

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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## MEMORANDUM

TO: Milwaukee County Committee on Transportation and Transit

FROM: Southeastern Wisconsin Regional Planning Commission Staff

DATE: February 12, 2024

SUBJECT: **REPORT ON SAME-DAY PARATRANSIT SERVICES**

This memorandum summarizes the materials prepared by Commission staff at the request of Milwaukee County to assist the Paratransit Taxi Task Force in their mission to explore alternative service models that would effectively and equitably meet the on-going transportation needs for same-day paratransit rides. Commission staff researched same-day paratransit systems from other jurisdictions and conducted a survey of Paratransit Taxi Task Force members to gather input on features for a potential service.

## RESEARCH OF SAME-DAY PARATRANSIT SERVICES

The memorandum summarizing the research that was presented to the Paratransit Taxi Task Force at the December 7, 2023, meeting is included as Exhibit 1, and the additional research presented at the January 18, 2024, meeting is included as Exhibit 2. This research identified key service characteristics of same-day paratransit services including fares, scheduling methods, amenities, ridership, and funding sources. The review of same-day paratransit programs was informed by input from the Paratransit Taxi Task Force and can be summarized in three categories:

- **Taxi voucher programs** that allow riders to pre-purchase discounted vouchers to use for same-day taxi services provided by local taxi companies or partners. Many of these services limit the number of trips per month and are funded through a combination of State and local dollars.
- **Same-day paratransit programs** typically provide supplemental on-demand paratransit services through an app-based reservation system, which allows passengers to schedule a trip on their smartphone or with a call-in option.
- **Non-profit transportation providers** generally coordinate with social service organizations and are funded through a blend of donations and grants.

Based on the review of nearly 60 transportation programs offering same-day paratransit service for seniors and people with disabilities, the following conclusions were reached:

- 17 out of the 57 services researched provide some form of same-day paratransit service.
- Seven out of 13 transit operators in Southeastern Wisconsin peer regions provide same-day paratransit services either through paratransit taxi programs or premium paratransit services.
- Nine of the 24 transit systems in MCTS's Benchmark Group provide same-day paratransit services, while three of the 24 transit systems provide on-demand transit services open to all passengers.
- There are non-profit organizations that provide same-day paratransit services utilizing real-time scheduling platforms or centralized dispatching systems, including some that operate within peer communities.
- Taxi voucher programs, which offer low- or no-cost vouchers at participating taxi companies, are provided by several peer cities and transit agencies to supplement the complementary paratransit services.
- Ridership and operating costs vary widely depending on the community size and features of the service.
- Most same-day services utilize Federal Transit Administration funding.

## **SURVEY OF PARATRANSIT TAXI TASK FORCE**

Commission staff developed a survey to gather input from members of the Paratransit Taxi Task Force. The survey was administered between January 11 and January 26, 2024, to inform potential same-day service design. The survey was made available in alternative formats in coordination with the Office for Persons with Disabilities. For example, large print and braille formats were offered upon request and survey forms were provided during the Paratransit Taxi Task Force meeting on January 18, and copies were available after the meeting at Independence First's Milwaukee location. The questions sought input on features for a potential same-day paratransit service. There were eight responses. The results are summarized below, with the detailed charts included in Exhibit 3.

- Most respondents indicated that they would anticipate taking a same-day paratransit trip between one and four times per week.
- The most beneficial service hours would be between 6:00 a.m. and 10:00 p.m.
- The most requested service features included: (1) Individual rides (no shared rides); (2) Ability to travel outside Milwaukee County; (3) Extra stops allowed (tie for third); and (4) Door-to-door service (tie for third).
- All respondents were willing to pay more than \$4.00 per trip, although three respondents indicated that it depends on how much and if someone is on a fixed income.

## **SHORT-AND LONG-TERM OPTIONS FOR CONSIDERATION**

Commission staff prepared the following short-term options for consideration based on our understanding of the preferred service features, regulations, and services that could reasonably be implemented in 2024 under certain circumstances. These options would offer supplemental same-day paratransit services beyond those currently offered through Transit Plus. Potential options must meet the American with Disabilities Act (ADA) requirements for accessible vehicles and must ensure that the service can be accessed by those unable to use a Smartphone and those who are unbanked, as required under Title VI of the Civil Rights Act.

### **Short-Term Option 1: Taxi Voucher Program**

This option would allow paratransit eligible riders to pre-purchase discounted vouchers to use for same-day transportation service using a local taxi company and/or ridesourcing program such as Uber or Lyft. This service could provide individual rides and allow for extra stops, which were important features to the Paratransit Taxi Task Force members based on the survey results.

The potential benefit of a taxi voucher program is that the service could offer same-day rides in the near term. In addition, this type of service could qualify to the “taxicab exception” that provides an exemption from the Federal Transit Administration’s drug and alcohol testing requirements when a transit agency is contracting with multiple taxi companies or ridesourcing programs. The taxicab exception only applies if a passenger has a choice between two or more ridesourcing and/or taxicab companies. The transit agency (or its paratransit contractor) cannot assign a rider’s trip to a provider.<sup>1</sup> The rationale for this is the practical difficulty of trying to administer a drug and alcohol testing program in connection with multiple companies. If Milwaukee County chooses to pursue a taxicab service or partnership with a ridesourcing company, the taxicab exemption for drug and alcohol testing could help guide future service design, such as developing a referral service for several taxicab companies.

There are two primary challenges with establishing a taxi voucher program, one is the potential lack of multiple transportation providers in the service area. Unless paratransit riders can choose between two or more providers, the drug and alcohol testing requirements will apply. The second challenge could be ensuring that wheelchair accessible vehicles are provided as required by the ADA. In addition, the Paratransit Taxi Task Force identified several considerations that may inform future service design beyond these two challenges including if trips could be restricted for certain uses (e.g., employment, medical appointments) and how to equitably establish the fares for such as service.

### **Short-Term Option 2: Supplemental Same-Day Paratransit Service**

This option would offer supplemental same-day paratransit service beyond the existing Transit Plus service, similar to several of the same-day services researched by Commission staff. The supplemental same-day paratransit services could be provided through an app-based reservation system, which allows passengers to schedule a trip on their smartphone or with a call-in option. If the service offered an app-based reservation system, alternative scheduling and payment options must be provided for passengers who are unable to schedule or pay through an app, either due to the lack of a smartphone or credit card. These requirements could be met by offering telephone scheduling and accepting cash or other pre-paid fare media.

The benefit of this potential same-day service is that it could be implemented in the near term under certain circumstances. If this service is preferred by the Paratransit Taxi Task Force and Milwaukee County, it is suggested that the capacity of potential same-day paratransit service providers be assessed. This assessment could include the ability of potential vendors to provide wheelchair accessible vehicles, comply with ADA and Title VI requirements, and meet the potential demand for same-day paratransit trips. The Paratransit

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<sup>1</sup> FTA Drug and Alcohol Regulations Updates, October 2022: Issue 76, <https://www.transit.dot.gov/sites/fta.dot.gov/files/2022-10/Newsletter-Issue-76.pdf>, last accessed 11/7/2023.

Taxi Task Force also identified a number of considerations that could inform future service design, such as how to set fares in an equitable manner, if local providers have the capacity to provide this service, and if there are employers that could provide transportation on a longer-term basis.

### **Long-Term Options for Consideration**

The following long-term options are a compilation of feedback from the Paratransit Taxi Task Force and insights from the research that Commission staff conducted. This list is not exhaustive of all the potential long-term options discussed by the Paratransit Taxi Task Force. However, for the purposes of this report, this list provides a sample of concepts that have emerged from the discussions and research.

- Conduct a survey of all paratransit riders that could include questions to understand the use of and satisfaction with the existing paratransit service, demographic characteristics of existing riders, and preferred features of a same-day service.
- Establish a transportation-focused coordination group to connect paratransit riders, social service organizations, senior programs, and healthcare providers, among others to explore potential long-term and integrated solutions.
- Consider future expanded partnerships with advocacy organizations, healthcare providers, housing providers, and senior services to meet the transportation needs of seniors and people with disabilities in Milwaukee County.
- Consider exploring longer term paratransit needs, emerging practices, and cross-county services. This may include a consolidated transportation resource center and dispatch center.

## **CONCLUSION**

This memorandum summarizes the work prepared by Commission staff to assist the Paratransit Taxi Task Force in their consideration of alternative service models that would effectively and equitably meet the ongoing transportation needs for same-day paratransit rides. Commission staff looks forward to discussing how we can assist Milwaukee County and the Paratransit Taxi Task Force as they engage in service design and explore future coordination efforts.

\* \* \*

# EXHIBIT 1

## SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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### SEWRPC Staff Memorandum

#### SAME-DAY PARATRANSIT SERVICES RESEARCH SUMMARY

November 17, 2023

### INTRODUCTION

At the request of Milwaukee County, Commission staff conducted research to assist the Paratransit Taxi Task Force in their mission to explore alternative service models that would effectively and equitably meet the on-going transportation needs for same day paratransit rides. The research included the following two areas, (1) regional and national transit agencies that offer same-day paratransit taxi services and (2) selected public and non-profit taxi and transportation services. Within these two areas, Commission staff explored each service model and how Federal requirements, including the American with Disabilities Act of 1990 (ADA), are met.

Paratransit services were identified through a literature review, contacts with Milwaukee County Transit System (MCTS) peers within a benchmarking subgroup, review of Southeastern Wisconsin peer regions, and a review of paratransit providers in the Southeastern Wisconsin Region. In addition, the paratransit taxi task force requested additional information on services including providers that operated a one-call/one-click reservation program and operators that utilized an app-based paratransit reservation system. Additional considerations that the paratransit taxi task force expressed interest in learning about included budgets, costs, insurance, volunteer drivers, extent of geography served, ride capping, and how drug and alcohol testing is implemented.

Based on the review of nearly 60 transportation programs that focus on service for seniors and people with disabilities, the following conclusions were reached

- 17 out of the 57 services researched provide some form of same-day paratransit service.
- Seven out of 13 transit operators in Southeastern Wisconsin peer regions<sup>1</sup> provide same-day paratransit services either through paratransit taxi programs or premium paratransit services.
- Nine of the 24 transit systems in MCTS's Benchmark Group provide same-day paratransit services, while three of the 24 transit systems provide on-demand transit services open to all passengers.
- There are non-profit organizations that provide same-day paratransit services utilizing real-time scheduling platforms or centralized dispatching systems, including some that operate within Southeastern Wisconsin peer regions and MCTS's Benchmarking communities.

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<sup>1</sup> Southeastern Wisconsin peer cities include Buffalo, NY; Chicago, IL; Cincinnati, OH; Cleveland, OH; Columbus, OH; Detroit, MI; Indianapolis, IN; Kansas City, MO; Louisville, KY; Minneapolis, MN; Nashville, TN; and Pittsburgh, PA.

- Taxi voucher programs, which offer low- or no-cost vouchers at participating local taxi companies, are provided by several cities and transit agencies to supplement the complementary paratransit services.

## REVIEW OF FINDINGS

The initial review of same-day paratransit taxi services focused on providers in three categories, which included taxi voucher programs, same-day paratransit services, and non-profit transportation providers. Attachments 1 through 3 provide a summary of characteristics for each service including payment, scheduling, and amenities. Given the extent of information, these characteristics are summarized in three separate attachments. It is envisioned that the Paratransit Taxi Task Force will provide input that identifies those service attributes that are most important for any future service design. This input would allow Commission staff to focus on a smaller subgroup of providers to research and identify additional operational and budgetary details. A summary of each service category and the selected providers is below.

### Taxi voucher programs

These programs generally allow riders to pre-purchase discounted vouchers to use for same-day taxi services provided by local taxi companies or partners. There are several examples nationally that are provided through agencies such as aging and disability resource programs. In general, these programs are funded with a combination of State and local dollars, with some voucher programs receiving Federal Transit Administration (FTA) funding. Commission staff included these examples as they offer discounted trips to eligible participants and a supplemental same-day transportation option.

- **A1. Taxi Voucher Program, Aging and Disabilities Program, Anne Arundel County, MD:** In addition to complementary paratransit, they offer an accessible taxi scheduled through the taxi voucher program. Taxi voucher program works with five participating companies.
- **A2. Taxi Scrip Program, City of Berkeley, CA:** Supplemental transportation program includes a no cost taxi available to eligible seniors and people with disabilities.
- **A3. Taxi Coupon Book, Arlington County Aging and Disability Resource Center, Arlington, VA:** The Super Senior Taxi provides cab service, which can be purchased at a discounted price. Passengers are encouraged to call ahead whenever possible; cabs may be requested in advance.
- **A4. Taxi Scrip and Van Vouchers, Oakland Paratransit for the Elderly & Disabled, City of Oakland, CA:** Includes supplemental transportation services through contracted vendors that provide curb-to-curb and door-to-door subsidized transportation service to eligible program participants.
- **A5. Essential Trip Card, San Francisco Municipal Transportation Agency, City of San Francisco, CA:** Launched during the COVID-19 pandemic as a discount program to help seniors and people with disabilities make essential trips in taxis. Ride requests should be made an hour in advance if a wheelchair accessible ramp taxi vehicle is needed.
- **A6. IndyGo Taxi Vouchers, Indianapolis Public Transportation Corporation, Indianapolis, IN:** Paratransit riders can purchase taxi vouchers to assist in spontaneous travel any time of day, any day of the week. This is done through a lottery system, and vouchers can only be ordered in bundles of 10 (limit one bundle per rider, per month).

### Same-day paratransit services

Commission staff researched several same-day paratransit services that are typically offered by transit operators as a premium service beyond existing complementary paratransit service. In some cases, these paratransit services are provided through an app-based reservation system, which allows passengers to schedule a trip on their smartphone or with a call-in option. For those providers offering an app-based

reservation system, alternative scheduling and payment options must be provided for passengers who are unable to schedule or pay through an app, either due to the lack of a smartphone or credit card. Alternative options include telephone scheduling and the acceptance of cash or other pre-paid fare media. Current pilot programs testing these services are underway in Kansas City, Missouri, and the Twin Cities in Minnesota. Commission staff also included partnership programs with Uber and Lyft, based on interest expressed by task force members. These services include The RIDE in Boston, Massachusetts and Access-On-Demand in Denver, Colorado. The services included in this category generally receive FTA funding and would therefore be subject to similar compliance requirements as MCTS.

- **B1. Connexion Plus, Jacksonville, FL:** Premium option that provides private, same-day, door-to-door service. Passengers must call at least two hours before the requested pick-up time.
- **B2. METROLift on-demand option, Houston, TX:** On-demand service, available in certain communities without immediate access to a METRO bus route. It operates in a defined zone and doesn't travel a standard route. Trips must be under 4 miles. Passengers can either board the vehicle at specific anchor points or schedule a pickup.
- **B3. OC Access, Orange County, CA:** Premium same-day service to paratransit-eligible riders to and/or from any address in Orange County. OCTA subsidizes up to five miles for a same-day ride.
- **B4. Pace Taxi Access Program, Chicago, IL:** Allows ADA Paratransit eligible riders immediate access to a Chicago taxi to meet their transportation needs, as an alternative to riding ADA Paratransit.
- **B5. Mainstream On-demand, Columbus, OH:** Provides premium on-demand paratransit service that allows trips to be scheduled at least one hour or more in advance by calling.
- **B6. IndyGo Access Premium, Indianapolis, IN:** This premium service offers a new same-day service option within a defined service area.
- **B7. Freedom On-Demand, Kansas City, MO:** This new pilot app-based option offers same day service, allowing passengers to summon a taxi and track their ride from a smartphone or tablet.
- **B8. Premium On-Demand Pilot, Twin Cities, MN:** This app-based pilot operates through December 31, 2025, and offers a premium on demand service allowing customers to take a taxi trip at a discounted rate.
- **B9. Access on Demand, Nashville, TN:** Provides paratransit eligible customers the option of booking a ride with the provider of their choice as few as two hours in advance.
- **B10. The RIDE Flex, Boston, MA:** This service provides a supplemental on-demand travel option allowing customers to schedule trips at any time directly with providers Uber and Lyft.
- **B11. Access-On-Demand, Denver, CO:** This supplemental service is available to eligible Access-a-Ride customers as a curb-to-curb, same-day alternative service utilizing Uber, Lyft, zTrip, and Metro Taxi.

### **Non-profit transportation providers**

This research focuses on services for seniors and people with disabilities provided by non-profit organizations. These services are generally provided in coordination with social service organizations and funded through donations, local grants, and FTA Section 5310 (Enhanced Mobility of Seniors and Individuals with Disabilities). The programs included summarize service models that could be further explored should task force members request more details on paratransit taxi options beyond those provided by Milwaukee County.

- **C1. Interfaith Caregivers of Ozaukee County, Grafton, WI:** Provides free, door-through-door cross-county transportation for seniors and people with disabilities. The service provides rides 24/7, 365 days a year.
- **C2. Interfaith Caregivers of Washington County, West Bend, WI:** Provides free service to healthcare, nutrition and wellness utilizing a volunteer's personal vehicle or one of Interfaith's accessible vans. Service is provided locally and outside of the county to all major metro area healthcare facilities.
- **C3. Home52, Council on Aging of SW Ohio:** Home52 Transportation coordinates multiple transportation providers through a centralized coordination system, providing both on-demand and advance-scheduled trips.

### **One-Call/One-Click Transportation**

Although not summarized in the attachments, Commission staff reviewed one-call/one-click transportation programs in response to a request from the Paratransit Taxi Task Force. Many communities, including rural programs, are exploring and implementing a one-call/one-click shared dispatch model to efficiently provide services. These programs provide a single point of contact for individuals seeking transportation, allowing for a more streamlined reservation process. One challenge of this type of model is that coordination of all service providers would potentially require changes to how programs are administered and funded. Within the state, there are two examples of coordinated transportation dispatch including Dane County and Manitowoc County. The Dane County Department of Human Services operates a shared call center in coordination with Metro Transit in Madison that determines the best transportation options based on an individual's needs. Manitowoc County also provides a one-stop call center, staffed by a mobility manager, that offers a referral service for transportation options. Should the task force request additional information, Commission staff can review more information or recommend experts to assist with a potential future presentation.

### **FTA COMPLIANCE INFORMATION**

On September 14, 2023, the FTA issued a "Dear Colleague" letter regarding the provision of paratransit service to eligible riders on a real-time basis and that allows for intermediate stops. The letter acknowledges that technological advances have allowed for on-demand paratransit services to be offered and that DOT ADA regulations expressly permit these services. However, the letter stresses that, "real-time service and/or intermediate stops would have to be provided to all paratransit-eligible riders, including those who use wheelchairs or otherwise require an accessible vehicle." In addition, all other ADA complementary paratransit service requirements must be met. These requirements are specified in 49 CFR 37.131, Service criteria for complementary paratransit and include the following:

- Origin-to-destination service
- Service area (at least ¾-mile on either side of a fixed route)
- Response time (next-day, with advance reservation and real-time scheduling permitted)
- Fares (not more than twice the regular fixed-route fare for a comparable trip)<sup>2</sup>
- No restrictions on trip purpose
- Hours and days of service (at least the same as fixed route)
- No capacity constraints

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<sup>2</sup> FTA indicates that premium charges are allowed for complementary paratransit services that exceed the minimum requirements established by the Department of Transportation's ADA regulations, <https://www.transit.dot.gov/regulations-and-guidance/civil-rights-ada/premium-charges-paratransit-services>, last accessed 11/8/2023.

In addition to the requirements for ADA paratransit service described above, the following section summarizes FTA rules for drug and alcohol testing and wheelchair accessible vehicles that must be considered as part of any future service design for same-day paratransit taxi service.

### **Drug and Alcohol Testing**

The U.S. Department of Transportation (DOT) drug and alcohol regulation (49 CFR part 655) rule applies to recipients and subrecipients of FTA Section 5307 (Urbanized Area Grants), FTA Section 5309 (Capital Investment Grants), and FTA Section 5311 (Rural Area Grants), as well as their contractors and subcontractors. Drug and alcohol testing requirements include developing and implementing a policy, participating in a program, providing training, maintaining secure records, and submitting reports. Commission staff coordinated with Ozaukee County Transit regarding their contractor's drug and alcohol procedures. GoRiteway assists with the operation of the Ozaukee County Shared Ride Taxi service and utilizes Noble Diagnosis and Quest Labs in their compliance procedures. GoRiteway staff offered to provide additional information regarding their processes if this is of interest to the task force.

With the evolution in transportation technology, allowing for real-time paratransit service, FTA has clarified when drug and alcohol testing applies. For example, FTA has indicated that, a ridesourcing company (such as Uber or Lyft) and contracted taxi services are generally subject to drug and alcohol testing, as they would be a contractor providing "a safety-sensitive function for a recipient or subrecipient." However, a "taxicab" exemption may apply if the public transit passengers randomly choose from among several taxicab companies providing the service. Specifically, FTA has indicated that the taxicab exception only applies if a passenger has a choice between two or more ridesourcing and/or taxicab companies.<sup>3</sup> The rationale for this is the practical difficulty of trying to administer a drug and alcohol testing program in connection with multiple companies. If Milwaukee County chooses to pursue a taxicab service or partnership with a ridesourcing company, the taxicab exemption for drug and alcohol testing could help guide future service design, such as developing a referral service for several taxicab companies.

### **Accessible Vehicle Requirements**

The U.S. Department of Transportation's ADA Regulations (49 CFR Part 37) include the service-related requirements for fixed-route bus, complementary paratransit, demand responsive service, and rail systems. The overarching requirement is that entities cannot discriminate against individuals with disabilities and public entities (and their contractors) must ensure that program participants with disabilities, including those who use wheelchairs, have the same access to a transit service as individuals without disabilities during the same times and with the same fares and response time.

The FTA has developed frequently asked questions (FAQs) regarding compliance with the ADA in response to recent interest in partnerships with on-demand transportation services.<sup>4</sup> This information is provided within this memorandum to assist the County and task force members in their deliberations regarding potential same-day paratransit service design. As stated in the FAQs, FTA requires that if real-time service is provided to eligible ADA paratransit passengers, it must be provided to all eligible ADA paratransit riders, including wheelchair users. The FAQs identify that, "this can be accomplished by verifying that the ridesourcing company has sufficient accessible vehicles available to provide equivalent service; by contracting with a separate entity to provide accessible vehicles; or most easily by simply incorporating your own accessible paratransit vehicles into the service to be provided by the ridesourcing entity."

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<sup>3</sup> FTA Drug and Alcohol Regulations Updates, October 2022: Issue 76, <https://www.transit.dot.gov/sites/fta.dot.gov/files/2022-10/Newsletter-Issue-76.pdf>, last accessed 11/7/2023.

<sup>4</sup> FTA, Shared Mobility FAQs: Americans with Disabilities Act, [https://www.transit.dot.gov/regulations-and-guidance/shared-mobility-faqs-americans-disabilities-act-ada#ada\\_9](https://www.transit.dot.gov/regulations-and-guidance/shared-mobility-faqs-americans-disabilities-act-ada#ada_9), last accessed 11/8/2023.

## NEXT STEPS

The memorandum summarizes a range of on-demand paratransit systems in three categories: taxi voucher programs; same-day paratransit services; and non-profit transportation providers. It also includes notable service requirements that are intended to help inform future discussions regarding service design. The research can be refined based on input from the Paratransit Taxi Task Force and Milwaukee County regarding preferred service features, budgetary or other constraints, and anticipated funding sources. Commission staff can assist with additional research, which may include details for selected systems such as program budgets, insurance requirements, and on-demand technology providers.

## ADDITIONAL RESOURCES

- Federal Transit Administration, Coordinating Council on Access and Mobility, <https://www.transit.dot.gov/coordinating-council-access-and-mobility>
- National Center for Mobility Management, One-Call/One-Click Transportation Access, <https://nationalcenterformobilitymanagement.org/by-topic/one-call-one-click/>
- National Center for Mobility Management, Transportation Coordination Enabled by Technology and Innovative Design, <https://nationalcenterformobilitymanagement.org/wp-content/uploads/2021/06/Transportation-Coordination-Enabled-by-Technology.pdf>
- National Aging and Disability Transportation Center, Best Practices Compendium, September 2021, [https://www.nadtc.org/wp-content/uploads/NADTC-BPCompendium\\_508.pdf](https://www.nadtc.org/wp-content/uploads/NADTC-BPCompendium_508.pdf)
- Easter Seals, Project Action, A Survey on the Use of Taxis in Paratransit Programs, 2008, <http://www.nadtc.org/wp-content/uploads/NADTC-Use-of-Taxis-in-Paratransit-Programs-Executive-Summary.pdf>

#270631 – Milwaukee Paratransit Taxi Task Force Research Summary Memo  
BRM/CTH/JBS  
11/17/2023

Attachment 1

Payment Characteristics: Selected Taxi Voucher Programs, Same-Day Paratransit Services, and Non-Profit Transportation Providers

	Fare	Multiple Ways to Pay	Unlimited Rides	Cost Basis
Taxi Voucher Programs				
A1. Taxi Voucher Program, Anne Arundel County, MD	Half price coupon books (\$5.00/book worth a value of \$10.00)	Voucher	No	Meter rate
A2. Taxi Scrip Program, City of Berkeley, CA	Free	Free	No	Free
A3. Taxi Coupon Book, Arlington County Aging and Disability Resource Center, Arlington, VA	Half price coupon books (\$10.00/book worth a value of \$20.00)	Coupon book	No	Meter rate
A4. Taxi Scrip and Van Vouchers, Oakland Paratransit for the Elderly & Disabled, City of Oakland, CA	Free	Free	No	Free
A5. Essential Trip Card, San Francisco Municipal Transportation Agency, City of San Francisco, CA	20% cost of cab ride	Yes	No	Meter rate
A6. IndyGo Taxi Vouchers, Indianapolis Public Transportation Corporation, Indianapolis, IN	\$35 per bundle (equivalent to 10 IndyGo Access passes)	Voucher	No	Meter rate
Same-Day Paratransit Services				
B1. Connexion Plus, Jacksonville, FL	\$6.00/trip (under 15 miles) add \$2.00/mile for trips over 15 miles	No	Yes	Mileage based
B2. METROLift On-Demand Option, Houston, TX	\$2.50 round trip	No	Yes	Mileage based

Attachment continued on next page.

Attachment 1 (Continued)

	Fare	Multiple Ways to Pay	Unlimited Rides	Cost Basis
Same-Day Paratransit Services (continued)				
B3. OC Access, Orange County, CA	\$3.60 plus any additional costs above the five mile ride	Yes	Yes	Mileage based
B4. Pace Taxi Access Program, Chicago, IL	\$2.00 per ride and cost over \$30.00	TAP card	No - 8 one way trips/day	Meter rate
B5. Mainstream On-Demand, Columbus, OH	\$5.00-\$30.00	No	Yes	Mileage based
B6. IndyGo Access Premium, Indianapolis, IN	\$10.00/trip	Yes	Yes	In Premium Service Area
B7. Freedom On-Demand, Kansas City, MO	\$5 for the first 5 miles, \$2 each mile after	Yes	No - 60 per month	Mileage based
B8. Premium On-Demand Pilot, Twin Cities, MN	First \$5 of the fare and all costs over \$25	Yes	Yes	Meter rate
B9. Access on Demand, Nashville, TN	\$7/trip (under 14 miles) add \$1.00/mile for trips over 14 miles	Yes	No - 4 per day	Mileage based
B10. The RIDE Flex, Boston, MA	\$3.00 base, plus any cost over \$43	Yes	No - based on frequency of use	Mileage based
B11. Access-On-Demand, Denver, CO	Cost over \$25	Yes	No - 60 per month	Mileage based
Non-Profit Transportation Providers				
C1. Interfaith Caregivers of Ozaukee County, Grafton, WI	Free	N/A	Yes	Free
C2. Interfaith Caregivers of Washington County, West Bend, WI	Free	N/A	Yes	Free
C3. Home52, Council on Aging of SW Ohio	Coordinate with healthcare providers	Yes	Yes	Depends on healthcare program

Source: SEWRPC

Attachment 2

Scheduling Characteristics: Selected Taxi Voucher Programs, Same-Day Paratransit Services, and Non-Profit Transportation Providers

	Appointment-Based Scheduling	App-Based Scheduling <sup>a</sup>	Travel in Bus Service Area	Extra Stops Allowed
Taxi Voucher Programs				
A1. Taxi Voucher Program, Anne Arundel County, MD	No	No	Yes	Yes
A2. Taxi Scrip Program, City of Berkeley, CA	No	No	Yes	Yes
A3. Taxi Coupon Book, Arlington County Aging and Disability Resource Center, Arlington, VA	No	No	Yes	Yes
A4. Taxi Scrip and Van Vouchers, Oakland Paratransit for the Elderly & Disabled, City of Oakland, CA	No	No	Yes	Yes
A5. Essential Trip Card, San Francisco Municipal Transportation Agency, City of San Francisco, CA	No	No	Yes	Yes
A6. IndyGo Taxi Vouchers, Indianapolis Public Transportation Corporation, Indianapolis, IN	No	No	Yes	Yes
Same-Day Paratransit Services				
B1. Connexion Plus, Jacksonville, FL	Yes	No	Yes	Yes
B2. METROLift On-Demand Option, Houston, TX	Yes	No	Yes	No
B3. OC Access, Orange County, CA	Yes	No	Yes	No
B4. Pace Taxi Access Program, Chicago, IL	No	Yes	No - only City of Chicago	Yes

Attachment continued on next page.

Attachment 2 (Continued)

	Appointment-Based Scheduling	App-Based Scheduling <sup>a</sup>	Travel in Bus Service Area	Extra Stops Allowed
Same-Day Paratransit Services (continued)				
B5. Mainstream On-Demand, Columbus, OH	Yes	No	Yes	No
B6. IndyGo Access Premium, Indianapolis, IN	Yes	No	No - only premium area	No
B7. Freedom On-Demand, Kansas City, MO	Yes	Yes	Pilot service area	No
B8. Premium On-Demand Pilot, Twin Cities, MN	Yes	Yes	Yes	No
B9. Access on Demand, Nashville, TN	Yes	No	Yes	No
B10. The RIDE Flex, Boston, MA	No	Yes	Yes	Yes
B11. Access-On-Demand, Denver, CO	No	Yes	Yes	Yes
Non-Profit Transportation Providers				
C1. Interfaith Caregivers of Ozaukee County, Grafton, WI	Yes	No	N/A	No
C2. Interfaith Caregivers of Washington County, West Bend, WI	Yes	No	N/A	No
C3. Home52, Council on Aging of SW Ohio	Yes	No	N/A	No

<sup>a</sup> Alternative scheduling and payment options must be provided for passengers who are unable to schedule or pay through an app, either due to lack of a smartphone or credit card. Alternative options include telephone scheduling and the acceptance of cash or other pre-paid fare cards/tickets.

Source: SEWRPC

Attachment 3

Amenities: Selected Taxi Voucher Programs, Same-Day Paratransit Services, and Non-Profit Transportation Providers

	Wheelchair Accessible	Private Ride	Personal Care Attendant Allowed at No Cost	Door-to-Door Service
Taxi Voucher Programs				
A1. Taxi Voucher Program, Anne Arundel County, MD	Yes	Yes	No	Yes
A2. Taxi Scrip Program, City of Berkeley, CA	No	Yes	No	Yes
A3. Taxi Coupon Book, Arlington County Aging and Disability Resource Center, Arlington, VA	Yes	Yes	No	Yes
A4. Taxi Scrip and Van Vouchers, Oakland Paratransit for the Elderly & Disabled, City of Oakland, CA	Yes	Yes	No	Yes
A5. Essential Trip Card, San Francisco Municipal Transportation Agency, City of San Francisco, CA	Yes	Yes	No	Yes
A6. IndyGo Taxi Vouchers, Indianapolis Public Transportation Corporation, Indianapolis, IN	Yes	Yes	No	Yes
Same-Day Paratransit Services				
B1. Connexion Plus, Jacksonville, FL	Yes	Yes	Yes	Yes
B2. METROLift On-Demand Option, Houston, TX	Yes	No	Yes	No
B3. OC Access, Orange County, CA	Yes	No	Yes	Yes
B4. Pace Taxi Access Program, Chicago, IL	Yes, upon request	Yes	No	Yes

Attachment continued on next page.

Attachment 3 (Continued)

	Wheelchair Accessible	Private Ride	Personal Care Attendant Allowed at No Cost	Door-to-Door Service
Same-Day Paratransit Services (continued)				
B5. Mainstream On-Demand, Columbus, OH	Yes	Yes	Yes	Yes
B6. IndyGo Access Premium, Indianapolis, IN	Yes	Yes	Yes	Yes
B7. Freedom On-Demand, Kansas City, MO	Yes, upon request	Yes	No	No
B8. Premium On-Demand Pilot, Twin Cities, MN	Yes, upon request	Yes	No	Yes
B9. Access on Demand, Nashville, TN	Yes, upon request	Yes	Yes	Yes
B10. The RIDE Flex, Boston, MA	No	Yes	No	No
B11. Access-On-Demand, Denver, CO	No	Yes	No	No
Non-Profit Transportation Providers				
C1. Interfaith Caregivers of Ozaukee County, Grafton, WI	Yes	Yes	Yes	Yes, door-through-door
C2. Interfaith Caregivers of Washington County, West Bend, WI	Yes, upon request	Yes	Yes	Yes, door-through-door
C3. Home52, Council on Aging of SW Ohio	Yes	Yes	No	Yes, door-through-door

Source: SEWRPC

# EXHIBIT 2

## SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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### SEWRPC Staff Memorandum

#### ADDITIONAL RESEARCH: SAME-DAY PARATRANSIT SERVICES

January 9, 2024

### INTRODUCTION

At the request of the Paratransit Taxi Task Force at their December 7, 2023, meeting, Commission staff researched additional features of selected same-day paratransit services. The additional research includes ridership, operating expenses, funding sources, and on-demand technology providers (including services provided by Uber or Lyft). This memorandum is intended to supplement the detailed report presented to the Paratransit Taxi Task Force in December 2023. This information is intended to assist the Paratransit Taxi Task Force in their development of options for on-demand paratransit taxi service in Milwaukee County.

Commission staff are also assisting with the development of a survey to gather feedback on potential amenities desired by the Task Force and have coordinated with Milwaukee County's Office for Persons with Disabilities to ensure the survey is accessible.

### ADDITIONAL RESEARCH

Commission staff contacted the following transit operators for more information about their same-day paratransit services.

- Regional Transit District, Access-On-Demand, Denver, Colorado
- IndyGo, Taxi Vouchers and Access Premium, Indianapolis, Indiana
- RideKC, Freedom On-Demand, Kansas City, Missouri
- Metropolitan Council, Premium On-Demand Pilot, Twin Cities, Minnesota
- Pace Bus, Taxi Access Program, Chicago, Illinois

The providers were selected based on how well their services aligned with preferred service features discussed by the Task Force and if they operated a pilot project that could offer lessons. The providers were contacted multiple times to request additional information. Due to the limited responses, information was collected from publicly available sources including the 2022 National Transit Database, budget documents, and program websites.

## **Regional Transit District, Access-On-Demand, Denver, Colorado**

This supplemental service is available to eligible Access-a-Ride customers as a curb-to-curb, same-day alternative service utilizing Uber, Lyft, zTrip, and Metro Taxi. The following information was collected during a meeting with staff for Access-On-Demand.

### ***Ridership***

Approximately 500,000 one-way trips were provided in 2023.

### ***Funding source***

All local funds are used to support the Access-On-Demand service.

### ***Annual operating costs***

Operating costs were estimated to be approximately \$3 million per year.

### ***Accessible vehicles***

Regional Transit District (RTD) drivers serve as Uber drivers and use RTD wheelchair accessible vehicles. zTrip has wheelchair accessible vehicles. Lyft and Metro Taxi do not have wheelchair accessible vehicles.

### ***Additional information***

Administering the service is staff intensive, particularly to monitor the rides per individual across four service providers. The on-demand paratransit service is limited to 60 one-way trips per month.

The service has evolved over the last three years. In November 2020, the RTD launched the on-demand pilot with Uber. Initially, the pilot did not include wheelchair accessible vehicles and was limited to specific zip codes. In April 2021, 20 wheelchair accessible vehicles were added to the fleet. In January 2022, the Access-On-Demand service was expanded to the entire RTD service area and expanded to a 24-hour a day service.

## **IndyGo, Access Premium and Taxi Vouchers, Indianapolis, Indiana**

IndyGo's Access Premium offers a same-day service option within a defined service area. In addition, taxi vouchers are offered to Access Premium riders to assist in spontaneous travel at any time.

### ***Ridership***

There were 149,143 trips in 2022 for all paratransit services, as reported to the National Transit Database.

### ***Funding source***

The National Transit Database indicates that IndyGo utilized Federal Transit Administration Funds to operate their services, including 5307 (Urbanized Area Formula), 5339 (Bus and Bus Facilities), and 5310 (Enhanced Mobility of Seniors and Individuals with Disabilities Program).

### ***Annual operating costs***

The premium same-day service reported \$258,484 in annual operating costs for 2022 to the National Transit Database. The taxi voucher program reported \$744,589 in annual operating costs for 2022 to the National Transit Database.

***Accessible vehicles***

The premium same-day service utilizes accessible vehicles. The taxi voucher program allows riders to contact any taxi operator and IndyGo cannot refer riders to a particular taxi company. There is no information on IndyGo's website regarding if the taxi operators provide accessible vehicles.

***Additional information***

The premium paratransit services are an outcome of IndyGo's Beyond ADA project, which included outreach between March and September 2021. The Board of Directors adopted new ADA policies in September 2021 that went into effect on January 1, 2023.

**RideKC, Freedom On-Demand, Kansas City, Missouri**

This service is a pilot app-based option that offers same day, curb-to-curb paratransit service, as an alternative to traditional paratransit service.

***Ridership***

There were 191,099 trips in 2022 for taxi paratransit services, as reported to the National Transit Database.

***Funding source***

The National Transit Database indicates that RideKC utilizes Federal Transit Administration Funds to operate their services, including 5307 (Urbanized Area Formula), 5339 (Bus and Bus Facilities), 5337 (State of Good Repair), and 5310 (Enhanced Mobility of Seniors and Individuals with Disabilities Program).

***Annual operating costs***

In 2022, RideKC reported \$6.6 million in contractual expenses for demand responsive taxi service.

***Accessible vehicles***

Freedom On-Demand uses taxis and wheelchair accessible vehicles. Service is provided by zTrip, Yellow Cab Co., or 10/10 Taxi.

**Metropolitan Council, Premium On-Demand Pilot, Twin Cities, Minnesota**

This app-based pilot will operate from September 1, 2023, through December 31, 2025. The pilot offers a premium on demand service allowing customers to take a taxi trip at a discounted rate.

***Ridership***

Since this is a new service, ridership is not yet available from the most recent National Transit Database reports. In 2022, paratransit service provided 2,069,540 passenger trips according to the National Transit Database.

***Funding source***

According to the National Transit Database, the Metropolitan Council received approximately \$47 million in Federal funds, including 5307 (Urbanized Area Formula) and 5311 (Rural Transit Assistance).

***Annual operating costs***

In 2022, the Metropolitan Council reported \$45.1 million in contractual expenses for demand responsive paratransit services.

***Accessible vehicles***

Accessible vehicles can be requested.

***Additional information***

Premium on Demand rides can be scheduled through the ihail application from Transportation Plus, Inc.

**Pace Taxi Access Program, Chicago, Illinois**

The Pace Taxi Access Program allows ADA Paratransit eligible riders immediate access to a Chicago taxi to meet their transportation needs, as an alternative to riding ADA Paratransit.

***Ridership***

There were 316,350 trips in 2022 for taxi paratransit services, as reported to the National Transit Database.

***Funding source***

According to the National Transit Database, Pace received approximately \$7 million in Federal funds, including 5307 (Urbanized Area Formula) for all paratransit services.

***Annual operating costs***

According to the 2024 Pace Budget, the City of Chicago ADA taxi service is anticipated to cost \$170.5 million. Most of this expenditure (90.0%) will be spent on service delivery through private contractors. The balance includes costs for insurance, administration, fuel, and costs related to trips for certifying ADA-eligible participants.

***Accessible vehicles***

All taxis in the City of Chicago can be utilized for the Pace Taxi Access Program. Passengers can request a wheelchair accessible taxicab ride in Chicago by calling the City of Chicago's centralized WAV taxi dispatch service. The City of Chicago maintains a list of all taxi companies with wheelchair accessible vehicles. Curb Mobility, LLC (CURB) manages the City's centralized wheelchair accessible vehicle taxicab dispatch service.

***Additional information***

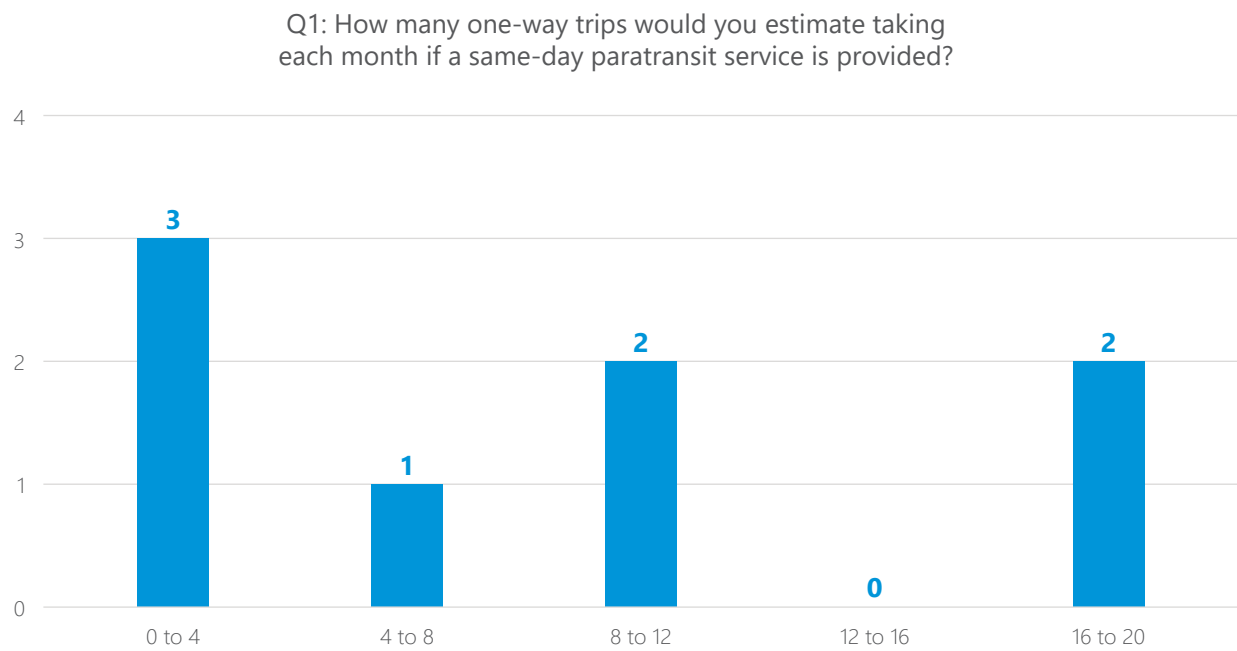
In 2023, Pace implemented the Rideshare Access Program (RAP) to provide similar subsidized services using transportation network companies (such as Uber and Lyft) in both the City of Chicago and the suburban counties.

**CONCLUSION**

The information summarized in this memorandum supplements the data presented to the Paratransit Taxi Task Force based on the request at the December 7, 2023, meeting to assist in their development of options for on-demand paratransit taxi service in Milwaukee County. It is anticipated that the Paratransit Taxi Task Force will identify a more definitive list of options for presentation to the Milwaukee County Board of Supervisors. This list of options may include short-term recommendations and future initiatives.

# EXHIBIT 3

**Figure 1**  
**Paratransit Taxi Task Force Survey Results**

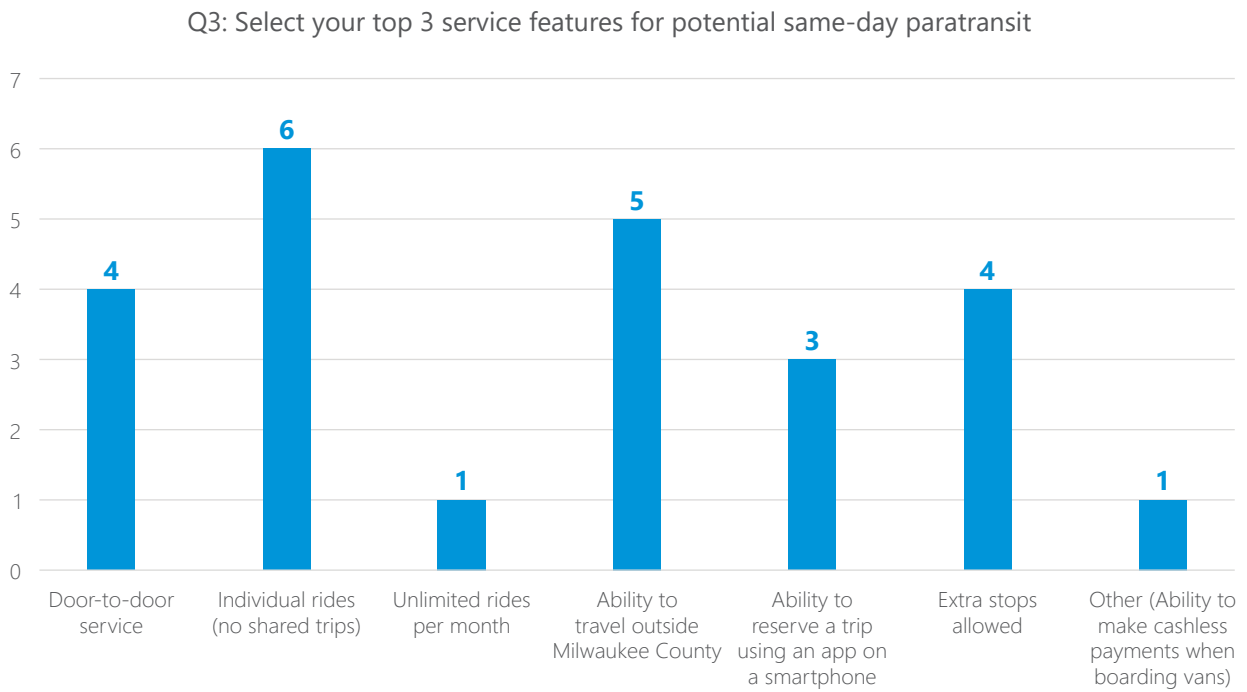


Q2: What hours would be the most beneficial to you for a same-day paratransit service to operate?

Start Time	End Time
8:00 a.m.	6:00 p.m.
1:00 p.m.	4:00 p.m.
6:30 a.m.	3:30 p.m.
6:00 a.m.	8:00 p.m.
7:00 a.m.	8:00 p.m.
8:00 a.m.	10:00 p.m.
7:00 a.m.	12:00 p.m.
7:30 a.m.	8:30 p.m.

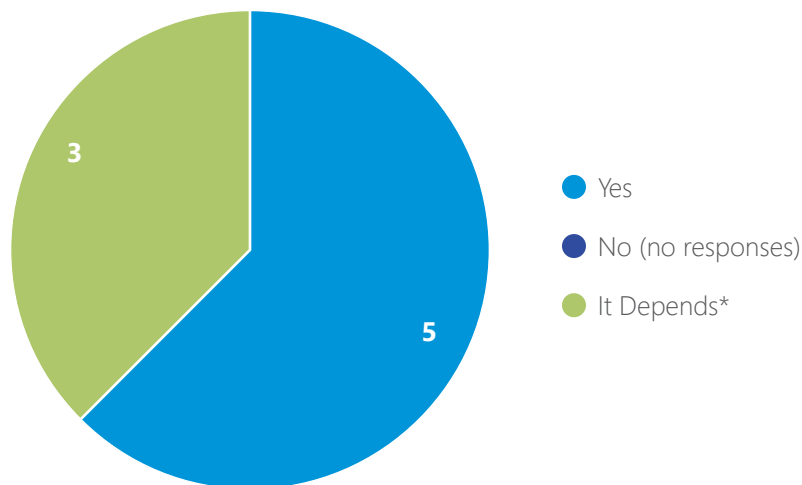
*All responses included service between 6:00 a.m. to 10:00 p.m.*

**Figure 1 (Continued)**



Note: It is assumed that the service will include wheelchair accessible vehicles and be available for all trip purposes due to Federal regulations.

Q4: Would you be willing to pay more than \$4.00 (the current cost for the existing Transit Plus service) for a one-way trip on same-day paratransit services?



Note: It is anticipated that the cost of service may depend on the service features.

\*There were two "it depends" responses: (1) It depends how much. I would not go over \$8 per ride, and (2) For those on a fixed income, a higher cost may be difficult to afford.