

November 3, 2021: Wisconsin Non-Driver Advisory Committee

Meeting Summary

Contact: Ryan Spaight, WisDOT Division of Budget and Strategic Initiatives

About the Event

Wisconsin Non-Driver Advisory Committee (WiNDAC) members met virtually on November 3, 2021. The meeting ran from 9:00am to 3:00pm. This was an open/public meeting; observers could view the proceedings via a YouTube livestream.

The purpose of the meeting was to:

- Review and reflect on the impact of the committee's work to date
- Prepare for the next biennial budget
- Determine committee priorities

The meeting included several presentations from WisDOT on non-driver equity-related topics. There were two small group discussions, during which time participants determined non-driver transportation priorities and made recommendations for the coming biennial budget.

Of the committee's 44 member organizations, 31 participated in the meeting. See Appendix A for attendance information.

November 3, 2021

- **Welcome and Opening Remarks** - WisDOT Deputy Secretary Paul Hammer

Deputy Secretary Hammer welcomed WiNDAC members and thanked the co-chairs for planning and organizing the meeting. He shared that the meeting would build on the work of previous committee discussions by reviewing WiNDAC's priorities and by beginning to define specific WiNDAC recommendations for the next biennial budget cycle. He discussed the large impact that WiNDAC had on shaping provisions in Governor Evers' 2021-2023 budget proposal. The Deputy Secretary closed by thanking WiNDAC members and said that the committee's discussions will affect the future of transportation policy in Wisconsin.

- **Preview of the Meeting** - Aileen Switzer, WisDOT DBSI Division Administrator

Aileen Switzer previewed the events of the November 3rd WiNDAC meeting, and welcomed five new committee member organizations to WiNDAC. She said that the committee would review the impact of WiNDAC's work to date and start to prepare for the next biennial budget by establishing committee priorities.

- **WisDOT ADA Transition Plan Update** - Taqwanya Smith, WisDOT Senior Title VI and ADA Coordinator

Taqwanya Smith gave an overview of WisDOT's ADA Transition Plan, including the scope of the plan, applicable regulatory background, and a description of the update process which occurs annually with a

30-day public comment period WisDOT coordinates internally to address comments and forwards all comments to FHWA.

- **Demo of Non-Driver Population Analysis Application** - Ryan Spaight, WisDOT DBSI Policy Advisor

Ryan Spaight provided a demonstration and solicited feedback related to an ArcGIS Online application that is in development by WisDOT. The application consumes U.S. Census and WisDOT Division of Motor Vehicles data to produce estimates of non-drivers in Wisconsin counties, cities, villages, towns, census block groups, and census tracts. The tool is expected to go into production at the end of the year and assist regional planners, state agencies, and service providers in assessing public transit needs for non-drivers.

- **Summary of WiNDAC Recommendations to Date** - WiNDAC Co-Chairs
 - Denise Jess, Wisconsin Council of the Blind & Visually Impaired
 - Tami Jackson, Wisconsin Board for People with Developmental Disabilities

Tami Jackson introduced the WiNDAC recommendations document prepared for the meeting. She gave an overview of the document's organizational structure and explained that the document catalogues WiNDAC recommendations made to-date. Denise Jess provided context for the ensuing small group activity. She previewed each of the discussion questions and modelled how to use the recommendation document during the small group discussions.

- **Small Group Session 1**

Attendees, along with WisDOT facilitators and notetakers, moved into small group breakout rooms to discuss four questions about the recommendations that WiNDAC has made to-date. Discussion questions included:

1. *Which recommendation(s) do you think would most improve non-driver mobility?*
2. *If these recommendations are implemented, how would they benefit your agency?*
3. *Who could champion these high priority recommendations, and who might be key partners?*
4. *What is your agency willing to take on to move the needle on these recommendations?*

See the *small group outcomes addendum*, starting on page 6 of this document, for a summary of small group activity outcomes.

- **Biennial Budget Process Presentation** - Aileen Switzer, WisDOT DBSI Division Administrator

Aileen Switzer gave an overview of WisDOT's role in the state biennial budget process. She explained that the process begins with the Wisconsin Department of Administration (DOA) distributing budget instructions. WisDOT has several internal coordination steps, including setting department priorities, developing budget proposals, and selecting proposals. Selected budget proposals are submitted to DOA for consideration in the Governor's budget. WiNDAC recommendations with a budget component would be provided to WisDOT in spring through summer of 2022 to fit into this timeline.

- **Small Group Session 2**

Attendees, along with WisDOT facilitators and notetakers, moved back into small group breakout rooms. The afternoon activity consisted of an additional four discussion questions about realizing WiNDAC recommendations. Discussion questions included:

1. *Which action items fall into the biennial budget process?*
2. *Which action items could be realized through non-budget statutory recommendations?*
3. *Outside of the above two processes, what can WiNDAC do to improve non-driver mobility?*
4. *On which recommendations will your agency focus its efforts in the next biennial budget?*

See the *small group outcomes addendum*, starting on page 6 of this document, for a summary of small group activity outcomes.

- **Round Robin**

Committee members were called on and asked to share their main takeaways including what they found valuable from the meeting.

- **Wisconsin Automated Vehicle External Advisory Committee (WAVE) Update** - Brad Basten, WisDOT DBSI Policy Advisor

Brad Basten updated WiNDAC on the September meeting of the Wisconsin Automated Vehicle External (WAVE) Advisory Committee, which focused on Automated Vehicles (AV) and potential effects on transportation accessibility and equity. He discussed ongoing CAV pilots and initiatives

- **Operating Assistance Performance Metrics Update** - Ian Ritz, WisDOT Transit Section Chief

Ian Ritz provided an update on how WisDOT is operationalizing the performance metric recommendations made by WiNDAC during the May 2021 meeting. WisDOT has established a pilot within the transit operating assistance program to coordinate with 10 public transit systems across Wisconsin. During the pilot, WisDOT will collect and evaluate data from these 10 systems to help inform transit policy and funding requests.

- **Closing Remarks** - WisDOT Deputy Secretary Paul Hammer

Deputy Secretary Hammer thanked WiNDAC members for attending the meeting. He shared that he was impressed by the work of the committee over the past two years. The Deputy Secretary said that he looks forward to the next WiNDAC meeting in the Spring of 2022 as WisDOT continues to work on biennial budget proposals.

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Appendix A: Meeting Attendees

Members in attendance

Tami Jackson, Public Policy Analyst, Wisconsin Board for People with Developmental Disabilities (Committee Co-Chair)
Denise Jess, Executive Director, Wisconsin Council of the Blind & Visually Impaired (Committee Co-Chair)
Aileen Switzer, Administrator, Division of Budget and Strategic Initiatives, Wisconsin DOT (Committee Co-Chair)
Tim Cornelius, Insurance Examiner, Office of the Commissioner of Insurance
Iris Jacobson, Education Consultant, Wisconsin Department of Public Instruction
Curtis Lemke, Program and Policy Analyst, Wisconsin Department of Veterans Affairs
Jenna Fogarty, DVR Area 2 Director, Wisconsin Department of Workforce Development
Tim Focchi, Chief of Staff, Sen. Jerry Petrowski's office, Wisconsin Senate
Representative Dave Considine, Wisconsin Assembly
Savanna Stevens, Legislative Aide, Rep. Dave Considine's office, Wisconsin Assembly
Gregg May, Transportation Policy Analyst, 1000 Friends of Wisconsin
Jen Jako, Director, Aging and Disability Resource Center of Barron, Rusk, and Washburn County
Lisa Pugh, Executive Director, The Arc Wisconsin
Barbara Beckert, Director of External Advocacy SE WI, Disability Rights Wisconsin
Grace Livingston, Tribal Benefits Specialist, Great Lakes Inter-Tribal Council
Nick Musson, Transportation Specialist, Greater Wisconsin Agency on Aging Resources (GWAAR)
Dan Boehm, Managing Director, Milwaukee County Transit System
Rishelle Eithun, Injury Prevention Program Manager, Safe Kids Wisconsin
Kevin Muhs, Executive Director, Southeastern Wisconsin Regional Planning Commission (SEWRPC)
Bob Schneider, Associate Professor, Department of Urban Planning, UW-Milwaukee
Holly Keenan, President, Wisconsin Association of Mobility Managers
Kirsten Finn, Executive Director, Wisconsin Bike Fed
Beth Swedeen, Executive Director, Wisconsin Board for People with Developmental Disabilities
Charles Vandenplas, Transportation Committee Chair, The Wisconsin Council on Physical Disabilities
Tom Wagener, Chair, Wisconsin Public Transportation Association (WIPTA)
Susan De Vos, Secretary/Treasurer, Wisconsin Transit Riders Alliance
Adam Lorentz, Transit Manager, La Crosse Municipal Transit
Ashley Walker, Independent Living Quality Specialist, Wisconsin Department of Health Services
Kevin Coughlin, Policy Initiatives Advisor, Wisconsin Department of Health Services
Bobbi Hegna, Transportation Program Director, Center for Independent Living for Western Wisconsin
Joy Neilson-Loomis, Transit Superintendent, Ozaukee and Washington County Transit
Patrick Daoust, Transit Manager, Bay Area Rural Transit
Shari Nutt, Mobility Manager, Bay Area Rural Transit
Becca Smith, Transit Director, Janesville Transit

Member organizations unable to attend

Wisconsin Department of Children & Families (Margaret McMahon, Policy Initiatives Advisor)
FHWA – Wisconsin Division (Mitch Batuzich, Transportation Planner)
Namekagon Transit (Karen Melasecca, Transit Manager)
Wisconsin Regional Training Partnership (Matt Waltz, COO)
Wisconsin Towns Association (Tom Winker, District 6 Director)
Wisconsin Professional Police Association (Jim Palmer, Executive Director)
Wisconsin Counties Association (Dave Ostness, County Board Supervisor)
Wisconsin Technology Council (Tom Still, President)

League of Wisconsin Municipalities (Jerry Deschane, Executive Director)
WCS - Community and Reintegration Services (Artis Landon, Administrator)
West Central Wisconsin Regional Planning Commission (Lynn Nelson, Executive Director)
Wisconsin County Human Service Association (Katie Davis, Executive Director)
Wisconsin Economic Development Association (Michael Welsh, Director of Legislative Affairs & Communication)

WisDOT staff in attendance

Paul Hammer, Deputy Secretary, Wisconsin DOT
Ryan Spaight, Wisconsin DOT Strategic Initiatives Team
Brad Basten, Wisconsin DOT Strategic Initiatives Team
June Coleman, Director, Wisconsin DOT Bureau of Performance Improvement, Research and Strategic Initiatives
Rodney Saunders, Jr., Wisconsin DOT Division of Budget and Strategic Initiatives
Mike Denruiter, Wisconsin DOT Office of Public Affairs
Mark Knickelbine, Wisconsin DOT Office of Public Affairs
Kaleb Vander Wiele, Wisconsin DOT Division of Budget and Strategic Initiatives
Chuck Wade, Director, Wisconsin DOT Bureau of Planning and Economic Development
Katie Patterson, Wisconsin DOT Bureau of Transit, Local Roads, Railroads and Harbors
Ian Ritz, Wisconsin DOT Bureau of Transit, Local Roads, Railroads and Harbors
Taqwanya Smith, Wisconsin DOT Office of Business Opportunity & Equity Compliance
Lea Collins-Worachek, Wisconsin DOT Office of Business Opportunity & Equity Compliance
Alex Gramovot, Wisconsin DOT Bureau of Planning and Economic Development
Dana Shinnors, Wisconsin DOT Southeast Region
JoAnn Prange, Wisconsin DOT Bureau of Performance Improvement, Research and Strategic Initiatives
Kaitlyn Daul, Wisconsin DOT Bureau of Performance Improvement, Research and Strategic Initiatives
Sarah Osborn, Wisconsin DOT Bureau of Budget
Josh Reed, Wisconsin DOT Bureau of Budget
Lisa Morrison, Wisconsin DOT Bureau of Information Technology Services

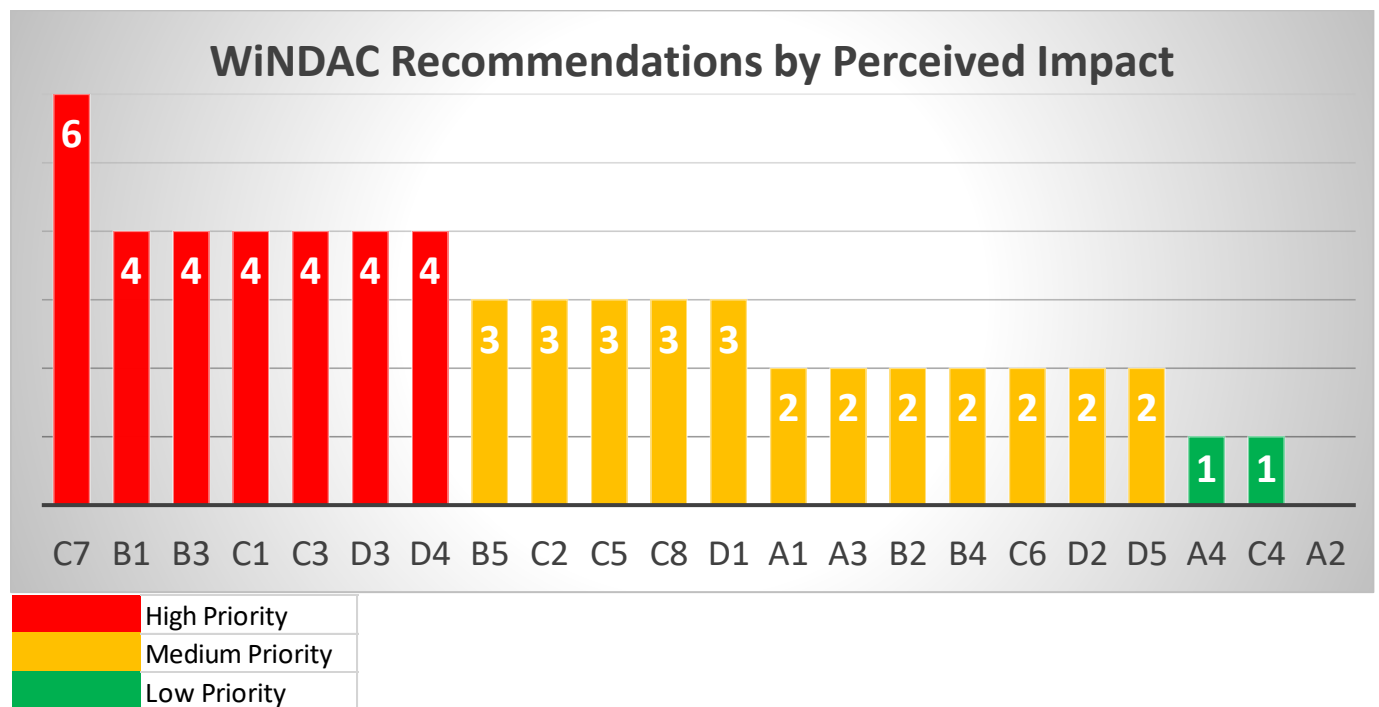
Addendum

This addendum summarizes the small group discussions. The content of this addendum is based on the notes taken during the small group discussions and on the round robin session, during which time discussants shared highlights from their discussion.

Small Group Discussion Outcomes

Leading up to the November 3rd WiNDAC meeting, recommendations from the committee were compiled from previous committee records and assembled into one composite document. Committee members were asked to review the recommendations document as part of the first small group discussion on November 3rd.

Below is a frequency distribution describing which recommendations the committee anticipated would most improve non-driver mobility. An impact score was assigned on the y-axis based on the number of small groups that identified the recommendation in response to question one (*Which recommendation(s) do you think would most improve non-driver mobility?*).



The following table on pages 7-11 further describes WiNDAC’s feedback on these recommendations and groups the recommendations into high, medium, and low priority categories based on the frequency distribution. Participants considered methods through which these recommendations could be achieved—either via the biennial budget process, non-budget statutory recommendations, or some other process; these responses can also be found in the table.

Number	Recommendation	Group Comments
High Priority Recommendations		
C7	<p>Include the needs of non-drivers in land use and development planning. When a business park or a new housing development is approved, connectivity with transit systems and other non-driver modes need to be part of the planning and approval process.</p>	<ul style="list-style-type: none"> • Developers need to consider non-drivers in non-obvious ways; for example, is there room to turn a bus around if needed? Is there room for a bus shelter? • Put more emphasis of non-driver and transit connections (incentives or requirements) that these goals are part of land use planning. • This recommendation may benefit from more specificity. Currently, implementing FDM guidance is a significant challenge because it is not focused on non-drivers. The FDM needs updating. • Within the grants that WisDOT provides, there is an opportunity to award extra points to projects that meet non-driver needs as an additional evaluation criterion. <hr/> <ul style="list-style-type: none"> • Non-Budget- better coordination across planners and government parties and using statute to standardize approach or require coordination with non-driver interests (possibly through executive order?)
B1	<p>Use performance measures that put non-driver mobility and quality of life at the center; incentivize coordination and innovation; and don't place undue burden on service providers.</p>	<ul style="list-style-type: none"> • DHS has some surveys related to transportation, may be able to help with some performance measures • These sorts of performance metrics need to also be used in transportation planning to rank projects, prioritizing projects that center mobility and quality of life. • Transportation providers often take heat from the community around delays/issues with services. System changes resultant from these performance measures can enable frontline staff to reallocate time currently spent responding to user frustration toward service provision and innovation. <hr/> <ul style="list-style-type: none"> • Perhaps a budget component, but performance measures are non-budgetary. May need to use funds if requesting investment in revamped data collection and reporting systems.

B3	Coordinate with regional entities (MPOs/RPCs) to help track how service does or does not cross municipal boundaries.	<ul style="list-style-type: none"> • Group 2 assigned the highest level of importance to this recommendation, specifying that it affects many people and touches many aspects of life. • The goal of this coordination should lead to actual changes, not just information gathering. • Need regional transit coordination between not just MPOs but regional entities that don't currently exist.
C1	The state should provide information for all public systems and ensure that all public system route information is available on a platform accessible to users (e.g., Google Maps).	<ul style="list-style-type: none"> • Really more of a D-level recommendation. A tool that tells you transportation options is only as good as the options. Need more options before you can link to them. • Shared ride taxi systems often excluded from these plans. Some counties – primary source of public transit. Tracking that as a resource if we have that information.
C3	Pedestrians are a part of the safety MAPSS metrics but not measured explicitly. Needs of pedestrians should be balanced in what the state measures.	<ul style="list-style-type: none"> • Consider metrics specific to pedestrians, to cyclists, to non-drivers that use transit. • GIS mapping – pedestrian features (e.g., accessible ped symbol, walk lights, continuous sidewalks) – can be used by mobility managers for planning for safe routes.
D3	Remove trip purpose, demographic, and geographic funding restrictions on state funding.	<ul style="list-style-type: none"> • Consider implications for rural areas. • Grants should consider winter climate, access, and seasonal impact in rural areas. Sometimes funding can't be spent by required deadline. • Realizing this recommendation could have downstream impacts on other recommendations by leading to more overall useable funding for service providers. • It is more practical for the rider to just get a ride and not have to worry about the type of funding.

		<ul style="list-style-type: none"> • Non-budget, but with budget implications- to allow access to broader non-driver initiatives and in more rural areas; transit funds don't have as many restrictions, but those funds typically aren't available to wider non-driver audience (may have programs for very specific audiences); also taking into account federal limits or requirements; need broader funding grants for more general non-driver purposes and areas.
D4	One-stop application for users. Implement technologies that would allow users to seamlessly access service information and plan trips. This could be offered through a combination of technologies, including phone centers and an internet-based application.	<ul style="list-style-type: none"> • Collaboration across levels of government will be important. • Would be ideal to see where gaps in service exist across the state. • This is a goal to strive toward; WisDOT would likely be the lead on creation. • Some mobility managers are already attempting to do this on a smaller scale; partner with them? • Consider partnering with neighboring states on this effort (e.g., through MAASTO).
		<ul style="list-style-type: none"> • Budget- the tool would need designated and sustained funding.

Medium Priority Recommendations

B5	Complete a scientific survey of the non-driver population to better understand the needs of this diverse population.	<ul style="list-style-type: none"> • A survey seems like a logical starting place, but the goal needs to be better defined. • Whoever the PI is on the survey needs to update entities not directly involved in survey implementation—i.e., service providers. • If a survey is developed, DHS has a process in place already that could be used. • More data would make a difference for advocacy. • Consider linking this survey to existing research.
		<ul style="list-style-type: none"> • Budget-may require resources for the survey
C2	The state should assist with ArcGIS plotting of service areas and routes. Mapping current resources in the state (e.g., service areas and routes) can help service providers identify latent need and ultimately facilitate service improvements.	<ul style="list-style-type: none"> • Budget

C5	Conduct a statutory/policy programs review. Review and recommend changes to state statutes and state agency policies most needed to address persistent non-driver issues.	<ul style="list-style-type: none"> Perhaps Leg. Council or a consultant are best suited to perform this review. Consider a review of the FDM with stakeholder involvement.
		<ul style="list-style-type: none"> Non-Budget
C8	Connect workers with jobs – particularly low-income workers. Incentivize employers to support transit or telework, or to run their own vanpool.	<ul style="list-style-type: none"> Suburban counties actively working on this. Constant problem.
		<ul style="list-style-type: none"> Budget
D1	The state should incentivize private participation/partnership with transit via a tax incentive.	<ul style="list-style-type: none"> This is bigger than just transit agencies – could be private sector working with ADRC, for example. Consider these public/private collaborations expanded to more public agencies. Can private organizations gain access to public funds? Private entities want to get involved but need it to be financially feasible. Access to some public funding could be one way. Might need regulatory assistance to make it easier to hand money back and forth between public and private sectors.
		<ul style="list-style-type: none"> Non-budget, but with budget implications- requires a statutory change
A1	Offer virtual meetings, engage stakeholders early, and include non-drivers in the planning process.	<ul style="list-style-type: none"> Include non-drivers in development and long-range planning as well.
		<ul style="list-style-type: none"> Non-Budget
A3	Conduct a demographic analysis of Wisconsin non-drivers to determine where this population is located in the state.	<ul style="list-style-type: none"> Consider UW TOPS Lab injury data and how it could connect to this tool.
		<ul style="list-style-type: none"> Non-budget- ongoing, but is there sustained funding?
B2	WisDOT should write an informational brief about how emerging technology could pave the way for unique fare structures.	
		<ul style="list-style-type: none"> Non-Budget
B4	There needs to be increased collaboration and coordination between agencies.	<ul style="list-style-type: none"> Increased collaboration requires a central, lead agency to coordinate collaboration. Need central management and overseeing. Need central infrastructure/entity to take coordination from idea to action. This recommendation may be the foundation to facilitate longer term goals. “Coordination and collaboration” also means braiding funding sources.
		<ul style="list-style-type: none"> Non-Budget

C6	Service providers should conduct travel training to help users learn how to use the transit system. They should also assist for planning longer trips that cross boundaries (local, county, state) to get users to where they want to go.	<ul style="list-style-type: none"> • Mobility managers should be involved. • Travel training needs may differ across disabilities. • Consider training for all kinds of transportation, including specialized transportation. Perfect way to introduce someone new and get them excited. E.g., shared ride taxi.
		<ul style="list-style-type: none"> • Budget- to assist service providers in developing these trainings
D2	Bring back Complete Streets, and fund more infrastructure projects that support pedestrians, bicyclists, and transit.	<ul style="list-style-type: none"> • Budget-requires a statutory change
D5	Increase dedicated funding for transit, bike/ped, and regional coordination; consider how to ensure sustainable income streams; provide grant funding for start-up programs.	<ul style="list-style-type: none"> • Increase dedicated funding for coordination and ensuring sustainable income for coordinated plans.
		<ul style="list-style-type: none"> • Budget

Low Priority Recommendations

A4	Include the voice of advocates at the table during transportation planning.	<ul style="list-style-type: none"> • This recommendation should be more intentional and not tokenize advocate input. It should make explicit how input should be applied. • It needs to be clear that planning agencies should not just ask for advocate input and then not make use of the input.
C4	State and local governments should work together for data collection.	
A2	Develop supplemental performance metrics for the Urban Mass Transit Operating Assistance program and create a pilot for performance measurement.	<ul style="list-style-type: none"> • Consider codifying these metrics into WisDOT MAPSS measures.

Actions Possible Outside of Budget/Non-Budget Processes

WiNDAC members were asked the following question: *What can WiNDAC do to improve non-driver mobility aside from the biennial budget process and non-budget statutory recommendations?*

Responses are compiled below:

- WiNDAC can accomplish a great deal by being a united front. Consider developing a priority list for state and federal legislators.
- Continue WiNDAC meetings and keep the group's momentum.
- Advocates and WisDOT need to come up with a holistic plan to confirm the committee's budgetary and statutory approach.
- Utilize the ArcGIS tool demo at the November 3rd WiNDAC meeting to help identify underserved areas and provide better visibility to various stakeholders.
- Proliferate shared funding and policy proposals backed by full WiNDAC group.
- The committee needs to continue to coordinate and ensure that actions are being taken on WiNDAC priorities.
- Awareness and story sharing about non-drivers. Consider creating media related to this; mobility managers may have an existing model for how to do this well.
- WisDOT could develop survey questions for stakeholders to use; this way everyone is asking the same questions to compare
- Ramp up access to non-driver programs and recruit additional volunteer drivers for organizations.
- Characterize non-drivers – seniors, urban residents, race, economics, entitlements, rural vs. urban needs, environmental justice topics, people with a disability, underserved populations, non-English speaking residents,
- WiNDAC should develop a paper of recommendations to be utilized as an action tool (i.e., communications plan).
- Consider planning a 'WiNDAC day' at the Capitol and/or 'Legislators ride the bus day'.

Additional Recommendations

Additional recommendations that did not originally appear in the list of committee recommendations were raised by the group. A list of those recommendations are below:

- Improve access to DMV (evening, weekend, and rural considerations).
- Every agency should have an ADA plan that includes all buildings, curb ramps in their purview.
- Local land use planning needs to account for current and future transit needs.
- WiNDAC should focus more of its attention on rural areas. Many recommendations seem to be focused on urban areas only.
- The group communicated a general desire to enhance information that is being used to make decisions.
- Once data is available, there is a need to get it in front of employers/employer associations.
 - Could reframe as an "employment conversation" vs an "entitlement conversation"
 - Need to convince employers too that transportation is important to getting and retaining workers
- Look for additional funding for mobility management positions and volunteer drivers to work on braiding/blending funding.

- Many recommendations could be accomplished with existing appropriations/funding programs – they just might need additional funding. Separating out funds for a specific, designated purpose is important.
- Set requirements for local buses/transit vehicles, including a requirement to accommodate wheelchairs with ramps/lifts.
- Conduct analysis on the impact of WiNDAC recommendations to develop talking points.
- Consider funding RTAs or creative ways for counties/municipalities to raise local taxes to support transit

Committee-Identified Questions

The committee also raised several questions during small group sessions, which were documented and are listed below:

- Should we (as an advisory committee) be more assertive in how items are phrased to be more of a recommendation?
- Definition of “long-range” 3+ years – concern this time horizon is too short?
- When is the appropriate time for advocacy groups to start dialogue with WisDOT to confirm amounts for monetary requests related to the coming budget?
- Did the submitted WisDOT budget proposal include increased amounts for non-driver modes?
- Can WisDOT continue to support and prioritize WiNDAC without additional staffing/admin funding?
 - Need appropriate funding and staffing levels for WiNDAC to be successful
 - Additional reports and metrics for WiNDAC also take staff time and funds
- Does removing trip purpose, demographic, and geographic funding restrictions on state funding require a federal waiver?
- Do the “underway” recommendations have sustained funding to support them?
- Should developers/housing professionals be involved in WiNDAC?