

BUBLR BIKES: A BIKE SHARE SYSTEM FOR ALL MILWAUKEEANS

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EXECUTIVE SUMMARY

A key tenet of Bublr Bikes is to be widely and easily accessible to all Milwaukeeans. For assistance in reaching this goal, Midwest Bike Share, Inc., which owns and operates Bublr Bikes, hired my firm, Bottlewood Communications, to conduct community outreach with low-income neighborhoods (LINs) and communities of color, which have been traditionally underserved and/or underrepresented in national and international bike sharing systems, and to recommend specific actions that Midwest Bike Share could adopt to ensure an equitable system.

This report summarizes the results of my six-month outreach project and includes recommended strategies Midwest Bike Share should consider to ensure an equitable bike sharing system in Milwaukee. It includes a basic overview and history of Bublr Bikes, a description of the outreach project and scope, a summary of conversations with community residents and stakeholders, a review of what other bike share systems are doing to address equity, and my recommendations – based on all of the above – for an equitable system.

Strong Community Support for Bike Share in Milwaukee

Overall, community residents and stakeholders strongly support and view bike sharing as an affordable, environmentally sustainable, healthy, and fun method of commuting around the city and their neighborhoods. However, underlying much of the conversation about bike sharing was a “wait and see” attitude, especially among LIN advocates and organizers. In other words, “we love this if it would work, but...” The hesitation in part comes from an awareness of the failure of most bike share systems to be fully accessible to all residents, as well as an underlying sense that Milwaukee LINs are not consistently involved in transportation systems.

Bublr Bikes: A Bike Share System for Everyone

Anecdotal and statistical data shows that most systems, despite their stated commitment to be accessible to all residents, tend to be used primarily by the usual cycling suspects, that is, white, college-educated, affluent males. Station locations in other systems tend to be sited in downtown, near-downtown, or relatively affluent, dense neighborhoods that have an already high commitment to cycling (the “low-hanging fruit” of most nascent bike share systems).

Based upon my analysis, I’ve identified the following specific actions that can promote usage of Bublr Bikes in Milwaukee’s LINs:

- Develop and maintain a year-round community outreach program and presence.
- Partner with residents and stakeholders in LINs to collaboratively identify, implement, and evaluate community-driven recommendations for station location, pricing, and promotion.
- Offer subsidized and discounted passes.
- Offer alternatives to credit and debit cards for passes through bank partnerships or employer/housing authority/nonprofit organization sponsorships.
- Provide easy (in-person) or over the phone membership registration.
- Place maintenance facilities and/or commit to hiring certain % of staff from LINs.

But the single, best thing that Bublr Bikes (and other bike share systems) can do to ensure an equitable system is to put more stations in LINs. While arguably it is the most expensive approach, growing research indicates that a lack of stations in LINs is the single largest barrier to using bike share systems in LINs, despite the growing body of evidence showing that ridership amongst low-income residents – particularly Latinos and African-Americans – is on the rise.¹

Most systems have historically started out in more affluent neighborhoods, mostly to “make money,” with expansion into LINs an important, but secondary goal. **BublR Bikes has an opportunity to become a leader in equity by reversing this typical expansion strategy.** By so doing, BublR Bikes will join Philadelphia and several other cities who are committed to an equitable system open to all residents.

Nancy Ketchman
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July 1, 2015

CHAPTER 1: BUBLR BIKES – A BRIEF SUMMARY

History and Management. Bublr Bikes is a bike sharing system developed and implemented by the Milwaukee-based nonprofit organization Midwest Bike Share, Inc. (MBS). MBS was created in 2012 by three local Milwaukee-area residents to bring bike sharing to Milwaukee. Midwest Bike Share's mission is "Bublr Bikes delivers a sustainable, excellent bike-share system for all." This mission seeks to improve Milwaukee's quality of life, economy, transportation options, cycling climate, and national reputation through the successful implementation of a bike-share program. A key component of its overall mission is to be accessible to all Milwaukeeans.

Funding and Operational Costs. Estimated station costs are \$50,000, which includes \$35,000 for a 15-dock station itself (equipment, installation, infrastructure adjustments) and \$15,000 for 10 bikes (estimated value: \$1,500 each). Average operational costs per station over five years are \$75,000-\$100,000.

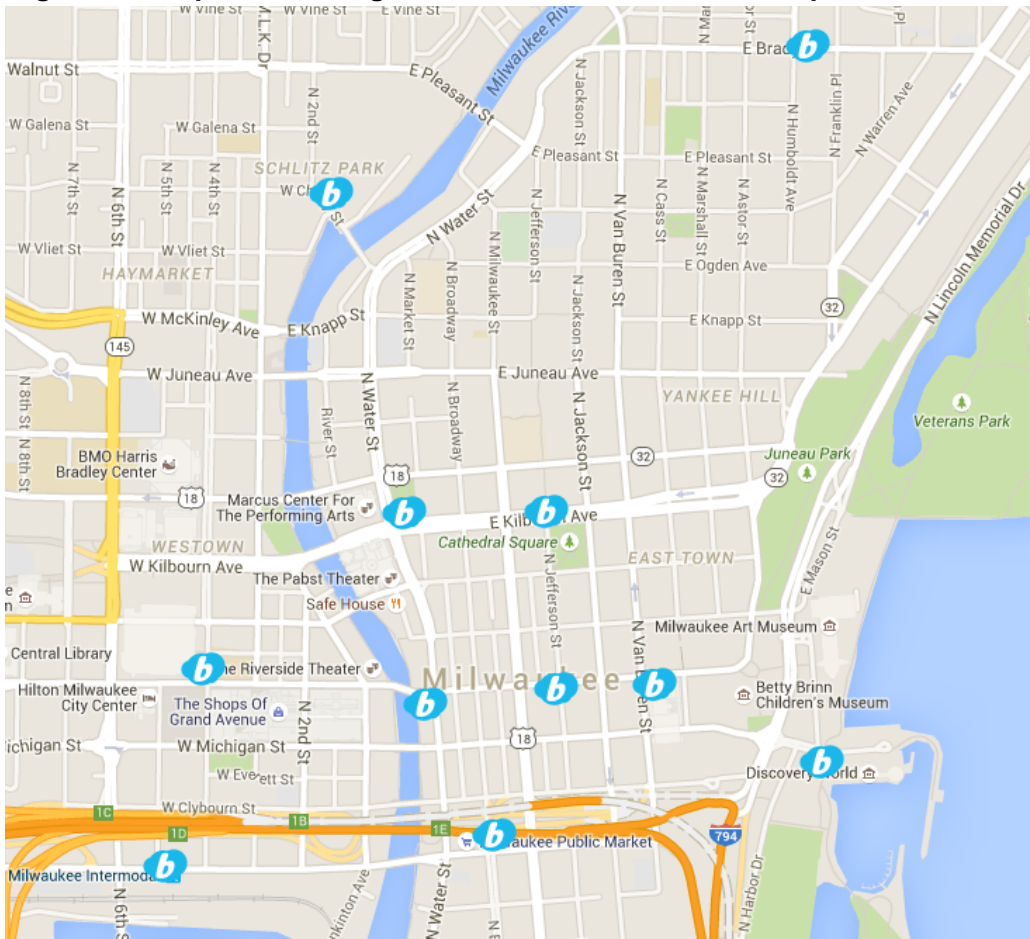
How it Works. Bike sharing is a short-term transportation system in which individuals can purchase access that allows them to "share" a bike from any bike station and ride it to any other bike station within 30 minutes. Stations are typically located within ¼-½ mile distance of each other, creating an easily navigable network. Helmets are encouraged but not required. The system is open to anybody 14 years or older. **System Pre-Launch.** On August 6, 2014 Midwest Bike Share announced the name and brand for Milwaukee's bike share system: Bublr Bikes. Ten stations were also unveiled, with all stations located in downtown Milwaukee. In March 2015 a station was added at Brady and Humboldt. (See Figure 1: Map of Existing Bublr Bike Stations.) These stations were selected for maximum visibility and promotion to the Milwaukee community. In short, to give Milwaukeeans a "sip" of what's to come in subsequent years.

2014 Price Structure. Bublr Bikes launched with the following price structure in 2014: 24-hour daily pass (\$7), a monthly pass (\$20), and a 2014 Season Pass (\$35). Individuals can ride and return a bike for *as many 30-minute ride segments as they would like at no additional cost* within the pass period (24-hour, month, or season.) Daily passes are purchased at any Bublr Bikes station with a credit or debit card. Monthly and season passes can be purchased on-line at BublrBikes.com. "Access" is the moment the bike is "undocked" from the station and ends as soon as it is "redocked" into another station.

With active "Access" individuals can ride and return a bike for *as many 30-minute ride segments as they would like at no additional cost* within the pass period (daily, month, or season.)

To enforce the 30-minute, short-term time usage, individuals are charged an additional usage fee whenever they exceed the 30-minute limit. (\$2 for the first 30-60 minutes past the initial "free" 30 minutes and then an additional \$5 for each 30 minute segment thereafter.) The 30-minute period starts the moment the bike is "undocked" from the station and ends as soon as it is "redocked" into another station.

Figure 1: Map of Existing Bublr Bike Stations as of April 2015



Bublr Bikes Expansion Plans

In 2015, an additional 20+ stations will be added to the Bublr Bikes network. Exact locations have not yet been finalized. The public is encouraged to submit station locations via the Bublr Bikes website (<http://bublrbikes.com/try-now/suggest-a-location/>).

Three suburbs – Wauwatosa, West Allis, and Shorewood – have each applied for and been approved for funding for Bublr Bikes stations in their communities. As of this date, the number of stations and launch dates in these three suburbs have not yet been identified.

By 2018 Bublr Bikes plans to expand the network to over 100 stations.

CHAPTER 2: PROJECT GOAL OF EQUITY ANALYSIS

A key tenet of Bublr Bikes is to be widely and easily accessible to all Milwaukeeans. To that end, Midwest Bike Share, Inc., hired my firm, Bottlewood Communications, to survey and conduct community outreach with residents and stakeholders of low-income neighborhoods (LINs) and communities of color, which have been traditionally underserved and/or underrepresented in bike sharing systems both nationally and internationally.

Project Time Frame and Scope of Activities

I reached out to area residents and stakeholders beginning in mid-2014 and concluded my work in fall 2014. Outreach included telephone conversations, e-mail communications, in-person meetings, community meetings, and event attendance (as either a “vendor” or guest presenter). Outreach also included a survey (available in both English and Spanish, in paper and on-line) to gauge resident opinion about bike share, gather concerns, and identify specific locations for stations. The survey was available to all individuals regardless of zip code.

Because the survey response rate amongst individuals living in LINs was quite low, I did not weigh survey results as heavily as I did feedback from in-person, telephone, or e-mail conversations and research findings in developing my final recommendations. However, survey questions and results are included in this report in Appendix C.

Targeted Population

Because the focus of the project was on identifying interest in bike share systems by residents and stakeholders in LINs, outreach was limited to communities on Milwaukee’s Near North and Near South sides. These included the zip codes of 53204, 53205, 53206, 53208, 53210, 53212, 53215, and 53233. Please see Appendix A: Population Characteristics and Demographics.

The targeted contact population included the following:

- **Residents in LINs (via attendance at community or neighborhood organization meetings, special events, and individual conversations)**
- **Leaders of organizations either supporting or located in LINs (e.g. neighborhood associations, nonprofit community organizations, business improvement districts [BIDs])**
- **Elected officials representing LINs (City of Milwaukee aldermen, Milwaukee County supervisors)**
- **Bicycle advocates from nonprofit advocacy groups, Wisconsin Department of Natural Resources, etc.**
- **Representatives from other bike share systems**

A full analysis of Milwaukee-area residents and visitors was outside the scope of this report.

Report Contents

This report includes copies of the survey questions and results (Appendix C), demographic characteristics of Milwaukee zip codes that lie within the scope of this study and comparison to greater Milwaukee (Appendix A), copies of distributed materials (Appendix B), schedule of events (Appendix D), references (Appendix E), and more detailed suggestions for promoting Bublr Bikes in low-income neighborhoods (Appendix F).

For additional information on the report, including information on people and organizations contacted, please contact me at 414-305-6923 or email ketchman@bottlewood.co.

CHAPTER 3: COMMUNITY OUTREACH: MEETINGS WITH RESIDENTS

Meeting Framework

Twenty-two meetings were held between May and September 2014. (See Appendix D: Schedule of Events.) At meetings held prior to the August 6, 2014, it was explained that bike share was coming to Milwaukee, but an exact date and station locations of the initial system was not available at the time of the meetings. Conversations centered more broadly around the concept of “bike sharing” and community opinions about the upcoming system.

Community meetings were a combination of attendance at already scheduled meetings (e.g. neighborhood association regularly scheduled meetings, special events) and bike share/Bublr Bike specific community meetings that were open to the public. Attendance at already scheduled meetings and events (e.g. Community Planning Council at the Northside YMCA) was significantly higher than at bike share-specific meetings (e.g. public meetings at area libraries).

Highlights of Resident Meetings

Below is a brief summary of key issues raised during resident meetings. The following section elaborates on these issues.

- **Station Location and Destinations**
- **Membership Cost**
- **Operational Issues (e.g. 30-minute time frame)**
- **Concern about Vandalism and Theft**

Detailed Summary of Resident Meetings

Station Locations and Destinations

In meeting with residents and stakeholders in LINs, interest in bike sharing is high and very positive. However, a significant number of comments made during meetings indicated a concern of how bike share would actually work within *their* community. Some of the comments included “Where would we bike in our neighborhood?” and “Our neighborhood doesn’t have any big destinations worth cycling to.” Some of this may be a result of the popular presentation in media of bike share as a way to promote tourism and attract young adults to the city (which typically means “downtown or near-downtown districts”). This viewpoint was more common amongst individual residents as compared to business leaders, who viewed bike share stations as a way to promote business districts.

Upon further reflection, residents began discussing the potential impact bike share stations cited within their neighborhood could have on increasing mobility, promoting economic development of the local business community, improving community health (both individually and environmentally), and reducing transportation costs. Several residents recommended signage and marketing materials that specify destinations *within their community* that they could reach via bike share as well as routes to destinations *outside their community* (e.g. safe route from 35th & Wisconsin to Bradford Beach or Miller Park) and placing stations so that the system is easy to access.

Below are locations on the Near North and Near South sides that were recommended during community meetings and conversations:

- Intersection of 27th St./Center St./Fond du Lac Ave.
- 8th & Burleigh
- Holton St. at North Ave., Center St., Locust St., and Burleigh
- North Avenue at King Dr., 7th St., Teutonia Ave. (by YMCA), Fond du Lac, 27th St., 35th St., Sherman Blvd.
- King Dr. at Walnut, North Ave., Locust, and Keefe
- Libraries: Center St., Atkinson, King, Central, Forest Home
- Cesar Chavez Dr. at National, Greenfield, Mitchell, Burnham, and Lincoln
- National Ave. at 26th St., 35th St., and VA Medical Center
- Parks: Burnham Park, Kosciuszko Park, Pulaski Park, Mitchell Park & Domes, Johnson Park, Sherman Park, Washington Park
- Schools: El Puente High School, Rufus King High School, North Division High School, Milwaukee High School of the Arts, Pulaski High School, Marquette University High School, Veritas High School
- S. 31st St. at Greenfield, Burnham, Lincoln, and Forest Home
- Wisconsin Ave. at 16th St., 26th St., and 35th St.
- Fond du Lac Ave. and Sherman Blvd.
- Fondy Farmers Market
- Walkers Square Farmers Market
- Mitchell St. (along Historic Mitchell St.)

These discussions led participants to consider that bike share usage varies according to community. Whereas downtown residents, workers, tourists, and students might be most interested in commuting to workplaces, shops, restaurants, and entertainment destinations in and around downtown and near-downtown locations (such as Brady St./East North Ave./Downer Ave., Bay View, Third Ward, Fifth Ward/Walker's Point, lakefront, Miller Park/Menomonee Valley), **residents in LINs expressed stronger interest in commuting connections, travel within their own community (to shops, schools, libraries, workplaces, etc.), and exercise opportunities (within neighborhood parks and connections to lakefront and other parks).** This has strong implications for placement of stations in LINs as well as marketing and promoting directed to low-income residents.

Pass Cost

The \$7 cost of a 24-hour daily pass struck some residents as high. Though an annual pass was not offered in 2014 I discussed a possible annual pass cost of \$70. This cost did not strike most meeting attendees as prohibitively high. Most felt this was a fair cost for the unlimited amount of 30-minute rides it afforded the user during the year. However annual individual pass costs of \$70/year were more of a concern for households with more than 2 eligible users.

The issue of individuals without credit or debit cards ("unbanked") being able to access the system was raised as a potential barrier by community and nonprofit leaders; however, most residents in attendance at meetings (with the exception of students under the age of 18) stated

that they had either a credit or debit card. It is possible that residents without credit or debit cards either did not self-identify publicly in meetings or did not attend meetings. It is interesting to note that Boston's Hubway system found that most low-income Boston residents had a credit card. Rather than pursue the small minority without credit cards, Boston Hubway instead focused on offering subsidized memberships to reduce the cost of the program.^{2, 3} Similarly, Chicago's Divvy management cited that only about 8-10% of Chicago residents do not have a credit card.⁴ Deeper outreach into Milwaukee's LINs would indicate the true percentage of residents without credit or debit cards, but at this preliminary point, it appears that the same may be true for Milwaukee.

Operational Issues: 30 Minutes Isn't Enough Time!

By far the biggest comment regarding the 30-minute was "it's too short!" Most attendees did not feel comfortable making it to the next station within the 30-minute timeframe and recommended increasing the time to one hour. Others felt it might be possible, but without an on-board reminder of their time on the bike, they also felt uncomfortable with the 30-minute limit. Many people asked "Is there a clock on the bike so I know how much time I have left?" (Residents said that not everyone has smart phones to track their ride time.) Residents understood the logic behind the 30-minute limit but still felt that it is not a reasonable amount of time to get from one station to another.

General opinion of the 30 minute limit prior to the August unveiling of Bublr Bikes was significantly more negative than meetings that took place after August 6th in which maps were available showing how close the stations were and the feasibility of easily reaching another station within 30 minutes. Nonetheless, residents still felt that 30 minutes was still too short to get from one station to another and could result in excessive usage fees for some residents, thereby serving as a disincentive to use the system. The timeframe limitation becomes more of an issue when stations are placed up to ½ mile apart vs. the relatively close placement of current downtown stations, suggesting that residents may be less interested in using a more dispersed system for fear of incurring extra charges.

Concern about Vandalism and Theft

Another concern amongst residents is vandalism and graffiti (tagging). A review of other bike share systems, both nationally and internationally, indicates that vandalism and bike theft has not been an issue. While there are some incidents at other systems, the overall percentage is quite low. According to Sean Wiedel of Divvy Chicago, they've had some incidents of tires being slashed and a little of tagging in the Englewood neighborhood (a predominantly low-income, African-American neighborhood on Chicago's southwest side), but it hasn't been significant enough to raise any concerns.⁴ Similar damage has been done in other neighborhoods (e.g. Bucktown, a gentrified near-north Chicago neighborhood). To date, there have been no recorded incidents of vandalism, graffiti, or theft on Bublr Bikes.

CHAPTER 4: COMMUNITY OUTREACH: MEETINGS WITH STAKEHOLDERS

Meetings and conversations (in-person, telephone, email exchanges) were held with approximately 75 stakeholders, elected officials, cycling advocates and bike share system operators, and neighborhood and nonprofit community leaders between April and September 2014. The majority of meetings were held prior to the August 6, 2014 unveiling of the Bubl Bikes brand and initial 10 stations downtown. It was explained that bike share was coming to Milwaukee, but an exact date and station locations of the initial system was not available at the time of the meetings. Conversations centered more broadly around the concept of “bike sharing” and stakeholder opinions and recommendations about the upcoming system.

Elected Officials and BID Representatives.

Attempts were made to connect with eight City of Milwaukee alderman, five Milwaukee County supervisors, and 11 Business Improvement District (BID) managers representing the designated Near North and Near South side neighborhoods that were the focus of this analysis. Outreach resulted in meetings or telephone conversations with the following:

- **Alderman/Milwaukee Common Council President Michael Murphy, 10th District**
- **Milwaukee Alderman Russell Stamper II, 15th District**
- **Milwaukee Alderman Jose Perez, 12th District**
- **Milwaukee Alderwoman Milele Coggs, 6th District**
- **Milwaukee County Supervisor David Bowen, 10th District**
- **Milwaukee County Supervisor Jason Haas, 14th District**
- **Avenues West Association BID #10**
- **Cesar Chavez BID #38**
- **Historic Mitchell Street BID #4**
- **Historic King Drive BID #8**
- **Corridor BID (30th Street Industrial Corridor) #37**

Highlights of Stakeholder Meetings

Most stakeholders expressed optimism that residents in their communities would embrace bike share. Below is a brief summary of keys issues raised during stakeholder meetings. The following section elaborates on these issues.

- **Car is King**
- **Overall Community Engagement with Cycling**
- **LINs Left Out of Transit Conversations**
- **Job Opportunities and Economic Development**
- **Membership Cost, Credit Cards, and Purchasing Membership**
- **Cycling Infrastructure and Other Barriers to Cycling in LINs**

- **Station Locations**
- **Destinations**
- **Language Barriers**
- **Cycling with Family**
- **Health and Wellness**
- **LINs Left Out of Transit Conversations**

Detailed Summary of Stakeholder Meetings

Without exception, all stakeholders were enthusiastic about the upcoming bike share system, including all aldermanic and county supervisors who responded to invitations to discuss bike share. Elected officials and BID managers were optimistic that their constituents would use bike share. The most frequent comment from elected officials and community stakeholders in LINs was: “When is it coming to our district?” The second highest comment or concern was regarding affordability of the system, followed by station placement.

Community organizers and bicycle advocates were more cautiously optimistic, citing issues with Milwaukee’s overall cycling infrastructure and commitment to cycling in LINs.

The following is a further elaboration on issues raised during these conversations.

Car is King

Some stakeholders, while supportive of cycling overall and the bike share system, cited a perception amongst Latino or African-American low-income residents that riding a bike meant you were poor or unsuccessful. However, a review of literature indicates that cycling overall as a commuting option has significantly increased in both these communities, with a 100% increase in trips taken by bike between 2001-2009 by African-Americans, an 80% increase by Asians, and a 50% increase by Hispanic riders.¹ White riders had only a 22% increase in trips.¹ These and similar statistics from the League of American Bicyclists and Sierra Club indicate that communities of color are poised for significant use and participation in bike sharing systems if given an opportunity.

Overall Community Engagement with Cycling

Another concern mentioned is different levels of engagement regarding cycling promotion and advocacy on the North vs. South Side.

On the South Side, Sixteenth Street Community Health Center (SSCHC), Layton Boulevard West Neighbors (LBWN), Southside Organizing Committee (SOC), and Wisconsin Bike Fed are four organizations actively promoting bicycle usage on Milwaukee’s South Side. There is also a strong interest among BID directors and business owners in promoting bike sharing in their commercial districts as way to increase economic development.

On the North Side, organizations are beginning to increase focus on promoting sustainable, affordable transportation such cycling in the community. This includes Walnut Way Conservation Corp., Milwaukee Professionals Association, Milwaukee Bicycle Works, Westlawn

Partnership for a Healthier Environment⁵, Dream Bikes, and Valid Bike Shop (out of North Division High School). Dream Bikes (2021A N. Martin Luther King Dr.) refurbishes and sells used bikes and trains teens on bike mechanics and maintenance. Valid Bike Shop is a vocational training program run by the Wisconsin Bike Fed in cooperation with the Milwaukee Workforce Investment Board and North Division High School.

Despite these existing programs, there still remains a feeling amongst community stakeholders that residents in both north and south side neighborhoods are resistant to using bicycles. While interest in bicycling is growing, much work remains to promote and increase awareness of cycling as a viable, affordable, sustainable, fun transportation option. Advocates mentioned several initiatives that would help promote cycling, specifically bike share usage: distribution of free or reduced helmets, ongoing marketing and promotion and attendance at community events, free 24-hour passes to “check out the system,” integrated transportation passes (e.g. MCTS bus/Bublr Bikes pass), and Bublr Bikes maintenance garage and green jobs training opportunities located in LINs or Housing Authority of City of Milwaukee (HACM) public housing sites such as Hillside or Westlawn Gardens. (Note: federal funding and HACM Endowment Trust Fund may be available for this component as it promotes self-sufficiency),

Job Opportunities and Economic Development

Several stakeholders, particularly those within local nonprofits and neighborhood development organizations, cited a need for jobs for young adults in the community and wondered whether Bublr Bikes would offer job training, internships, and/or job opportunities for low-income residents. Some stakeholders suggested that placement of maintenance facilities in LINs and encouraging residents to receive maintenance and job skills training would raise awareness of cycling overall, contributing to an increase in Bublr Bikes usage. Another suggestion was working with the VA Dept. or veterans groups on similar maintenance and job skills training program.

Membership Cost, Credit Cards, and Purchasing Membership

Like residents, stakeholders generally felt a possible annual membership rate of \$70 was fair but were concerned about the financial ability of low-income families to purchase memberships for all eligible family members. There was some suggestions of lowering the cost to \$50 or offering a sliding-scale membership rate. The preferred option was to offer subsidized membership rates to low-income residents. Among those discussed are discounts offered by Housing Authority of City of Milwaukee (residents), City of Milwaukee (employees), Milwaukee County (employees), large employers (employees), and students (college, high school). At a meeting with representatives of the Housing Authority of the City of Milwaukee (HACM), leadership indicated an interest in offering subsidized membership to HACM residents.

Another option raised was employee health insurance discounts if employees were Bublr Bikes members. This is an opportunity worth exploring by corporate, municipal, and nonprofit employers.

Several stakeholders raised concern about the credit card requirement to purchase a membership. According to a South Side community organizer, most people in Milwaukee's Latino population use cash instead of credit cards for purchase. The issue of credit cards was raised most frequently amongst stakeholders vs. residents. Some organizers stated that use of debit cards vs. credit cards to purchase a membership might be higher amongst low-income residents.

Cycling Infrastructure and Other Barriers to Cycling in LINs

Nearly all stakeholders raised the issue of safe streets, clearly marked bike lanes, and lack of a cycling infrastructure as barriers to promoting bicycling in their communities. This includes the following issues:

- Poorly marked or no bike lines on city streets in LINs,
- Limited or no easy access to existing bike paths (e.g. Oak Leaf Trail, Hank Aaron Trail),
- Poorly maintained streets (e.g. potholes),
- Bad driving patterns and disregard for cycling safety in neighborhood,
- Poor street lighting, and
- Little to no bike maintenance support (e.g. bike repair shops).

A few comments addressed frustration that existing bike paths such as the Oak Leaf Trail are easily accessible to some Milwaukee residents, making cycling an easy option to select, while not as accessible to residents in LINs. Although organizers admitted that there are identified bike routes on city streets that connect to paths such as the Oak Leaf or Hank Aaron Trail, some of these routes are on very busy streets and are poorly maintained (faded markings, lots of potholes). Further, some bike lanes are on roads in which the cycling lane disappears suddenly and the road narrows, making cycling dangerous.

Some stakeholders said that residents are either not familiar with existing bike routes or didn't know how to navigate them to get to where they want to go. There was hope that the city will identify "green lanes" (i.e. quieter, side streets marked with cycling lanes vs. lanes on major, busy thoroughfares). Without safe, clearly marked bike routes or (preferably) paths in Milwaukee's LINs, some stakeholders felt that it would be difficult to encourage people to commute via bicycle (either their own or using a Bublr Bike).

Station Locations

In addition to placement of stations throughout LINs, stakeholders also recommended placement at county parks and recreation centers, municipal and county administrative offices, veterans' facilities, healthcare facilities and complexes. Parking at certain facilities, such as the Milwaukee VA Medical Center, was cited as particularly crowded, so a Bublr Bike station there would be desirable. Stations near park and ride parking lots situated closer to the city or dense areas (such as the Bayshore Park and Ride Lot) was also suggested.

Another concern was station placement on safe corners. For example, on the North Side, community representatives suggested placing bike stations a half- or full block away from the busy intersection of 27th St./Center St./Fond du Lac Ave. rather than at the intersection itself.

Destinations

Similar to residents, some stakeholders expressed concern that there is no "destination" within certain neighborhoods. "Where are you going to ride to?" According to a South Side organizer, "The Latino neighborhood on the south side is insular. People tend not to leave the neighborhood." The concern was that focusing on promoting bike share to get downtown wouldn't resonate with Latino residents; however, placing stations within the community and promoting intra-neighborhood vs. inter-neighborhood commuting might be successful.

Language Barriers

Several community organizers and cycling advocates mentioned that the initial Bublr Bike station by Discovery World had incorrect and limited Spanish translations available. Having clear instructions available in Spanish was cited as critical to reach Latinos. Boston Hubway reaches out to the Latino community by conducting outreach in ESL (English as a Second Language) classes and accepting applications in-person.

Cycling with Family

An issue that was brought up in nearly every meeting with community stakeholders, as well as with some residents, was the issue of families with children. A common question was: will the system have any trailer bikes or bike trailers (for children too young to ride a trailer bike)? This issue is gaining traction, but has yet to be officially implemented in U.S. bike share systems (e.g. a user of Washington DC's Capital Bikeshare invented their own child seat that they attached to their Capital Bikeshare bicycle, but this usage has not been authorized and is strongly discouraged by Capital Bikeshare.) In late June 2014, the Paris bike share program - Paris Vélib' - unveiled P'tit Vélib', a program offering small bicycles for kids under age 10 to encourage families to bike together.⁶

Health and Wellness

Most stakeholders were enthusiastic about using Bublr Bikes to promote health and wellness in their community, as well as exploring both their immediate and outlying neighborhoods (e.g. lakefront). Placement of Bublr Bike stations in local parks was widely recommended to encourage residents to ride the bike for a quick ½ hour exercise break. For example, stakeholders on the North Side specifically recommended placing a station in Johnsons Park (Fond du Lac Ave. and 20th St.) so that residents can check out a bike for a quick 30 minute exercise.

Bublr Bikes was also seen as an opportunity for residents, particularly those under 21, to explore other neighborhoods, more fully participate in Milwaukee recreational opportunities, and make community connections (both within and outside the "home" community).

LINs Left out of Transit Conversations

There was a strong belief by community organizers that Milwaukee does not include and engage with LINs in overall transportation discussions, resulting in low investment and promotion of overall transportation improvements and sustainable alternatives. Organizers said that they are often told after a decision has been made what is happening (or not happening) within their community regarding transit decisions, rather than being engaged far in advance of final decisions and contributing to the overall system design. As a result, organizers say residents in LINs feel disenfranchised and ignored when it comes to system-wide transportation decisions, with their communities' desire for accessible, affordable, sustainable transportation options either ignored or downplayed.

CHAPTER 5: THE ISSUE OF ACCESS IN OTHER BIKE SHARING SYSTEMS

A review of literature and self-reported usage updates indicate that bike share systems throughout the U.S. and internationally continue to struggle with attracting low-income residents, despite a variety of techniques specifically designed to attract these individuals. These include varying degrees of the following efforts:

- **Siting stations in LINs**
- **Subsidized memberships to qualified low-income residents**
- **Free or reduced helmets and cycling instruction**
- **Offering alternative methods of paying for membership for individuals without credit or debit cards**
- **Extending the time limit from 30 minutes to 45 or 60 minutes**
- **Offering ongoing community outreach programming and special promotions**
- **Hiring or contracting with minority or low-income residents for maintenance, operational, and other management positions.**

A research paper published in December 2012 entitled “Encouraging Equitable Access to Public Bikesharing Systems” included survey results from 20 planned or current U.S. bike sharing systems about what they are doing or planning to do to address equitable access to their system.⁷ The survey included questions about station siting, financial assistance to low-income residents, encouragement/support of identifying safe places to ride, activities taken to reduce payment barriers (residents without credit cards, allowing payment through utility accounts, installment plans, etc.), activities taken to reduce bicycling barriers (e.g. offering free or reduced helmets, cycling instruction, etc.), and activities to contribute to economic development (e.g. targeted employment of low-income residents, locating maintenance/operations facilities in LINs, etc.).

Buck’s article is the only article to date that synthesizes what bike sharing systems are doing or planning to do to address equity. However, it is based upon self-reported data and does not require specific data or percentages. For example, all survey responders said they have or are planning to have stations “located in areas primarily serving low-income communities, such as placement of stations adjacent to affording housing.” *However, respondents did not have to indicate the actual number or percent of stations out of their system’s total number of stations that are or will be located in LINs.* The same is true for other questions in the survey: without specific data, it is difficult to ascertain what works and what doesn’t work in establishing an equitable program and increasing usage by low-income riders. (To be fair, data as of 2012 would have been limited in scope and quantity since many systems had only recently launched in the U.S.)

Data-Driven Research Articles

With three notable exceptions, the majority of literature is anecdotal and based on interviews with residents, system administrators, summaries of public meetings, etc. Bike sharing systems do include some information on their equity in self-reported mid-season or annual reports. However, this type of self-reporting is not consistent amongst systems and when it occurs, typically only includes what efforts are being taken vs. a statistical analysis of results.^{8,9} The

lack of data-driven articles may partly be a result of the infancy of the U.S. bike sharing systems, with the oldest systems – Denver *B-Cycle*, Minneapolis *Nice Ride*, and Washington DC *Capital Bikeshare* – only four years old (2010). Only three papers specifically analyzed rider usage, with only one American bike share system studied (Minneapolis' *Nice Ride*).¹⁰ The other two studied were London's *Barclays Cycle Hire [BCH]* and Brisbane, Australia's *CityCycle*.^{11, 12} However, only the Minneapolis and London-based articles examined usage data in an effort to determine reasons behind low usage by low-income individuals. The Brisbane-based article looked at barriers to ridership regardless of income level. Please refer to specific articles for full analysis and recommendations, many of which are mirrored in recommendations made in this report.

An interesting side note about the Minneapolis *Nice Ride* report, which focused on the generally low-income Near North neighborhood, is that *Nice Ride* originally launched in 2010 with no stations in the Near North neighborhood. After elected officials and residents expressed frustration, three (3) kiosks were placed in the Near North area (or 5% of their 65 stations). In 2011, the year of the study, researchers noted that the number of stations in Near North expanded to 11 (or 10% of their 116 stations).

While the Brisbane report focused on barriers to using their bike share system (*CityCycle*) regardless of income, some of the concerns cited by Brisbane residents as reasons they don't use *CityCycle* echo those made by Milwaukee residents during community meetings: lack of safe routes, drivers not respectful of cyclists, lack of helmets, and lack of stations.

Interestingly, an Australian researcher noted the importance of seeing others using *CityCycle*:

*A particularly strong message during all focus groups was the importance of seeing people on CityCycle as a powerful promotional tool. Non-CityCycle participants clearly expressed, at multiple stages of the discussion, that they wanted to see other people using CityCycle before they would consider it for themselves. This is consistent with Bandura's Social Learning Theory, which states that observing someone else performing a behavior is an important element in that person performing the behavior themselves (Bandura, 1977).*¹²

This has resonance when applied to promoting usage of bike sharing in LINs. Seeing fellow community residents using bike share within the neighborhood is the strongest advertisement tool possible.

The London analysis of the BCH system made the strongest point about the presence of stations in LINs.

*"After adjusting for the fact that those living in income-deprived areas were less likely to live close to a BCH docking station, registered users from deprived areas made more trips on average than those from less-deprived areas. This suggests that there may be a greater latent demand for cycling in deprived areas, perhaps due to low levels of bicycle ownership resulting from lack of affordability or storage facilities. It is therefore possible that a disproportionate increase in uptake would be seen among deprived populations if BCH docking stations were situated in more deprived areas."*¹¹

These articles, along with rising rates of cycling amongst Latino and African-American riders, suggests that low-income residents may actually use the system more frequently – if the system were widely available to them within their community – than other residents.

Outreach Programs at Chicago DIVVY and Boston Hubway

In interviews with Chicago Divvy and Boston Hubway, ridership by low-income residents is an ongoing challenge despite efforts to encourage participation. Divvy has an active community outreach team and strategy in place that includes “street teams” that are in place for one week at station launches, two people in their community outreach program, and 4-8 bike ambassadors.⁴ A portion of operating revenues is diverted to community outreach. It is worth noting, however, that most bike stations in Chicago are located in the city’s downtown, near north, and near south side neighborhoods.⁴

Boston also has an active community outreach program and subsidized memberships. In 2014, Hubway became the first bike share system in the country to offer “Prescribe-a-Bike,” a partnership with Boston Medical Center in which physicians “prescribe” a Hubway membership to their low-income patients for only \$5.¹³ These “prescriptions” are intended to increase access to affordable transportation and improve health at the same time, making the link between health and transportation. Hubway also offers subsidized memberships to low-income Boston residents (\$5 via a partnership with Boston Public Health Commission). Regarding ethnicity, Hubway users are not required to indicate ethnicity (it is an optional field), so they are only able to track ridership ethnicity anecdotally, not via data mining.

A Boston Hubway representative said that Hubway offers registration on-line, over the phone, and in-person at outreach events. In-person registration allows Hubway to sign up people immediately for a membership, while interest is high, rather than risk having people leave the event and not follow up with registering on-line or over the phone.³

The Issue of “Unbanked” Residents

Based on their determination that only a small portion of their respective cities’ low-income residents do *not* have a credit card, Chicago’s DIVVY and Boston’s Hubway decided to instead focus their efforts on making the system more affordable overall by offering streamlined, subsidized memberships. Boston’s system works on the honor system.³ That is, they do not require verification that the applicant is at or below 400% of the poverty level (Boston’s definition of low-income). Not requiring paperwork has been helpful in increasing membership usage by low-income residents.

Looking Ahead: Switching the Focus to Station Siting

2010 saw the launch of the first U.S. bike sharing systems. Since then, cities such as Milwaukee, Chicago, and New York have had the benefit of seeing what works and what doesn’t in terms of ensuring equitable access. Philadelphia, which is planning to roll out their bike share system in spring 2015, is taking these lessons to heart. They have a stated commitment of having 20 of the final 60 stations be “in places where 50 percent or more of the households live at or below 150 percent of the poverty line or areas where the median household income is at or below 80 percent of Philadelphia’s median household income.”¹⁴ This represents slightly more than 30% of their overall stations located in LINs, a significant decision that underscores their commitment to ensuring equitable access to bike share for low-income residents.

CHAPTER 6: RECOMMENDATIONS

Based upon numerous stakeholder conversations, comments made in community meetings, and survey results, there are a number of specific actions Bublr Bikes could take to ensure that Bublr Bikes is a widely accessible, equitable transportation system. It is understood that financial considerations may prevent some of these recommendations from being implemented. However, given the mission of Midwest Bike Share, it is important that each of these recommendations be carefully considered and, wherever possible, implemented, either in 2015 or planned for subsequent years. Recommendations are contained within shaded boxes, with the first recommendation (see below) arguably the most expensive but clearly the strongest indication that Bublr Bikes is fully committed to an equitable system.

Quick Summary of Recommendations

Below is a quick run down of recommendations, with the most significant recommendations highlighted. A detailed breakdown of each recommendation follows.

- **Station Siting and Expansion. Expand Bublr Bike stations outward from downtown in an equal concentric circle so that system expansion moves into low-income neighborhoods (LINs) at the same time as it extends into more affluent neighborhoods.**
- **Station Location. Place stations in LINs near transit stops, popular parks, community centers, libraries, schools, shopping destinations, etc. as indicated by community interest.**
- **Discounted and Subsidized Memberships. Offer discounted or subsidized daily and annual memberships to low-income families and individuals, discounts for family memberships, and monthly or quarterly payment plans.**
- **Dedicated Community Outreach. Maintain year-round community outreach program that includes prominent participation in events in LINs. This also includes distribution of free or reduced cost bike helmets.**
- **Easy Registration. Offer multiple ways to sign up: on-line, at the station kiosk, over the telephone, or in-person (e.g. at community events). This encourages on-the-spot registration and usage.**
- **Extend Trip-Time. Extend amount of time for bike return from 30 minutes to 45-60 minutes for low-income members.**
- **Integrate Bike Share Pass with Existing Transit and Trip Planning Apps. Offer a discounted, combined Milwaukee County Transit System (MCTS)/Bublr Bike membership pass to encourage increased bus and bike usage. Integrate Bublr Bikes into trip planning apps such as RideScout. Maintenance Garage and Job Training Opportunities. Open maintenance facilities and offer bicycling maintenance and job skills training to low-income residents in Milwaukee LINs in partnership with existing organizations already offering this training.**
- **Data Analysis. Conduct annual and semi-annual data analysis of usage patterns and rider demographics to monitor bike share usage, particularly in LINs, beginning in 2015.**

Station Siting and Expansion

Expand Bublr Bike stations outward from downtown in an equal concentric circle so that system expansion moves into LINs at the same time as it extends into more affluent neighborhoods.

Despite nearly universal agreement amongst bike share system operators and supporters that ridership amongst low-income residents is low and that more needs to be done to attract low-income residents, the vast majority of systems – based upon research and commentary from residents in those cities – do not place enough stations in LINs to make the system as easy to use for LINs residents as it is for residents living in downtown, more affluent neighborhoods. *Simply put, well-meaning efforts to reduce usage barriers will have limited impact on usage by low-income residents if there are no stations in the neighborhoods in which they live.*

Statistical analysis of usage by low-income residents is in its infancy stage. However, those systems that have conducted detailed usage analysis have found that a significant lack of station locations within LINs is a potential barrier to usage. Further, low-income residents actually tend to use the system more frequently – if the system is available to them – than other residents, as evidenced by the London BCH analysis.¹¹ A system that expands first towards predominantly white, affluent areas, ostensibly to pick-off the “low-hanging fruit” of cycling enthusiasts ignores the fact that interest in cycling, particularly as a commuting option, has risen more steadily and dramatically amongst Latino and African-American riders than among the general white population.¹

Nearly all bike sharing systems cite having to “make money and expand into more affluent areas” first before expanding into LINs.ⁱ However, this sets up a “false negative” situation in which ridership among LIN residents is low precisely because there are not enough stations in LINs to make it a feasible system. Further, this approach underscores the feeling of LIN residents that bike share systems are intended more for affluent, downtown and East Side residents, workers, and tourists than for low-income communities, if only by the fact that there are so few stations in LINs, setting the table for low interest and participation.

An equal concentric expansion will mean that some areas of Milwaukee (such as parts of Bay View or the upper east side) may not receive stations as quickly as they would like. However, this does not necessarily translate into a less profitable system, since research has indicated that if – given an increase in conveniently located stations in LINs – low-income riders are as likely, if not more, to use bike sharing as a regular commuting option than the typical “affluent, white male” rider.

Bublr Bike could, in effect, simply reverse the usual station siting strategy by placing a few stations in outlying “low-hanging fruit,” affluent areas as an indication of future commitment, while focusing on an equitable expansion outward. This in effect is the reverse of what typically happens in which a few stations are placed in LINs as an indication of future commitment, with the majority of stations placed in more affluent areas.

This approach will strongly demonstrate Bublr Bike’s commitment to an equitable, accessible system and encourage LIN residents and stakeholders to more quickly embrace bike share

since they will see their communities are an essential component of the overall system. It will also place Bublr Bikes as a national leader in promoting equity.

Station Location

Place stations in LINs near transit stops, popular parks, community centers, libraries, schools, shopping destinations, etc. as indicated by community interest.

Station placement is a result of a collaborative process between community residents, stakeholders, and Bublr Bikes. Continued discussion and outreach with LIN residents and stakeholders will clarify those station locations that are most desired by residents. In particular, placement of stations near major bus stops and parks underscores Bublr Bikes' (and sponsors) commitment to supporting sustainable transportation and community health.

Discounted and Subsidized Memberships

Offer discounted or subsidized daily and annual memberships to low-income families and individuals, discounts for family memberships, and monthly or quarterly payment plans

A possible annual pass cost of \$70 was widely seen as reasonable, particularly in light of annual MCTS passes and the unlimited amount of rides that could be taken during a year. However, the \$7 daily passes and \$70 annual passes became prohibitively expensive with more than one person in a low-income household. Bublr Bikes should consider a discounted daily or annual pass fees for low-income households with 2 or more eligible riders. Offering a monthly payment plan would also help in budgeting.

Discounted memberships serve three purposes: they reduce the price of Bublr Bike memberships thereby encouraging purchase and use of Bublr Bikes; they demonstrate the sponsoring organization's commitment to its residents'/members'/employees' health and wellness and to a sustainable, environment; and they increase overall awareness of Bublr Bikes, resulting in increased membership and usage.

Offer discounted memberships via subsidies from employers, insurance companies, schools, community organizations, and/or HACM.

There are a variety of discounted membership and subsidy frameworks, all of which would offer an individual either a free or reduced cost membership, with the sponsoring organization or company paying the balance. Some of these include:

- **Housing Authority of City of Milwaukee (HACM): subsidized memberships to HACM residents.**

- **Healthcare Systems and Clinics “Prescribing” Bublr Bikes memberships (e.g. Boston Hubway partnership with Boston Medical Center for “Prescribe a Bike”): Prescribing \$5 or \$10 memberships to low-income patients.**
- **Employers (municipal, private, nonprofit): Offering subsidized memberships to employees or offering health insurance discounts to employees who are members.**
- **Schools: Subsidized memberships to students and staff.**
- **Community and nonprofit organizations: Subsidized memberships to organization members or clients (e.g. YMCA, community groups such as Journey House and Layton Boulevard West Neighbors, labor or professional organizations such as unions, FUEL Milwaukee, Milwaukee Urban League Young Professionals, etc.)**
- **Bank or credit union members: Offer subsidized memberships as a benefit to bank clients or credit union members.**
- **Hotels, tourism offices: Discounted 24-hour passes to hotel guests.**

Dedicated Community Relations, Outreach, and Promotion

Maintain year-round community outreach program that includes prominent participation in events in LINs. This includes distribution of free or reduced cost bike helmets.

Attendance at bike share-focused community meetings in LINs (primarily at libraries) was low compared to attendance at regularly scheduled or special community events. Therefore, community outreach should focus on maintaining a presence (e.g. have a table/tent), getting on a speaker list, or coordinating/participating/sponsoring wellness fairs, bike rides, etc. at existing community events. There are a number of innovative promotional campaigns Bublr Bikes could participate in or spearhead that would promote use of bike share as well as cycling overall. This includes everything from participating or leading regularly scheduled neighborhood group rides on Bublr Bikes and tours of neighborhood bike stations to Bublr Bike demos/free 24-hour weekends. Consistent promotion within LINs will underscore Bublr Bikes commitment to low-income residents and communities. Ongoing outreach with LIN residents and stakeholders will allow for innovative and culturally appropriate outreach programming and promotions.

Below is a small, partial list of potential events.

Note: The list below does not include regularly scheduled community or neighborhood meetings or communications with elected officials in LINs, which are recommended for continuous updates on new station locations or programmatic offerings. Further, because this report is focused on increasing participation in LINs, it does not include outreach suggestions to residents in Greater Milwaukee. *The recommendations made here do not preclude overall promotion of Bublr Bikes and outreach to the broader Milwaukee community.*

- **Juneteenth Day (June)**

- **Garfield Avenue Blues, Jazz, Gospel, and Arts Festival (July)**
- **Mitchell Street Sun Fair (May)**
- **Villard Avenue Day Festival (August)**
- **Walnut Way Conversation Corp. Harvest Day (September)**
- **Southside Bicycle Day (June)**
- **Mexican Fiesta (August)**
- **Locust Street Festival (June)**
- **Farmers Markets (Fondy Farmers Market, Walkers Square Farmers Market, etc.)**

Easy Registration

Offer multiple ways to sign up: on-line, at the station kiosk, over the telephone, or in-person (e.g. at community events). This encourages on-the-spot registration and usage.

Extended Trip Time for Low-Income Members

Extend amount of time for bike return from 30 minutes to 45-60 minutes for low-income members.

Until the bike share system is fully launched and operational, with numerous stations placed within a very easy reachable 30 minutes or less, Bublr Bikes should considering extending the 30 minutes ride time frame to 45-60 minutes for low-income riders. This will ease discomfort with the 30 minute limit and build familiarity with the system. After a couple years, Bublr Bikes could revisit this option by reviewing data to see if the extension is still necessary.

One option is to offer an extended time period of 45 or 60 minutes *only to subsidized or discounted low-income members*, while requiring members who are not low-income to adhere to a 30 minute time frame. Another is to extend the time frame to 45-60 minutes *for all new users regardless of income level* during their first year of membership.

Integrate Bike Share With Existing Transit and Trip Planning Apps

Offer a discounted, combined Milwaukee County Transit System (MCTS)/Bublr Bike membership pass to encourage increased bus and bike usage. Add Bublr Bikes to trip planning apps such as RideScout and Transit.

Bike sharing is an effective component of an overall transportation system. An integrated single pass with a radio-frequency identification (RFID) reader would allow easy use of both the MCTS

bus system and Bublr Bikes, resulting in increased bus and bike ridership. Integrating Bublr Bike into smartphone trip planning apps such as RideScout allow users real-time access to different transit options, costs, and travel times. See Appendix F for more discussion of trip planning apps.

Maintenance Garage and Job Training Opportunities

Open maintenance facilities and offer bicycling maintenance and job skills training to low-income residents in Milwaukee LINs in partnership with existing organizations already offering this training.

As Bublr Bikes expands, it should consider placing maintenance facilities in LINs and offering skills and job training programs in partnership with existing training programs (e.g. LBWN's Mobile Bike Hub, Dream Bikes, and Valid Shop). Placement of maintenance facilities and hiring low-income residents for bicycle maintenance in LINs serves multiple purposes: supports economic development within LINs, builds awareness of cycling and bike sharing, and underscores Bublr Bikes commitment to low-income residents. Bublr Bikes should also consider placing increased focus on hiring low-income or minority individuals for Bublr Bikes staffing (e.g., maintenance, rebalancing, community outreach, and administrative).

Continuous Data Analysis

Conduct annual and semi-annual data analysis of usage patterns and rider demographics to monitor bike share usage, particularly in LINs, beginning in 2015.

Regular collection and analysis of usage patterns and rider demographics will help guide Bublr Bikes' outreach efforts and determine where additional attention is required to increase or maintain bike share usage in LINs. Release of this data to the public as well as private and public funders is important to maintain transparency and demonstrate Bublr Bikes' ongoing commitment to its mission of establishing an equitable system. Graduate students from local universities may be willing to undertake this work as part of their graduate work.

APPENDIX A: POPULATIONS CHARACTERISTICS & STATISTICS

The following demographics information was obtained from the U.S. Census Bureau 2008-2012 American Community Survey 5-Year Estimates¹⁵, U.S. Census Bureau 2010 Summary¹⁶, and U.S. Census Bureau 2000 Summary.¹⁷

- Near North Zip Codes: 53205, 53206, 53208, 53210, 53212, 53233
- Near South Zip Codes: 53204, 53215

	53205 North	53206 North	53208 North	53210 North	53212 North	53233 North	53204 South	53215 South	City of MKE
Total Population¹⁶	10,050	28,210	31,133	28,126	30,416	16,453	42,355	60,953	594,833
Median Age¹⁶	26.6	28.3	29.9	28.8	28.9	22.2	26.6	28.5	30.3
% of Renter Occupied Housing Units¹⁷	71.1%	64.3%	66.1%	58.6%	68.8%	96.5%	73.2	54.4	56.4%
Education: High School Diploma¹⁵	71.5%	71.7%	78.8%	81.3%	79.8%	76.9%	52.7%	63.6%	80.8%
Education: Bachelor's Degree or Higher¹⁵	6.3%	7.1%	23.6%	19%	25.9%	24.3%	7.6%	9.5%	21.7%
% of Unemployed¹⁵	26.0%	31.2%	19%	17.1%	17.6%	11.5%	17.1%	15.4%	13.2%
Mean Travel time to work (commute)¹⁵	23.4 min.	26.0 min.	22.5 min.	23.3 min.	22.4 min.	15.1 min.	21.9 mins.	22.5 mins.	21.9 mins.
Median Household Income¹⁵	21,281	22,962	31,031	31,844	30,084	13,032	25,141	34,210	35,823
Percent of People Whose Incomes in the Past 12 Months is below the poverty level¹⁵	47.2%	47.7%	36.5%	34.3%	38.9%	67%	42.1%	28.4%	28.3%
Means of Transport to work: Drive a car alone¹⁵	68.8%	54.9%	72.1%	70.3%	61.1%	30.6%	55.4%	67.9%	70.9%

	53205 North	53206 North	53208 North	53210 North	53212 North	53233 North	53204 South	53215 South	City of MKE
Means of Transport to work: Car pool¹⁵	7.3%	16.2%	10.5%	11.3%	9.5%	4.5%	25.3%	18.6%	11.9%
Means of Transport to work: Public Transportatio n¹⁵	16.4%	22.7%	10%	13.3%	15.2%	10.7%	11.1%	7.4%	8.4%
Means of Transport to work: Walked¹⁵	2.1%	1.9%	2.3%	1.8%	6.1%	48.1%	3.8%	4.0%	5.0%
Means of Transport to work: Other Means¹⁵	1.3%	2.0%	1.4%	0.8%	4.0%	2.6%	2.9%	1.0%	1.6%
Means of Transport to work: Worked at home¹⁵	4.0%	2.3%	3.7%	2.6%	4.2%	3.4%	1.5%	1.1%	2.2%
% of Residents who Speak English Only at Home¹⁷	88.9%	95.6%	85%	92.7%	86.7%	85.3%	40%	62.9%	84.1%
% of Residents Who Speak a Language Other than English¹⁷	11.1%	4.4%	15%	7.3%	13.3%	14.7%	60%	37.1%	15.9%
Race: White¹⁶	3.2%	1.2%	29.4%	17.4%	32.3%	53.3%	15.0%	26.2%	37.0%
Race: Black¹⁶	84.4%	94.3%	50.6%	74.1%	54.0%	32.8%	10.2%	5.3%	40.0%
Race: American Indian & Alaska Native¹⁶	0.2%	0.2%	0.6%	0.4%	0.5%	0.4%	0.9%	1.1%	0.8%
Race: Asian¹⁶	5.5%	0.4%	9.3%	1.6%	0.9%	5.3%	1.8%	2.6%	3.5%
Race: Native Hawaiian or Other Pacific Islander¹⁶	0%	0%	0%	0%	0%	0.1%	0%	0.0%	0%

	53205 North	53206 North	53208 North	53210 North	53212 North	53233 North	53204 South	53215 South	City of MKE
Race: Some other race¹⁶	0.2%	0.1%	0.1%	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%
Race: Two or more races¹⁶	2.2%	1.6%	3.0%	2.3%	2.8%	1.4%	1.5%	1.6%	3.4%
Race: Hispanic or Latino¹⁶	4.4%	2.1%	6.9%	4.0%	9.3%	6.6%	70.3%	63.2%	17.3%

APPENDIX B: MATERIALS DISTRIBUTED AT EVENTS

For a copy of materials distributed at events, please contact me at 414-305-6923 or email: ketchman@bottlewood.co.

APPENDIX C: SURVEY QUESTIONS AND RESULTS

Two surveys were created using FluidSurvey.com. The first survey was a long survey with 31 questions. A month later a shorter survey was created with 13 questions. *Those 13 questions were also asked on the long survey.* Both surveys were available in paper format at community meetings and on-line via a direct link that was distributed via a flyer at meetings and events, social media (Facebook and Twitter), and via the Bublr Bikes website under the “Blogs/Community Outreach” page. Surveys were available in both English and Spanish (both print and on-line versions).

152 long surveys were submitted; 48 short surveys were submitted for a total of 200 responses overall.

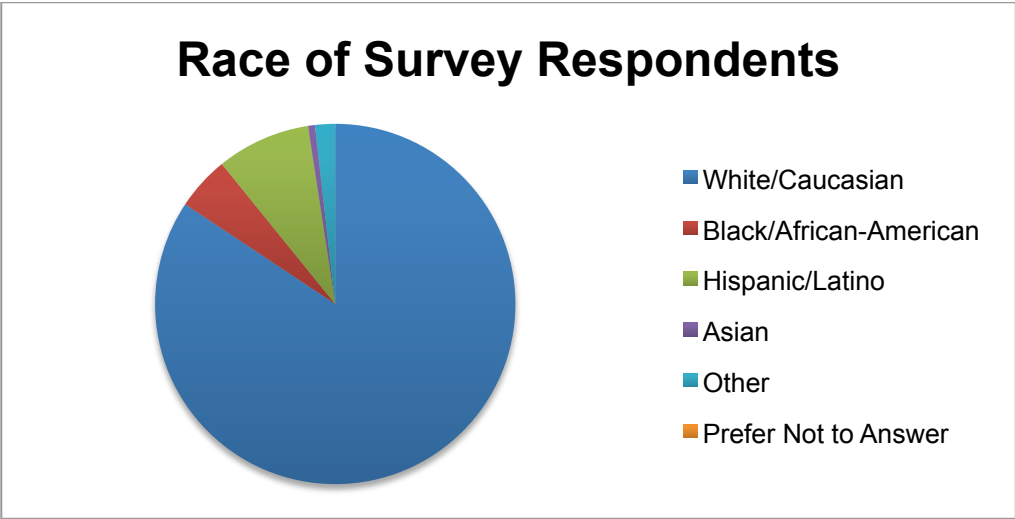
For the purposes of this report, responses to questions that were asked in both the long and short survey have been combined. “LONG” and “SHORT” are written after each question to indicate which question was asked on the long survey vs. short survey. Responses to each question are provided immediately following the question. **A complete copy of survey questions and responses is included at the end of this appendix.**

For a copy of the survey results in Spanish, please contact me at 414-305-6923 or email: ketchman@bottlewood.co.

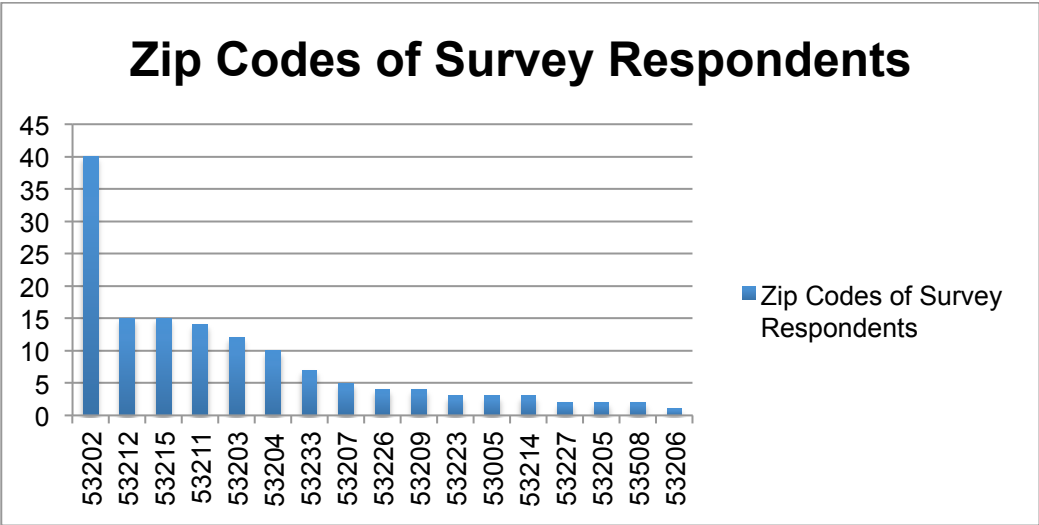
Survey Respondents: Brief Summary

The following bullet points highlight information about the 200 survey respondents. **Because survey respondents overwhelmingly did not fit the demographics of the project focus, recommendations made in this report are derived primarily from in-person or telephone conversations with LIN residents and stakeholders.**

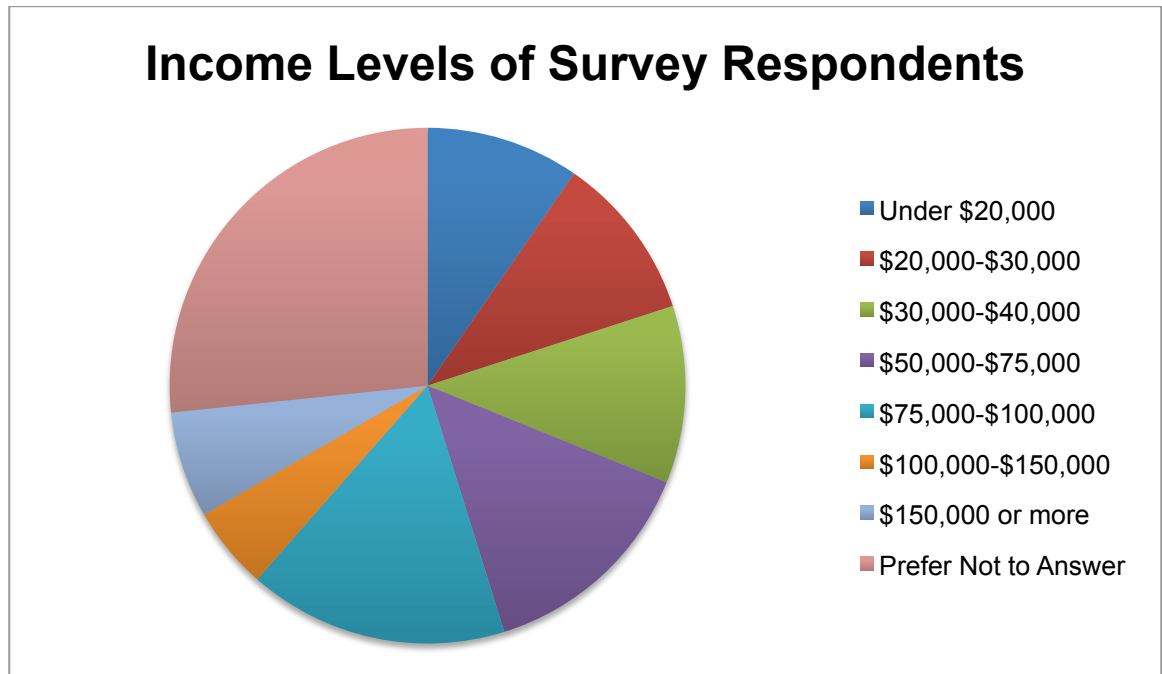
- **Race:** Out of the 200 responses submitted, 140 were from people who identified as “White/Caucasian,” 14 from “Spanish/Hispanic/Latino,” 8 “Black/African-American,” 1 “Asian,” 3 “Other,” and 27 “Prefer Not to Answer.”



- **Zip Code:** The chart below indicates where the majority of survey respondents lived or worked. Of the targeted zip codes in this outreach project, response was relatively low: 53204 (10), 53205 (3), 53206 (1), 53208 (1), 53210 (0), 53212 (15), 53215 (15), and 53233 (7).



- **Income:** The question of income was raised only in the long survey. Below is a chart indicating income levels as indicated by survey respondents.



Detailed Survey Questions and Responses

For a copy of the survey questions and responses, please contact me at 414-305-6923 or email: ketchman@bottlewood.co.

APPENDIX D: SCHEDULE OF EVENTS

The following is a list of scheduled events, by date, in 2014 in which I represented Bublr Bikes as a guest presenter, attended as a “vendor,” or held public community meetings focused solely on Bublr Bikes. (Note: This does not include telephone or email conversations or in-person meetings.) In all presentations, I brought along a bike for residents to check out and ride (a red bike prior to the public unveiling of the Bublr Bike name and a blue Bublr bike after the August 6th unveiling). Flyers containing a link for the on-line survey and a list of upcoming events were distributed at all events. Paper copies of the survey (in English and Spanish) were also available upon request.

Notices about upcoming events were posted on Bublr Bikes website (after August 6th). Emails were also sent to community stakeholders, neighborhood organizations, and elected officials in districts in which the events were being held, requesting that this information be shared with their constituents and inviting the official to meet to further discuss. A list of these emails and contacts is available upon request.

June 21:	Southside Bicycle Day (Kosciuszko Park)
June 27:	Layton Boulevard West Neighbors (LBWN) Mobile Bike Hub, Grant School
July 8:	Merrill Park Neighborhood Association Board Meeting
July 14:	Hillside Terrace Meeting About Bike Share
July 18:	LBWN Mobile Bike Hub, Pocket Park @ 29 th & Burnham
July 21:	Hillside Terrace Meeting About Bike Share
July 23:	LBWN Mobile Bike Hub, Pocket Park @ 29 th & Burnham
July 23:	Silver City Bike to Concert Night
July 24:	LBWN Mobile Bike Hub, Pocket Park @ 29 th & Burnham
August 9:	Hank Aaron 5K Run/Walk
August 11:	Public Meeting re: Bublr Bikes at Forest Home Library
August 13:	Public Meeting re: Bublr Bikes at Center Street Library
August 15:	LBWN Mobile Bike Hub at El Puente High School
August 18:	Public Meeting re: Bublr Bikes at Central Library
August 19:	Public Meeting re: Bublr Bikes at Bay View Library
August 20:	Public Meeting re: Bublr Bikes at Villard Square Library
August 22:	LBWN Mobile Bike Hub at Urban Ecology Center (3700 W. Pierce St.)
August 25:	Public Meeting re: Bublr Bikes at Washington Park Library
August 29:	LBWN Mobile Bike Hub at Urban Ecology Center (3700 W. Pierce St.)
Sept. 3:	Public Meeting re: Bublr Bikes at Washington Park Library
Sept. 13	Walnut Way Conservation Corp. 2014 Harvest Day
Sept. 20:	Community Planning Council Meeting

APPENDIX E: REFERENCES AND ADDITIONAL READING

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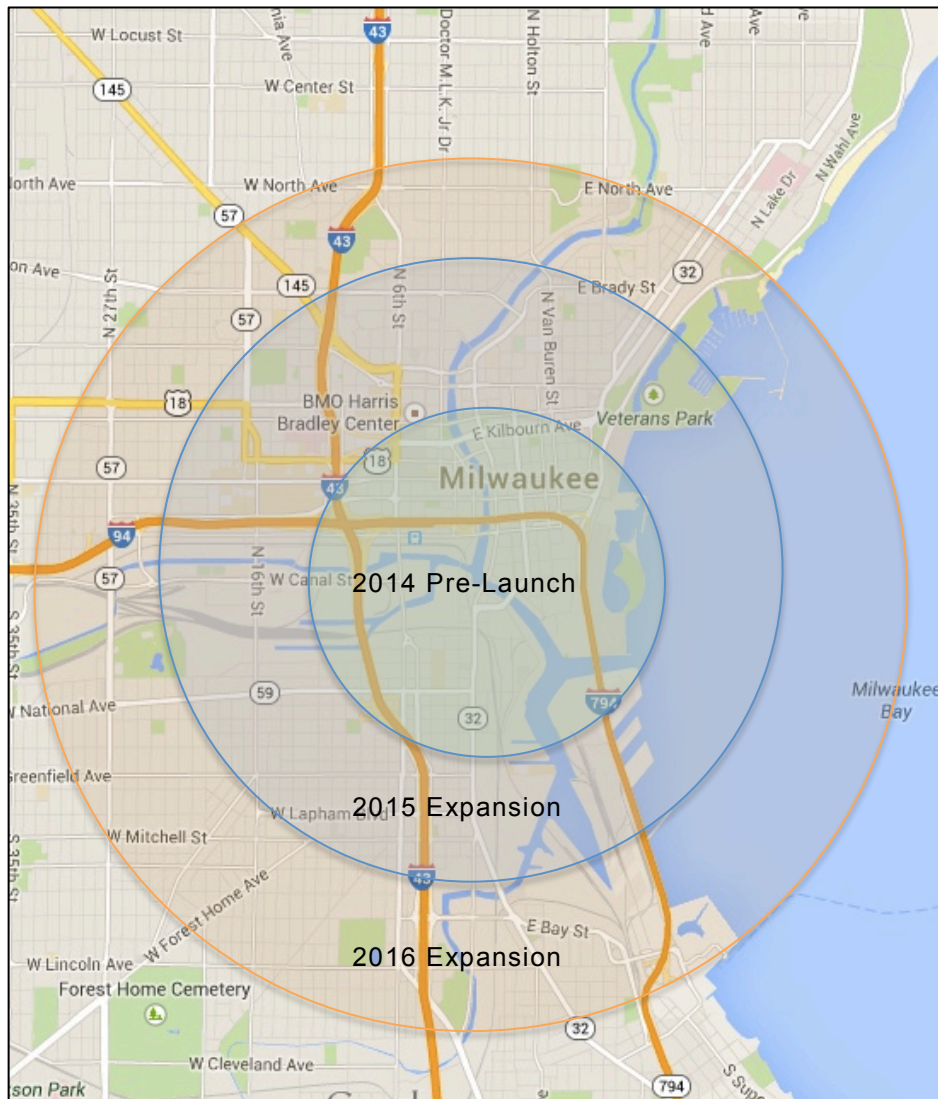
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APPENDIX F: DETAILED RECOMMENDATIONS TO PROMOTE BUBLR BIKES IN LOW-INCOME NEIGHBORHOODS

The following are detailed suggestions for outreach programs, payment methods, etc. based upon the broader recommendations presented in Chapter 6. Note: These recommendations do not touch on a frequently implicated reason for low cycling in LINs: poor cycling infrastructure (e.g. bike lanes, safe streets, places to park bikes, access to bike paths, etc.). Bublr Bikes should continue visibly lobbying for improved cycling infrastructure in LINs and overall promotion of cycling an ongoing priority.

Station Siting and Expansion

1. **Expand station siting in outward concentric circle, with equal percent growth outward, regardless of neighborhood affluence.** This demonstrates to LIN residents that Bublr Bikes is committed to equal expansion to all areas of Milwaukee. This, combined with “token” stations placed in areas outside of the expansion circle (e.g. at Bradford Beach, UWM, etc.) demonstrates future commitment to popular “white-driven” areas, with the understanding that as the circle expands outward, these areas will be more saturated with stations. This, in effect, is the reverse of the usual siting strategy in which “token” stations are placed in LINs as a sign of future commitment, with the majority in more affluent “whiter” neighborhoods.



Stations in LINs might include:

- Wisconsin Ave. at 8th (by Central Library & Milwaukee Public Museum)
- Wisconsin Ave. at 12th (by Marquette)

- **Wisconsin Ave. at 16th St. (by Marquette)**
- **State and 6th (by MATC, County Courthouse)**
- **State and 12th (by Aurora Sinai)**
- **3rd & State (@ Pere Marquette Park)**
- **ML King Dr. and Walnut/Pleasant St.**
- **1st & National**
- **1st & Greenfield**
- **5th & National**
- **9th & National**
- **10th & Washington (Walker Square Park)**

With a dedicated commitment and public relations/community outreach, residents will see how the network is expanding outward to LINs with minimum of 25-30% of stations in these areas.

Station Locations

2. Identify, in cooperation with local residents and stakeholders, specific stations in LINs near transit stops, popular parks, community centers, libraries, schools, etc. Station locations, per outreach discussions, tend to be more “community- and exercise-centered” vs. “destination” centered. Stations should be located where community residents can easily access and use the bikes to get around their own community vs. reaching destination downtown. Stations should also be located in/near parks and schools to support exercise component of the bikes. Promotional, marketing, and outreach efforts need to be adjusted to fit the primary interest of LIN residents vs. more affluent residents who primarily use the bike downtown or on East Side/Third Ward, etc.

This suggestion falls more appropriately under “Community Outreach,” since designated LIN stations should be placed in accordance with community wishes as much as possible. Of the stations mentioned in #2, discussions should be conducted with:

- **Marquette University administration and students**
- **Aurora Sinai administration and staff**
- **MATC administration and students**
- **Old World Third Street/Westown BID and business owners**
- **Milwaukee County Parks Department,**
- **Historic King Drive BID, Brewers Hill Neighborhood Association**
- **HACM administration and residents (specifically Carver Townhomes and Hillside residents)**
- **Walkers Point Association**
- **Walkers Square Neighborhood Association**

- **Hispanic Chamber of Commerce**

Discounted and Subsidized Memberships to Low-Income Individuals

3. The following are suggested recommendations to make Bublr Bikes memberships affordable and available to the greatest number of Milwaukee residents.
 - Offer discounted subscription of \$5-10 for individuals (people 14 and over) whose income is at less than 150 or 200% of federal poverty level (FPL). Seek grant funding that specifically covers the balance of membership and administrative costs of Bublr Bikes low-income subsidies.

Federal Poverty Level for 2013-2014			
No. of People in Household	100% of Poverty Level	150% of Poverty Level	200% of Poverty Level
1	\$11,490	\$17,235	\$22,980
2	\$15,510	\$23,265	\$31,020
3	\$19,530	\$29,295	\$39,060
4	\$23,550	\$35,325	\$47,100
5	\$27,570	\$41,355	\$55,140
6	\$31,590	\$47,385	\$63,180

Note: Boston Hubway sets their limit at less than 400% of poverty level.

- In partnership with HACM, offer discounted or free memberships (depending on fund availability) to HACM residents over the age of 14.
 - In partnership with large or smaller healthcare systems, such as Aurora Healthcare, Childrens Hospital of Wisconsin, Sixteen Street Community Health Center, etc., offer subsidized memberships via “membership prescriptions” in which physicians or clinicians prescribe a “membership” with a \$5 co-pay for low-income patients. The balance of the membership is paid by the healthcare system. (The partnering healthcare system is responsible for seeking program funding.) Additional funding is provided to offset additional administration costs.
4. In partnership with local organizations, such as YMCA of Metropolitan Milwaukee, Layton Boulevard West Neighbors, Journey House, Silver Spring Neighborhood House, etc., hold membership drives promoting discounted memberships to low-income residents served by those organizations.

Alternatives to Credit and Debit Cards for Memberships

5. Work with local bank or credit to develop a system in which “unbanked” residents can sign up for a Bublr Bikes membership at a discounted rate without need for a credit card. Current program at Capital Bikeshare called “Bank on DC” is a partnership with three local banks that offer \$50 annual memberships to unbanked individuals who sign up for a no-fee, no-minimum debit or credit account at one of those banks. Limitations: if someone is completely “unbanked,” they may not have an interest in signing up for a debit or credit account. “Bank on DC” has not been a game changer in promoting bike share to unbanked individuals, perhaps for this reason. This may be more of a membership drive issue. For example, Brewery Credit Union (or other bank whose primary customer resides in LINs) could heavily promote a membership drive that INCLUDES a discounted Bublr Bike membership, regardless of whether the individual has a credit or debit card. (E.g. instead of receiving \$100 cash for joining the bank or credit union, get a free Bublr Bike membership.) Bublr Bikes could also promote these types of offers on its website and promotional/outreach literature.
6. Work with local sponsoring organizations to assume financial risk of membership, offering unbanked individuals Bublr Bike memberships if they are members of a sponsoring organization or subsidized housing resident (e.g. HACM, LBWN, Journey House, COA, YMCA, etc.).
7. Explore payment options that allow residents to purchase memberships through their phone plans, utility accounts, gym memberships, and employer deductions.

Discounted Family Memberships

8. Offer family discounts for non-subsidized individuals. Rather than charge \$70 for an annual membership per user, discount family membership by discounting annual membership fee by 25% for second household member, by 50% for third household member, and by 75% for fourth and more household members. This will encourage couples and families to sign up and use the system.
 - Family of two: $\$70 + \52.50 (25% discount) = \$122.50
 - Family of three: $\$70 + \52.50 (25% off) + \$35 (50% off) = \$157.50
 - Family of four: $\$70 + \52.50 (25% off) + \$35 (50% off) + \$17.50 (75% off) = \$175

Discounted Memberships for Individuals Regardless of Income

9. Offering discounted memberships to non-low-income individuals via employer discounts and health insurance credits will encourage individuals to purchase and use Bublr Bikes and demonstrate the employers commitment to employee wellness.
10. Offer discounted membership programs for local employers (municipal, private, nonprofit), schools, business or professionals organizations (e.g. Milwaukee Chamber of Commerce and NEWaukee), etc. to offer their employees or members. These can be set up in a number of ways:

- Negotiate administrative fee (covering set-up and marketing; typically \$100 per company) and discounted corporate rate, such as \$60 vs. \$70, with employee paying 100% of the \$60 discounted rate and any usage fees.
 - No administrative fee. Company pays 50% of the discounted rate (\$30), with employee paying remaining 50% (\$30) and any usage fees.
 - No administrative fee. Company pays 75% of the discounted rate (\$52.50) with employee paying remaining 25% (\$17.50) and any usage fees.
 - No administrative fee. Company pays 100% of the discounted rate (\$60). Employee pays nothing but responsible for any usage fees.
11. Encourage employers to offer health insurance credits if their employees are Bublr Bike members. Provide list of employee names (per sign-up which would request employer name if insurance credits are offered) to employees for verification. This may be a lower-cost alternative for employers, perhaps offering \$25/employee yearly credits and a negotiated administrative fee to Bublr Bikes for employee outreach and marketing.

Discounted Daily Passes to Hotels and Convention Attendees

12. Offer discounted daily passes to hotels, convention planners, reunion planners (e.g. MU and MSOE alumni weekends), etc. to distribute to guests and attendees of conventions and reunions. E.g. discounted daily pass from \$7 to \$4, with hotel and convention/reunion planner paying \$4 pass. Guests pay zero and receive the pass as part of their convention or hotel benefits.

Easy Registration for Bublr Bikes

13. In addition to on-line and kiosk registration, offer over-the-telephone and in-person registration. This will require dedicated staff to either be available over the phone or be available at multiple community events, membership drives, etc. to take information and process.
14. Consider partnering with any outlet that sells MCTS bus tickets and passes to sell Bublr Bike memberships as well.

Extend Trip Time for Low-Income Members

15. Extend ride time from 30 minutes to 45 or 60 minutes for all subsidized low-income users.

Integrate Bike Share with Existing Transit and Trip Planning Apps

16. Offer discounted, integrated bus/Bublr Bikes pass with MCTS. For example, negotiate with MCTS for discounted annual rates in combination with discounted Bublr Bikes annual rates. This will encourage increased use and integration of bus and bike sharing. Encourage local employers who currently offer discounted transit passes to offer the combined pass. Coordinate marketing and administrative costs with MCTS.

17. Integrate Bublr Bike into smartphone trip planner applications such as RideScout (ridescoutapp.com) or Transit App (transitapp.com). Currently the RideScout app includes Milwaukee (MCTS, Zipcar, Amtrak, Curb [assists with getting a taxi], and Parking Panda [identifies where to find parking nearby]). Integrating Bublr Bike into RideScout (or similar app) allows users instant access to transit information (transit modality, nearest available routes to get to desired destination, departure and arrival time via selected route – bus, bike, taxi, etc., and estimated fare). This allows users to select the transit modality that fits their needs and interests.

Dedicated Community Relations, Outreach, and Promotions

(Note: These are separate from community outreach and promotional events to the general public, although many of these could also be applied to general marketing and promotions, such as monthly Bublr Bike meet-ups.)

18. Use image of LIN members in Bublr Bike general publications, website, social media, etc.
19. Offer free helmets and t-shirts to all subsidized members at the time of sign-up. Obtain grant funding to support purchase and distribution of helmets (discounted or donated helmets from manufacturers, grants, corporate financial donations, etc.) Wearing t-shirt further promotes brand in LINs.
20. Develop membership drives for low-income individuals that include marketing materials, sign-up and registration forms, staffing, and promotions (PR, advertising, outreach to LINs). Scheduled membership drives March through July. Coordinate with LIN stakeholders (COA, Northside YMCA, Walnut Way, LBWN, Journey House, etc.), employers located in LINs, HACM properties (at scheduled resident meetings and special events), and property owners/managers.
21. Work in close partnership with Wisconsin Bike Fed, SSCHC, LBWN, Westlawn Partnership, City of Milwaukee Bicycle Pedestrian Coordinator, etc. on ongoing events, promotions, lobbying efforts, bicycle maintenance workshops, “learn how to bike” workshops, etc.
22. Develop Volunteer Coordinator position (or incorporate as a responsibility of another position). This person would be responsible for recruiting, training, and scheduling volunteers for all outreach events (not just those focused on LINs). Aim to recruit 3-5 volunteers from LINs whose focus is attendance at LIN community events (but will also help with overall community outreach events). Volunteer responsibilities include:
 - Representing Bublr Bikes at community events, festivals, athletic events (runs, bike races, etc.), as directed by the volunteer coordinator and other staff.
 - Offer free memberships to Bublr Bikes volunteers and encourage them to ride Bublr Bikes as promotional tool/Bublr Bike Ambassador.
 - Recruit volunteers from local universities, employers, social media, nonprofit organizations, etc.
 - Represent Bublr Bikes at new station openings, answering questions and demonstrating how to use Bublr Bikes.

- 23.** Have monthly Bublr Bikes meet-ups in LINs composed of composed of Bublr Bike volunteers/ambassadors (see #22 above) and members who live or work within the LIN (vs. Bublr Bike members from outside of LINs). The meet-ups would gather like-minded folks who are Bublr Bikes members to “meet and greet” other members and promote cycling and use of Bublr Bikes to the general public. The meet-ups will take place on Saturdays at stations placed within LINs and include tours of the surrounding community stations as well as connections to stations outside the community, demonstrating how easy it is to connect to other parts of town. Finish (or start) the meet-up with coffee & donuts/bagels. Have someone from Bublr Bike (staff or volunteer) on hand to sign up new members. Encourage people to cycle in from other stations so that more bikes are available for people to use “for the day” or bring in portable station with extra bikes for the event. Coordinate these meet-ups with area organizations to promote participation.
- 24.** Similarly, hold quarterly Bublr Bike meet-ups over the lunch hour at headquarters of employers/organizations/HACM based in LINs that offer discounts or promote membership to their members. Tour the neighborhood, using the meet-up as an opportunity to explore the surrounding neighborhood, demonstrate use of Bublr Bikes to other employees, get some exercise, and enjoy a light lunch (before or after the meet-up ride). Have someone from Bublr Bike (staff or volunteer) on hand to sign up new members. Bring in portable station with extra bikes for the event so users can check out a bike and potential users can try one out.
- 25.** Schedule Bublr Bike attendance at minimum number of local community events in LINs, perhaps set 25% of community events as LIN-based. Maintain ongoing awareness of local events as they develop. Set budget for participation (vendor fees). At events, have table, tent, promotional materials, registration forms and information, free helmets and t-shirts for new low-income sign-ups, discounted helmets and t-shirts for sale to general public, raffle giveaways of free t-shirts or helmets, discounted daily passes. (Raffle giveaways of free memberships would be appropriate at events targeting non-low-income individuals, such as Summerfest, TosaFest, Jazz in the Park, area bike races, etc. and should be considered under a separate “Community Relations” program.) Some events targeting LINs (partial list!):
- Juneteenth Day (June)
 - Garfield Avenues Blues, Jazz, Gospel, and Arts Festival (July)
 - Mitchell Street Sun Fair (May0)
 - Villard Avenue Day Festival (August)
 - Walnut Way Conservation Corp. Harvest Day (September)
 - Southside Bicycle Day (June)
 - Mexican Fiesta (August)
 - Locust Street Festival (June)
 - Center Street Daze Festival (August)
 - Arms Around Us (Metcalfe Park, August)
 - Farmers Markets (Fondy Farmers Market Opening Day Celebration, June; Walkers Square Farmers Market,)

26. Hold press event at unveiling of bike stations in LINs, complete with tent, membership drives, presentations by local stakeholders, t-shirt and helmet giveaways. Schedule event when three or more stations are unveiled in LINs, so group ride promoting stations can be arranged.
27. WEBSITE: Make information about subsidized and reduced (e.g. family) memberships easy to find. State requirements on site, list upcoming membership drives and Bublr Bike meet-ups in LINs, list all companies offering either discounted memberships or health credits. Don't make people search for this info on the website; it should be easily and immediately accessible.

Maintenance Garage and Job Training Opportunities

28. Place maintenance facilities in LIN neighborhoods. Placement of maintenance facilities increases visibility of Bublr Bikes in LINs and demonstrates commitment to economic development in LINs.
29. Commit to hiring 20% of Bublr Bikes overall staff from LINs. Offer seasonal and ongoing employment to graduates of Bublr Bikes apprenticeships and job-training programs (see below).
30. Offer job skills training and paid apprenticeships to LIN residents through local job-training programs (such as Valid Shop at North Division High School, Dream Bikes, LBWN Mobile Bike Hub interns, etc.). Explore partnerships with Wisconsin Department of Veteran Affairs job-training and apprentice programs, Milwaukee Pathways Network, Milwaukee Area Workforce Investment Board (MAWIB), Milwaukee Community Service Corps./YouthBuild, Journey House's Urban Careers Institute, and others.

Data Analysis

31. Establish partnership with UWM or MU for graduate-level data analysis of usage patterns and rider demographics, particularly as it relates to equity.
 32. Share data analysis findings with public, demonstrating transparency and Bublr Bikes' commitment to an equitable system.
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