and 30 very well in their revision to the schedule, and they were able to pick up more of the Route 6 arrivals as well. They were really happy to react to the feedback, and come up with a positive solution to it.

Bigelow/Schmidt made a motion to approve the proposed service changes. When asked, Beck said they were able to address all the concerns expressed at the hearing except for those about Route 25, tentatively slated for elimination in August. They were targeting the same times out at American Family headquarters with the Route 26, which should make the Route 25 redundant. There would be more discussion about Route 25 when they looked at the proposed changes scheduled for August. They weren't asking that the Route 25 be eliminated now, because they would see how all the different routes and current set of changes functioned between now and when the next round of changes were considered. A vote was taken and the motion passed by voice vote/other.

**H. NEW BUSINESS ITEMS**

- H.1. [37359](#) Dissolving the Ad Hoc Parking Strategic Plan Committee and directing actions to fulfill its charge.

Registrant Susan Schmitz, representing DMI and BID, said that they had already set up a Subcommittee to help with some of the issues outlined in the resolution. For example, State Street businesses had a lot of good information about Special Event pricing. If the Commission had any assignments for the Subcommittee, if data or info was needed, they would be happy to help.

Mayoral Assistant Anne Monks responded to a question about Item 10, related to cross-division staff team work on a grant for an intercity bus terminal at the Campus garage. Monks said the Commission or any committee could be briefed any time on any of the items shown in the resolution. With regard to this particular question, the cross-division team did not yet exist. However, Parking staff had already been looking at a few design options for a terminal, and were on the priority list for TIGER Grant applications. In fact, Parking's application had come in second to the application for the new bus barn; so as that moved forward, Parking would move up on the priority list. Monks also mentioned that some front work still had to be done to clarify with the bus companies that they would cooperate with the City.



Kamp added that at a staff level, Metro was already working with Traffic Engineering on some of the issues with an intercity bus terminal. They had relationships with some of the bus companies because they contracted with Metro at Dutch Mill; and they kind of knew who cooperated with them on their payments or who didn't. They were having conversations about other transit coordination issues. Though referred to as #2 on the TIGER list, this was also a priority for Metro; but at the moment, to be successful in the TIGER grant process, they were advised to focus on one project.

Monks said that if the Commission wanted to be part of dialogue about that issue soon, that could happen. Poulson said that the resolution talked about appropriate committees, and the TPC certainly was that. Golden thought it would be good for the staff team, once it was put together, to be put on the agenda to come and solicit ideas/concerns from the Commission, in order for it to have some influence before plans got too far along; to discuss such elements as the amount of commercial space at the terminal. That way, if someone came up with something that wasn't anticipated, it wouldn't come up at the end when it would be harder to accommodate. Monks said that Alder Schmidt had made that case already.

A motion was made by Schmidt, seconded by Dailey, to RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER. The motion passed by voice vote/other.

H.2. [37926](#)

Metro: Request for Public Hearing in May regarding proposed service changes to Routes 6, 25, 10, 11 and 12, effective August 2015 - TPC 04.08.15

Kamp said staff was providing quite a bit of detail about the proposed service changes, with an overview of the routes, schedules, and reasons for doing them. Metro typically did their annual service changes in August. Unlike the changes just approved that were hurried along at the request of UW Hospital, these were on the normal schedule, with a public hearing in May, TPC action in June, and changes implemented in August. Members had no questions for staff. Schmidt/Weier made a motion to authorize a public hearing in May. The motion passed by voice vote/other.

I. **REPORTS OF OTHER COMMITTEES - for information only; no action required.**  
(Most recent meeting minutes electronically attached, if available)

[07828](#)

ADA Transit Subcommittee  
Contracted Service Oversight Subcommittee  
Parking Council for People with Disabilities  
Long-Range Transportation Planning Commission  
State Street Design Project Oversight Committee  
Joint Southeast Campus Area Committee  
Madison Area Transportation Planning Board (MPO)

J. **ANNOUNCEMENTS AND FUTURE AGENDA ITEMS**

J.1. **General announcements by Chair (Verbal announcements, for information only)**

Poulson thanked Alders Weier and Dailey. He appreciated their service to the Commission and to the city at large. Dailey said he was looking forward to joining the illustrious ranks of former alders. Poulson hoped the two would consider serving on some City committee.

Poulson also noted that over the coming month, they would be looking at reappointments and who would serve on various subcommittees. In particular, three to five TPC members were needed on the TPC Parking Subcommittee to address the strategic planning issues for Parking outlined in Leg. File 37359.

**J.2. Commission member items for future agendas - None.**

#### **ADJOURNMENT**

A motion was made by Bigelow, seconded by Weier and Dailey, to Adjourn at 6:07 PM. The motion passed by voice vote/other.