Your Toolkit For
Linking People to the Workplace

community transportation association

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Dedication

We wish to dedicate this toolkit to all of the people and organizations that have contributed to the development of this work by sharing their experiences and stories. The work you are doing in America’s communities is making the dream of employment a reality for thousands.
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Managing Mobility Technical Assistance Series
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Preface
Preface

The Michigan Job Pact
Labor Exchange and Mobility Program:
A Vision Realized

Job access and transportation have always been linked. Mobility is important because people are linked or isolated by their ability to access employment opportunity. To the degree a community is limited in mobility, it will also be limited in the kind of economic development it will attract or generate.

In 1991, I had the opportunity to work on the Michigan Job Pact Program initiated by the Michigan Employment Security Agency (MESA). This project sought to increase employment opportunities for workers, initially in the metropolitan Detroit area, and eventually in the entire state. This effort assisted MESA in helping dislocated workers and other unemployed people to broaden their opportunities for employment through the elimination of barriers. A team of stakeholders in employment issues convened and determined that three major areas would be addressed: 1) applicant job readiness, 2) job development, and 3) transportation. Transportation was the most difficult challenge.

With the introduction of welfare reform in 1996, workforce development stakeholders braced for another effort to help people with transportation challenges. The Michigan Job Pact program (MJP) was our response to this challenge.

MJP partnered with numerous federal, state and local entities to implement transportation solutions. The MJP program was a coming together of government, private, public and community organizations to confront the challenge of employment transportation — availability, access and affordability. Suburban Mobility Authority for Regional Transportation (SMART), the suburban Detroit transit agency, and the Michigan Department of Transportation became the chief transportation partners for our effort. What was vital to the success of this partnership was that everyone checked their egos at the door. We were then able to craft a transportation solution for the people that needed jobs.

The initial impact of this partnership was our success in leveraging funds and pooling transportation budgets. This directly resulted in increased transportation volume, quality and efficiency.

SMART expanded on the MJP model and has become a national leader in labor mobility innovation with programs such as "Get A Job, Get A Ride", that provides free employment transportation, and was developed from the Michigan Job Pact program’s "Provide A Free Ride—Until The First Pay Check" program. The establishment of employer and target population information and problem-solving seminars was another Job Pact strategy that became widely adopted.

During the course of the MJP partnership more than 1,000,000 employment-related trips were provided and almost 200,000 job placements resulted.

This program demonstrated that the concepts of partnering, collaboration, resource leveraging and inclusion work well in addressing labor mobility concerns. Multi-faceted problems require comprehensive and dynamic solutions. Cost-effective delivery of services to program participants is accomplished best when

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organizations and groups form partnerships. The partnership method reduces or eliminates duplication of services, and allows each partner to focus on delivery of the component of service in which they specialize.

Partnering and collaboration across agency and organizational lines is difficult, but if egos, agendas of division, and self-perpetuation are held in check, something great can be accomplished.

The United States Department of Labor/Employment Training Administration in partnership with the Community Transportation Association of America is setting the example for what partnerships can accomplish on a national scale. This Employment Transportation Toolkit will help foster cooperation, creativity, and entrepreneurial approaches toward employment transportation issues. Inclusion not exclusion will be the pursued model.

Ernest Maddox, Ph.D.
World of Work Ltd.
Detroit, Michigan
Introduction
Introduction

DeBorah Sutton works in the Customer Service Department at the First Union Bank in Shelton, Ct., but without reliable transit services, she would not have been able to keep her job. DeBorah's job developer at Career Resources gave her the information and training she needed to commute using public transit. DeBorah, who does not own a car, takes a free shuttle bus from the bank to the Route 15 bus that takes her to downtown Bridgeport. After transferring to another bus, she rides within a half block from her home. Each morning, DeBorah rides to work with two co-workers. Her afternoon commute is only 15 minutes longer than her morning carpool, and costs her a single-ride fare of only $1.10. "The bus is real convenient," says DeBorah.

The recently extended Route 15 bus that DeBorah rides to work is one example of the many service enhancements that were made specifically to improve employment transportation options in southwestern Connecticut. The People to Jobs Task Force which is a collaboration between The WorkPlace (the region's workforce development board), Career Resources, the Greater Bridgeport Transit District and Valley Transit District, accessed the necessary funding and sponsored the service improvements. The results of such a partnership created the means for DeBorah to leave welfare for self-sufficiency that she would not have otherwise had.

Courtesy of Mark Wright/MetroPool (Stamford, Ct.) and The WorkPlace, Inc. (Bridgeport, Ct.)
The U.S. Department of Labor Employment Transportation Toolkit

The U.S. Department of Labor (DOL) understands that the employment and training networks and transportation networks can work together to overcome the transportation barriers of those entering the workforce. In partnership with the Community Transportation Association of America (CTAA), DOL has created a program to address this vital employment transportation issue. With expertise in community transportation and a history of helping communities link employees with jobs, CTAA has created this Employment Transportation Toolkit to help local workforce development agencies understand and respond to the transportation challenge, and to encourage Workforce Investment Boards and others in the employment and training arena to establish formal and informal partnerships with transportation providers to take people to employment-related destinations.

Francine James had been using her daughter’s old car to commute to her new job as a custodian with the City of Charlottesville (Va.) school system. Her previous employment ceased when the Great Value Supermarket in downtown Charlottesville closed and Francine was now facing her first encounter with transportation barriers. Her new job involved alternating job assignments between two of the city schools. After two days, however, her daughter’s car broke down.

Francine called her caseworker at the Department of Social Services, which has a contract with JAUNT (the local public transit provider), to set up employment transportation. Thanks to JAUNT, Francine was able to get to work the very next day. Since then, JAUNT has been picking Francine up at home every afternoon to take her to her first work assignment. At 7:00 p.m. each evening, JAUNT takes Francine from the first school to the second school where she finishes her work day. Finally, at 10:30 p.m., JAUNT takes her home. Even though Francine never knows until each morning where her first work assignment will be, JAUNT is flexible enough to respond to her needs.

Courtesy of JAUNT, Inc. (Charlottesville, Va.)

Purpose of the Transportation Toolkit

The Employment Transportation Toolkit is a technical assistance guide which will help workforce development agencies access community transportation services for dislocated workers and other unemployed and under-employed people. For those communities that have never partnered with transportation providers, this toolkit offers tested, successful approaches to creating a transportation partnership.

Specifically, this toolkit will help workforce development agencies:

- Learn about the community transportation network, and its funding and planning bodies;
- Understand the costs of providing transportation to one-stop participants and how transportation providers can provide those trips;
- Find out how employers, job developers, transportation providers, case management staff and elected officials can maximize their bottom lines and still work effectively as partners;
- Assess customers’ transportation needs, identify community transportation resources and link dislocated workers and other unemployed and under-employed people with transportation services; and
- Discover how various communities are meeting the employment transportation challenge.

This toolkit shows workforce development agencies how to let transportation providers use existing or expanded transportation services to link job seekers with rides. Many communities have public transportation services, vans and buses dedicated to specific community groups, and private taxi companies. With the aid of the toolkit, CTAA and DOL hope to engage workforce development agencies in a collaborative effort to work with transpor
tation providers, employers, social service agencies, housing authorities and others to create transportation services that provide the mobility link to employment, independence and self-sufficiency.

A Partnership for a New Era

Three major changes have developed in the last several years.

1) For those in the job training network, the Workforce Investment Act of 1998 is important legislation which consolidates the former Job Training Partnership Act (JTPA) and many other federal job training programs into three state-managed block grants. The law replaces Private Industry Councils (PICs) with Workforce Investment Boards to oversee employment and training activities which are centralized in one-stop locations. The one-stop system serves as a central point for obtaining information on job training and placement activities, as well as on transportation and other support services.

As Workforce Investment Boards set policies, plan activities and negotiate contracts for support services such as work readiness and training, so too can they establish agreements with transportation providers to deliver transit support services to those who need it.

2) The passage of the Personal Responsibility and Work Reconciliation Act of 1996 — better known as welfare reform or Temporary Assistance for Needy Families (TANF) — sets a 60-month limit on public assistance (5-year lifetime limit) and mandates work. Since this act’s passage, communities across the United States have struggled to overcome the barriers that keep people from obtaining and maintaining employment. One major hurdle is transportation.

As job developers, case workers and others have come to realize, transportation is often the difference between success and failure in employment and training services, and ultimately, in obtaining and retaining a job. Without access to adequate transportation, the wealth of jobs and training a community can offer may go unfilled.

3) In 1998, a law in the transportation arena, the Transportation Efficiency Act (TEA-21), passed that paved the way for providing un- and under-employed people with greater access to transporta-

Lillian, a single mother with two children, lives in rural Hardin County in southeastern Illinois. Working with her Department of Social Services caseworker, she was placed in a job at a nursing home approximately 20 miles from her home. Since she had no other means of transportation, she used the Rides Mass Transit District bus service, serving rural areas in southern Illinois since the mid-70s. To provide this service to Lillian, RIDES started the existing demand-response route 45 minutes earlier in the morning. For months, RIDES took Lillian to work each day at 5:15 a.m., and picked her up in the afternoon to bring her home. Her trip was paid for with funding from a local social services block grant. When she had earned enough money, Lillian purchased a car to use for her commute.

*Courtesy of RIDES Mass Transit District (Rosiclare, Ill.)*

Introduction
transportation services can help Workforce Investment Boards meet performance standards by ensuring that people can get to training, interviews and jobs each day, and retain those jobs.

Both the passage of TEA-21 and the Workforce Investment Act offer the opportunity for both the transportation and workforce development communities to start now to forge a partnership to build a solid and cost-effective employment transportation system.

One simple service, transportation, can make all the difference.

Using the Employment Transportation Toolkit

This technical assistance toolkit is a step-by-step manual for planning and implementing transportation solutions. Although it provides you with a wide variety of resources and suggestions, it is designed to be used as a tool, not to be read as a book.

Just as you would use a household toolbox, we encourage you to make use of this toolkit. By that we mean the following:

- If you or your staff want to get an overview of how transportation services are provided and funded, go directly to Chapter Two: An Introduction to Community Transportation.

- If you decide to form a transportation partnership, go directly to Chapter Four: Working in Partnership.

- If you would like to know how other rural areas are linking one-stop customers with transportation, read Chapter Six: Local Partnerships.

Debra Buckner’s employment at Promotional Packing was in jeopardy. A change in circumstances would no longer allow her son to collect her after her shift. Fearing she would lose her job, Debra shared her predicament with her supervisor. Her supervisor responded at once explaining that the Transit Authority of River City (TARC) operated a Night Owl transportation service, and he provided her with an application form for the service.

The Night Owl service has provided a lifeline to customers like Debra Buckner. She uses the service five nights a week to return home after her shift. “I wouldn’t have been able to keep this job without the Night Owl,” she says. Debra explains that her new job is allowing her to get off food stamps and to work toward moving out of public housing. “It makes me feel independent. I have four kids, and I want a better life for them. Without (Night Owl and this job), I'd be stuck in the 'projects' forever.”

This innovative service launched in 1997 has allowed access to higher paying night-shift jobs for people like Debra, giving them independence and a safe, friendly atmosphere for the journey home.

*Courtesy of Transit Authority of River City (Louisville, Ky.)*

In short, you wouldn't go into a toolbox for a hammer and come out with a hammer and a screwdriver, would you? In the same manner, we encourage you to refer to only the chapters and appendices that will benefit you at this time.

**What’s Inside**

Learn about the community transportation network and understand how transportation providers can provide workforce customers with the mobility they need.

- **Section One** provides an overview of the employment transportation challenge and introduces the reader to community transportation services and funding options. The first section also describes the ways workforce agencies can use these transportation services to job training and employment transportation commutes.
Find out how employers, job developers, transportation providers, case management staff and elected officials can maximize their bottom lines and still work effectively as partners.

- **Section Two** discusses why and how to form transportation partnerships at the community level. The section also describes how to assess customers’ transportation needs and identify community transportation resources. Learn what a transportation partnership can do to expand transportation options for dislocated workers and other un- and under-employed people.

Discover how other communities are meeting their employment transportation challenges.

- **Section Three** focuses on case studies from communities that have implemented winning solutions to get un- and under-employed people to job training and employment. Approaches include: promoting and expanding upon existing public transportation services, building relationships with social service and community groups to share vehicles, and developing new services. The third section also highlights model states that have taken a leadership role in forming their own partnerships and supporting local communities as they, too, overcome mobility barriers.

The Appendix section contains the joint guidance, sponsored by the Departments of Labor, Transportation and Health and Human Services, that defines the use of TANF, Welfare-to-Work and Job Access funds for transportation services. In addition, the appendices include a list of federal funding programs for transportation, a sample RFP for contracting for transportation services and a glossary of transportation-related terms. This section also provides useful contact information and Internet addresses, and more.

**Managing Mobility Technical Assistance Briefs**

Three stand-alone technical assistance briefs will accompany this workbook:

- Brief One: An Introduction to Community Transportation
- Brief Two: Creating Individual Transportation Plans
- Brief Three: Working in Partnership

Sharon George entered the Coahoma County Department of Human Services’ TANF program as an unemployed mother of three children. After completing her job placement classes Sharon was interviewed and accepted in a six-month training program at the Delta Area Rural Transit System (DARTS), a provider of multi-county rural transportation in northwestern Mississippi. Sharon has since been hired full-time and has been promoted from clerk to administrative assistant. She is the coordinator of DARTS’s transportation program for TANF recipients, and organizes rides to job placement classes, schools, the Robinsonville Casino (the area’s major employer) and other job sites.

“Until I started here I didn’t know what transit was all about,” says Sharon, adding, “I love my job and because I understand what it’s like to be on public assistance and in need of a reliable way to get to work, I am qualified to be coordinator of the TANF transportation program here at DARTS.”

Although Sharon’s car can reliably take her the short distance to her work at DARTS, her car would not have been a reliable option if she too chose to work at the Robinsonville Casino 60 miles away. If Sharon had accepted a position at the casino, then she too would be riding DARTS to get to work.

*Delta Area Rural Transit System (Clarksdale, Miss.*)
This series of briefs titled Managing Mobility is designed for one-stop staff and other employment and training staff who have direct contact with the participants seeking jobs and job training.

To accustom one-stop staff to the transportation network, the first brief provides an introduction to community transportation services and funding options. Brief Two describes how these staff can create individualized transportation plans for job seekers. The third brief recommends the ways that job developers and case managers can partner with transportation providers to facilitate one-stop customers’ use of existing transportation services to get to work.

Conclusion

People’s opportunities are enhanced by the presence of transportation options. Without these options, people cannot reach available jobs or contribute to the financial well-being of their community. The Employment Transportation Toolkit provides the opportunity for Workforce Investment Board directors and planners, as well as one-stop managers, job developers and case managers to partner with the transportation providers that exist in your community. The key to economic development is mobility.
Chapter One

Accessing Employment:
America's Journey to the Workplace
Chapter One

Accessing Employment: America's Journey to the Workplace

Overview

This chapter provides a national perspective on the employment transportation barriers many un- and under-employed people face, and highlights the role that community transportation is already playing in taking people to work each day.

The crucial role of transportation in moving people to work is often overshadowed by issues such as job placement and child care. Yet the lack of reliable, effective and reasonably priced transportation services can make a person's transition from dependence to employment almost impossible. If dislocated worker, welfare reform and other workforce development programs are to succeed we must find a way to make jobs, training and support services accessible to all who need them.

In the United States today, CTAA estimates that there are more than 100 million low-income, elderly and disabled people at risk of being unable to provide or afford their own transportation and who are likely to be dependent upon others for their mobility. According to current Census estimates, this transportation disadvantaged population includes 38 million adults and children in poor families. In fact, according to the U.S. Department of Health and Human Services' Administration for Children and Families, fewer than one in ten recipients of public assistance owns an automobile — negating driving to that new job as a consistent alternative. For many of these Americans, the private auto is not a choice, and community transportation becomes the only option.

Community transportation already plays a pivotal role in America's journey to the work place, as buses, vans, subways and commuter rail take 10 million riders to work each day. Nearly 40 percent of these daily public and community transit riders in the U.S., according to the American Public Transit Association, are considered low income. For these people, transportation services are the means to self-sufficiency.

However, traditional public transit services, as they are constituted in many areas, cannot meet all of the transportation demands generated by welfare-to-work and worker retraining initiatives. In today's job market, new employment opportunities in the suburbs outstrip employment opportunities in the older central cities. Without partnerships, these new dispersed jobs are practically impossible to reach using a transit service pattern designed to serve downtown urban destinations.

The lack of adequate transportation services is also a barrier to employment in rural America. The unemployment rate is actually higher in non-metropolitan areas than in cities. Nationally, one in four families receiving public assistance live in rural areas and a disproportionate share of non-metropolitan residents reside in low-income households. Consider these figures along with the reality that CTAA's research has shown that 40 percent of all rural counties have no public transportation service and the transportation challenge facing rural job seekers becomes apparent.

Whether new workers reside in urbanized communities or in rural areas, additional and innovative transit services are needed to ensure that they can reach the workplace. These services will need to be flexible to respond to both the needs of the people leaving public assistance and the employers willing to hire them. Undoubtedly, success will be achieved only by those innovative leaders who coordinate a variety of services in response to this pressing national challenge.

Coming up:

The next two chapters will serve as a resource to familiarize you with community transportation services, as well as the opportunities for employment transportation.

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Chapter Two

*An Introduction to Community Transportation*
Chapter Two

An Introduction to Community Transportation

Overview

This chapter familiarizes the reader with the range of community transportation services that could be used to provide trips to work. It also describes the ways in which many communities are funding and planning transportation services.

What is Community Transportation?

Community transportation is more a way of innovative thinking about transportation services than it is of providing those transportation services. Community transportation considers the human factor, and it is flexible, innovative, responsive and cost-effective. It is a practical alternative to the private vehicle, and it builds upon traditional mass transit.

Community transportation is an effective network of public and community-based agencies and coordinated services that connect the poor and unemployed with jobs and training facilities, offers the elderly access to needed services and ensures mobility for people with disabilities. For many Americans, this option includes: rural public transit, which provides 100 million trips a year; urban fixed-route buses, which provide 1 billion trips a year; and rail and subway, providing 4 billion trips a year.

Community transportation means an opportunity to remain independent and self-sufficient and to participate fully in the life of the community.

I. Types of Transportation Services

There are a variety of transportation options available to convey people to their particular destinations, including public transit buses, trains, commuter rail, light rail, taxis, shuttles, vanpools, bikes, carpooling and walking. Community transportation services are those that address the transportation needs of an entire community, including

the needs of both the general public and special populations — like senior citizens, people with disabilities and dislocated workers. The type of transportation service designed for a community depends on the mobility needs of residents, the availability of funding, existing infrastructure and basic service area geography.

Since the scope of transportation services and transportation funding opportunities may largely be unfamiliar to workforce development agencies, this section will provide an overview about how community transportation systems operate. This knowledge will enhance your ability to best determine the employment transportation services that fit the needs of participants in your network.

Note: Please refer to the Glossary (Appendix 9) for an extensive list of transportation terms.

A. Fixed-Route Transit Service

There are two main types of transportation services that characterize community and public transportation: fixed route and flexible transportation services.

Fixed-route services include any transit service in which vehicles run along an established path at preset times. Trains, subways and buses are the most common examples of this type of service.

Typically, fixed-route service is characterized by printed schedules or timetables, and designated bus or rail stops where passengers board and deboard. Most cities and some rural areas operate buses along fixed routes because their communities have high population densities, as well as frequently used origins and destinations that are concentrated along main arteries.

Many transit services offer express fixed-route services, typically designed with fewer stops so that commuters can reach employment sites quickly.
Because fixed-route bus and rail services do not extend to all neighborhoods or employment sites, employers, transit providers or other community members sometimes operate feeder routes, also known as circulator routes. Feeder services are designed to merge into existing transit routes by picking up passengers from locations in a neighborhood or at a job site and dropping them off at a stop along the bus and rail line. Feeder routes add another link in the community transportation network and help create a seamless system of transportation services for un- and under-employed job seekers. Of course, feeder routes often also necessitate a transfer (the switching of a passenger from one vehicle to another, typically to change routes), too many of which can render a transit service less useful to riders.

Other variations of fixed-route service include deviated-fixed route, point deviation and service routes, which are described in greater detail below.

B. Demand-Response Transit Service

Demand-response transit services, often referred to as dial-a-ride services, are transit services in which individual passengers can request transportation from one specific location to another specific location at a certain time. Vehicles providing demand-response service do not follow a fixed route, but rather travel throughout the community transporting passengers according to their specific requests. Demand-response services usually, but not always, require advance reservations. Many communities offer demand-response van service to people with disabilities, and others who need special assistance. Taxi cab service is another common form of demand-response transit service.

Demand-response service vehicles include small buses, vans and cars. Rural areas operate demand-response services because of low population density and long distances between destinations. Demand-response services in urban areas are usually reserved for specific populations, typically those whose disabilities prevent them from accessing fixed-route services. Transit providers often use the term "paratransit" to describe demand-response services, especially those services provided for persons with disabilities.

(A guide to using both fixed-route and demand-response services appears in Working in Partnership, the third brief in the Managing Mobility technical assistance series.)

C. Hybrid Service

When planning transportation options for job seekers wishing to reach destinations located "off" the fixed-route line, variations on fixed-route services may be an attractive alternative. Here are three examples of hybrids of fixed-route and demand-response services:

1) A deviated-fixed route service operates a bus or van along a fixed route and keeps to a timetable, but the bus or van can deviate from the route to go to a specific location, such as a house, child care center or employment site. Once the pick-up or drop-off is made, the vehicle goes back to the place along the route that it left.

2) Point-deviation services also keep to a timetable, however, vehicles do not follow a specific route. Rather, vehicles will stop at designated bus stops at scheduled times, but during the time between two scheduled stops drivers will pick up and drop off passengers with advanced reservations over a dispersed area.

Deviated-fixed route and point-deviation services accommodate spontaneous unscheduled rides at designated bus stops as well as provide scheduled demand-responsive rides over a larger area. Operating one deviated service rather than two separate services (fixed route and demand response) is a cost-effective transportation alternative.

3) Service routes are characterized by deviated times, rather than deviated routes. Service route allow riders to hail a vehicle and request a drop-off anywhere along the route. jitney services,
which operate along a fixed route but without fixed stops, provide this type of flexibility. So do partnerships which permit transportation disadvantaged job seekers and employees to flag down school buses to help them reach destinations.

D. Specialized Transportation Service

Many human service agencies operate their own transportation services specifically designed for their own clients. Some, however, open their services up to other members of the community. Here are specialized transportation programs that may be operating in your community:

**Head Start**: A program of comprehensive services for economically disadvantaged preschool-age children. Services, including transportation, are provided by local Head Start agencies and are funded by the Administration for Children and Families, part of the U.S. Department of Health and Human Services (DHHS). The same agencies that operate Head Start often provide other services for economically disadvantaged families, which may include transportation.

**Health Care**: Medicaid is a health care program for low-income and other medically needy persons. The Medicaid program pays for emergency ambulance service and transportation to non-emergency medical appointments if the recipient has no other means to travel to the appointment. Medicaid is jointly funded by state and federal government, and is administered by the DHHS's Health Care Financing Administration. Medicaid-funded transportation is available in every part of the country, and is provided by a large network of for-profit, nonprofit, and public transportation providers.

**Services for Older People**: The Older Americans Act (OAA) established a network of services and programs for older people and provides supportive services, including transportation services, to meet the needs of older individuals. Public and private agencies, such as senior centers and Area Agencies on Aging, are recipients of OAA funds and many operate transportation services. The DHHS's Administration on Aging administers OAA funds, while many organizations for the elderly also receive

Guaranteed Ride Home programs: Often, job seekers could readily use public transit buses and trains; however, they don't want to use them because they feel vulnerable riding to the suburbs so far from home — what if their child is sick and they need to get home, or what if they have to unexpectedly work late and the bus has already stopped for the day?

Guaranteed Ride Home programs help lower the apprehensions of low-income parents who don't feel comfortable taking jobs in the suburbs, especially if service is limited or there is no midday service. Guaranteed Ride Home programs provide a ride home on demand, and typically cost very little to implement.

Section 5310 (see below) money to purchase vehicles.

**Sheltered Workshops**: Another group in your community that may be providing specialized transportation services is a workshop for people with disabilities. Like programs for the elderly, sheltered workshops may receive Section 5310 funds to purchase vehicles.

Sharing vehicles belonging to one of the specialized programs described above might be an option to link your constituents with employment-related destinations. In fact, many of today's rural public transit systems began as providers of specialized transportation, but due to the transportation needs of other community agencies these providers expanded their services. (For a discussion of transportation coordination, see Chapter Three — The Opportunities for Employment Transportation and Chapter Five — Partnerships In Action.)

E. Other Transportation Service Types

Ridesharing and volunteer programs may also meet the travel needs of workforce development and one-
stop participants and are examples of flexible service.

1. **Ridesharing** involves setting up transportation by combining known passenger groups in a single vehicle. Vehicle options include vanpools, carpools and shared ride taxi services.

**Vanpool** services are designed to allow groups of people to travel on a prearranged, regular basis by van. Vanpools may be publicly operated, employer operated, individually owned or leased. They can be more readily set up than fixed-route services and are cheaper to operate because the driver is not a paid employee but rather a rider in the vanpool. In an unsubsidized vanpool, operating costs are shared equally among the passengers. Employment programs may also elect to subsidize vanpool costs, either for passengers or for an entire vehicle.

**Carpools** are similar to vanpools except that because the vehicle is smaller the rider capacity is less. Typically, the driver of the car is the car owner.

**Shared-ride taxi** service is a service in which riders with similar points of origin and destination group together to share the cost of a taxi trip.

2. **Volunteer** services draw upon drivers from the community. Drivers are not paid for their services, but may be reimbursed for their expenses. These programs are typically coordinated by a nonprofit agency or community-based program and allow flexibility.

While volunteer programs can be a dependable option to get people to job training, communities have faced many problems with using volunteers to get employees to employment sites. Before initiating a volunteer program designed for work trips, first explore the potential barriers. (Resource - Call the National Transit Resource Center at 800.527.8279 for the publication Succeeding With Volunteer Transportation)

The Commuter Tax Benefit program enables employees to afford transportation services. Employers can reimburse employees $65 dollars a month for their transportation costs on transit or in vanpools and deduct the reimbursements as an employee benefit. Beginning after December 31, 2001, the non-taxable transit and vanpool benefits will increase to $100 a month. In addition, employers can directly pay for an employee’s transit and vanpool expenses and the costs can be deducted from the employee’s paycheck before taxes. (Appendix 6 contains a technical assistance brief on this program.)

which offers a detailed plan for establishing and operating volunteer services.

By providing flexible transportation services communities can be responsive to the diverse mobility needs of job seekers and employees.

**Note:** Section Three of this toolkit will highlight other transportation options which have not been addressed here.

**II. Federal Funds to Support Transportation Services**

This section provides information about federal funding for transportation, in order to help workforce development agencies understand how transportation services are supported.

**A. Transportation Equity Act of the 21st Century (TEA-21)**

Spending on transportation is guided by congressional authorization language, known as the Transportation Equity Act for the 21st Century or TEA-21. This legislation, which was signed into law in 1998, sets transit and highway spending levels until 2003.
TEA-21 assures guaranteed spending levels for public transit and related activities in large- and small-urban (see Section 5307 below) and rural areas (see Section 5311 below). It also authorizes spending for transportation for the elderly and people with disabilities that includes vehicle procurement and the purchase of transportation services (see Section 5310).

One of the notable components of TEA-21 is its latitude on the flexible use of U.S. Department of Transportation (DOT) funds. For example, the Congestion Mitigation and Air Quality (CMAQ) program is a flexible funding program administered by the Federal Highway Administration (FHWA) which funds projects and programs to reduce harmful vehicle emissions and improve traffic conditions. CMAQ funds may be flexed to fund transit projects, rideshare projects, high-occupancy vehicle lanes, or other purposes. Communities in many states have used CMAQ funds to buy buses and vans, subsidize bus operations, set up ridesharing programs, and more.

Another flexible funding program is the Surface Transportation Program (STP). These funds can be used by states and local communities for, among other things, transit capital projects and public bus terminals and facilities.

B. U.S. Department of Transportation Annual Appropriations

Since 1964 the federal government has provided funding to support public transit services. This funding and guidance comes from the U.S. Department of Transportation (DOT) through the Federal Transit Administration (FTA). The 10 regional FTA offices and designated officials in each state DOT provide localized technical assistance, outreach and guidance on the use of these funds. (Resource - For the names and numbers of appropriate contacts in your state, call the National Transit Resource Center.)

In a way, programs and activities in federally supported transportation activities are similar to those in the employment and training arena. Like the U.S. Department of Labor (DOL), the U.S. Department of Transportation uses regional offices for the delivery of its services. Where the U.S. Department of Labor (DOL) might use the Employment and Training Administration (ETA), the DOT uses the Federal Transit Administration to administer its activities. Similarly, there are cases when both federal agencies work directly with local providers, in the way that the DOT does with larger transit providers. In other cases, both federal agencies work through state labor or state transportation agencies.

Each year, Congress appropriates money to the U.S. Department of Transportation's FTA to fund the operation and capitalization of public transportation systems in the United States. Some FTA funding goes for starting up and operating transit services; other funding is allocated to research and planning.

The following is a description of the FTA's funding programs for which your community may qualify. However, be advised that the bulk of annual DOT appropriations have already been allocated to specific transit programs and aren't likely to be available for employment initiatives. Still, the more
you know about all of the programs funding transit in your community, the more knowledgeable you'll be in discussions with your local transit provider.

Urban Transit Formula Grants (Section 5307): These are formula-based block grants to public transit systems in all urbanized areas. For areas with populations between 50,000 and 200,000, the FTA awards these funds to states for capital and operating assistance to small-urban transit systems. Transit systems in areas with populations greater than 200,000 receive their funds directly from FTA and cannot use these funds for operating expenses, except in specific circumstances. FY 1999 funding level: $2.5 billion.

Major Transit Capital Grants (Section 5309): These are congressionally designated grants for capital projects such as bus purchases, bus facilities and rail system construction and improvement. FY 1999 funding level: $2.3 billion.

Capital Grants for Transportation for Elderly and People with Disabilities (Section 5310): These are small formula-based block grants to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local organizations in both rural and urban settings, who are either nonprofit organizations or the lead agencies in coordinated transportation programs. FY 1999 funding level: $67 million.

Rural Transit Formula Grants (Section 5311): These are formula-based block grants to states for capital and operating assistance to public bodies and nonprofits to provide public transit services in non-urban areas with populations of less than 50,000. FY 1999 funding level: $180 million.

It is likely that some or all of these funds are currently being used in your community. To learn more about what is already being done, contact the National Transit Resource Center at 800.527.8279.

If your community already receives these funds, your organization can still play an important role in maintaining or expanding transit services. The federal transit grants listed above require matching funds (e.g., state or local funds) to complement the federal funds for a service, project or purchase. These matching funds can come from townships, city and county councils, community-based organizations, and state legislatures, among others. Some funding sources allow services, such as the work of volunteers, to be counted as an in-kind funding match.

Federal programs normally require that local matching funds come from sources other than federal sources. The Job Access and Reverse Commute program (which has a 50 percent match requirement), however, allows TANF and Welfare-to-Work funds to be used as matching funds. In addition, the Section 5311 non-urbanized program allows contracts with social service agencies to be used as a match. This means your program dollars can be matched with those of other programs to provide expanded transportation needed by your clients.

Most states also provide state dollars to support transportation services. In some cases, these state funding programs are larger than their federal counterparts. In states like New Jersey (which uses funds from its casinos to pay for specialized transportation), Pennsylvania (which taps lottery revenue to fund senior transit) and Florida (which levies a tax for every license plate for transit), specific funding pools are used to pay for transit funding. In states like Texas and Virginia, state legislatures have made significant commitments to their residents' mobility. Clearly, state transit funds are a very real contribution to the overall funding picture for public transportation.

C. Using Other Federal Agency Funds For Transportation

While the major source of federal support for community transportation comes from the U.S. Department of Transportation, many other federal agencies have programs which can be used to support community transportation activities.

Many human service agencies provide transportation to enable clients to access vital services. This
includes transportation for the elderly, people with developmental disabilities or Medicaid recipients when the transportation is provided by an arrangement other than general public transit service. The United States Department of Health and Human Services (DHHS) spends almost $3 billion every year to ensure that these individuals can access needed services — primarily health care.

Other federal agencies such as the U.S. Department of Housing and Urban Development (HUD) and the U.S. Department of Labor (DOL) also have resources available for transportation purposes.

Below is a description of federal programs that have eligible funds to provide transportation services to program participants. Whether these funds are used for transportation services often depends on priorities set by federal agencies and the states. However, it is important that communities know what funding resources exist so that they may tap into them.

**Workforce Investment Act (WIA):** The WIA's block grants to states provide funds for placement, job training and support services, including transportation. (WIA replaces the Job Training Partnership Act.)

**Temporary Assistance for Needy Families (TANF):** TANF funds are block grants to states, established by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. States have flexibility to use these funds to provide transportation to individuals transitioning from welfare to work. Guidelines on how states can spend TANF funds can be found in Appendix 1.

**Welfare-to-Work Grants:** The U.S. Department of Labor's (DOL) Employment and Training Administration has awarded $3 billion in Welfare-to-Work grants to assist the hardest-to-serve TANF recipients in preparing for and gaining employment. States received 75 percent of this funding as formula grants. Local communities received 25 percent of these funds in the form of competitive grants. These funds can be used for support services, job retention and post-employment services, including transportation assistance.

By combining funds from different agencies, a community can create flexible and affordable transportation services.

For a list of other federal grant programs (e.g., Housing and Urban Development (HUD)'s Community Development Block Grants; and DHHS's Title XX Social Services Block Grants) that provide funds for supportive services which may include transportation services, refer to Appendix 2, or to <http://www.ctaa.org/ctrc/ctap/pubs/funding>.

Federal money for transportation is, however, not the only source of funding available. Many community transit agencies have recently began looking toward local businesses and colleges and even hospitals to help support their services. Invariably, successful community transit agencies are supported with local fund, as well as with federal and state sources.

**D. Using TANF and DOL Welfare-to-Work funds for Transportation Services**

Seeking to foster coordination and the best use of resources, the U.S. Departments of Transportation, Health and Human Services, and Labor issued a joint guidance on the use of TANF and DOL Welfare-to-Work funds for transportation services on December 23, 1998. Through the guidance, the three departments encouraged workforce development agencies and human service agencies to support employment and job training transportation solutions that are systemic approaches to achieve transportation solutions.

As a result, this guidance clarifies how to use TANF and Welfare-to-Work funds for the following transportation activities:

- As match for FTA's Job Access and Reverse Commute program;
- A contract for shuttles, buses, car pools or other transportation services;
- Reimbursement for work-related transportation expenses, such as mileage, fuel, public transit fares, and auto repairs;
- The purchase of vans, shuttles, and/or minibuses for the provision of transportation services to eligible individuals;
- Payment of start-up costs for new or expanded transportation services; and
- Facilitating the donation and repair of previously owned or reconditioned vehicles.

The guidance allows TANF and Welfare-to-Work funds to be used for other transportation services, as well. (For more information, see Chapter Five. For a complete text of the guidance, see Appendix 1.)

III. Planning for Transportation Services in Your Community

TEA-21 provides federal guidelines on how transportation decisions will be made at the state and local level. These guidelines explain how transit and highway activities get funded and how the public can have a role in that process.

The statewide planning process includes both urban and rural areas. State plans have public participation requirements and must be developed in consultation with local officials. In addition, federal guidelines cover the planning process for urbanized areas, defined as areas with populations over 50,000.

A. Metropolitan Planning Organizations

In urbanized areas, transportation decisions are made through a planning process carried out by Metropolitan Planning Organizations (MPOs). The MPO, like a workforce development board, has lead responsibility for developing transportation plans and programs that cover both highway and transit projects. Members of an MPO include public officials, transportation providers and a representative of local transit users.

There are more than 300 MPOs across the country, structured differently depending on the area. About half of the MPOs are part of regional councils that may house other planning bodies, such as Private Industry Councils and Area Agencies on Aging. MPOs are also set up as single-focused transportation planning bodies. Many MPOs are hosted by city or county governments.

One of the new requirements of TEA-21 is that MPOs coordinate their planning with the planning processes of other federal programs (e.g., Workforce Investment Act, Older Americans Act, Housing and Urban Development). For instance, the U.S. Housing and Urban Development (HUD) requires its Community Development Block Grant recipients to submit a consolidated plan for investing HUD funds in the community. TEA-21 now requires the MPO and the HUD grantee to coordinate their respective transportation planning. In aging services, transportation needs addressed in the area plans, long required by the Older Americans Act, now must be coordinated with the MPO’s transportation plan. Similar coordination now is a requirement under the Workforce Investment Act.

B. Transportation Plans

Both the state DOT, which oversees transportation projects statewide, and MPOs are required to submit two types of plans to continue to receive federal transportation funds.

The first plan is the long-range transportation plan that forecasts transportation planning up to 20 years in the future. The long-range plan list the goals, visions and projected projects for transportation in the region, including short-range actions.

The second plan is the Transportation Improvement Plan (TIP). TIPs are short-range plans identifying transportation needs to be funded using transportation dollars. This plan covers a two to three year period and must be consistent with the goals and priorities of the long-range plan. State plans are
called State Transportation Improvement Plans (STIP).

Both short- and long-term statewide transportation plans must incorporate the urbanized area plans developed by MPOs. In addition, the statewide plans must address transportation priorities in all the non-urbanized areas of the state. Since any transportation project intended to be funded with federal dollars must be cited in the TIP, it is important to understand the TIP decision-making process and find a way to have your constituency’s transportation needs heard.

Two points to keep in mind:

- TEA-21’s public involvement process is intended to include public transit riders, especially low-income and minority populations, in addition to other interested parties.

- When considering transportation projects, decision makers must consider social, economic, and environmental factors.

**Action Item:** If you have not established a relationship with your MPO, contact them. (Note: Even a rural area can be included in a designated MPO area.) To contact the MPO in your community (or the organization that oversees statewide planning, if you are in a rural area), call the National Transit Resource Center at 800.527.8279. Determine whether the MPO has a committee or subcommittee looking at employment transportation needs. Also, the MPO can be a valuable resource in helping you to find out about area community transportation providers.

For a discussion of other ways to plan for transportation services in your community, see Section Two — Making the Most of Community Resources.

**Coming up:**
The next chapter describes ways that a Workforce Investment Board or one-stop center can directly buy services from transportation providers to decrease job seekers’ employment transportation barriers. It also outlines an approach to expand upon existing transit services to meet employment transportation needs.
Chapter Three

The Opportunities for Employment Transportation
Chapter Three

The Opportunities for Employment Transportation

Overview

Chapter Two provided an overview of the types of community transportation services that can be used to transport people to work. The chapter also described the various funding sources that are available to communities to use for transportation services.

We'll now build upon the previous chapter by outlining a course of action for overcoming the transportation barriers of dislocated workers and other unemployed people, specifically to address gaps in transportation service.

Taken as a whole, Chapters Two and Three serve as a resource to accustom you to the field of transportation, to enhance your ability to tailor transportation services to match community needs with community resources and to inform you of the full range of funding sources that can be applied to transportation solutions.

Finally, in this chapter, we'll help you to determine the real cost of providing effective employment transportation in your area — so that you'll have a better idea about costs as you attempt to enter into any contractual relationships with local transit agencies. In many cases, the notion of trying the local transit provider first is the best one. Why spend so much energy developing partnerships and transportation service when your local professional transit agency is available?

Sustainable, Affordable and Cost-Effective Solutions

Three considerations guide decisions to provide employment transportation services to transportation disadvantaged job seekers.

1) The ability to sustain employment transportation services over time.

Even as social service and workforce development participants leave your programs when they gain employment, other people will continue to enter the program in need of services. Many will need transportation assistance, as well. Transportation solutions must be a continuous part of your employment and social services to assist participants' employment, training, and other travel needs.

It will also be important to sustain these transportation options since new workers may still need to rely on public or specialized transportation to get to work.

2) The affordability of the service to new workers when they leave assistance.

Once workforce development participants obtain jobs and their transitional transportation assistance expires, these workers will need to be able to afford their own transportation to work and child care.

3) The cost-effectiveness of the solution.

Ensuring the most efficient use of resources is not just a cost-effective approach to solving public challenges. It is also a necessity given the cost of providing transportation services as well as the scarcity of public funds to meet the demand for transportation services.

A Continuum of Solutions

Given the need for sustainable, affordable and cost-effective transportation solutions, here are recommendations for taking action to overcome the transportation barriers of your participants.
The goal: To stretch community resources to meet the employment transportation needs of your participants.

The approach: Start with the transportation resources that your community already has and build upon them.

A continuum of approaches entails:

First: Try Transit First: Promote and use what public and private transportation services already exist in your region.

Second: Try Transit First: Expand existing transportation services.

Third: Build relationships with social services and other community groups to share vehicles.

Fourth: Fill in the remaining gaps by developing new service.

It may be necessary for your community to undertake all four of these options. However, by making full use of existing transportation first, the new programs developed will serve previously underserved areas and provide greater access to more people.

Starting and sustaining transportation systems require stable sources of funding to purchase and maintain vehicles, train and pay drivers, and cover fuel and insurance costs, among other expenses. It doesn't make sound economic sense to develop new services only to operate them in a duplicative manner.

Approach 1: Use and Promote Existing Transportation Services

As stated above, many communities are fortunate to have an infrastructure of general public transportation services. Workforce development agencies are finding that many dislocated workers actually live within walking distance of fixed-route transit services and can reach jobs and training with a reasonable commute time. In less urban settings, un- and under-employed people have access to dial-a-ride van and bus service. Moreover, existing ridesharing services are an available option in communities large and small. As a result, workforce development, human services and transportation agencies are implementing programs to increase the awareness of transportation options that are readily available to carless job seekers and new employees.

These efforts include:

- Obtaining fixed-route bus maps, posting them in one-stop offices and giving copies to all participants;
- Raising the level of awareness about existing transportation services through outreach programs;
- Subsidizing, or fully paying, the cost of transit fares through bus passes and vouchers;
- Providing orientations and travel training to accustom one-stop staff and participants to the transit services, including how to read a bus map and schedule; and
- Providing incentives to ride public transit through Guaranteed Ride Home programs and by promoting personal safety.

Knowledge of existing transportation is a tool for job developers, as well. By placing job seekers in jobs that are served by existing transportation, job developers are able to strategically minimize transportation as a barrier to getting and retaining a job.

Continued on page 31
PURCHASING COST-EFFECTIVE TRANSPORTATION SERVICES

Workforce Investment Boards and Service Delivery Areas can contract with transit agencies to provide transportation services to participants in the same way that they contract for training activities or employment services.

Like any other service provider, transit agencies or brokers must account for full allocation of costs when contracting to provide services. Also like many other agencies, a transportation agency uses certain methods for determining service cost to the purchaser.

An understanding of the basic costs of providing transit services is necessary to negotiate with a transportation provider for the best possible deal. The following section explains how transportation providers determine their costs.

Buying Transportation: What Makes Up the Costs

Here are examples of some of the costs associated with providing transportation services:

**Overhead:** Administrative salaries, including management salaries, accounting and other administrative items such as office space, equipment and supplies.

**Operations:** Drivers' and dispatchers' salaries and fringe benefits, training, drug and alcohol testing, insurance and registration, fuel and oil, tires, vehicle lease and storage, vehicle depreciation and capital reserve fund, mechanic salary and fringe benefits, equipment and supplies, and facility rental.

**Keep in Mind:**

- Any non-transit agency that elects to provide its own transportation service will encounter expenses similar to those listed above.

- The more agencies that share these expenses the lower the cost that each agency will need to pay.

- When comparing the expenses you will incur by providing your own transportation versus buying it from an existing provider, be sure to include all costs.

Buying Transportation: How to Determine those Costs

Most transit agencies provide service based on one of three methods: per trip, per hour or per mile. These methods are often used in coordinated transportation systems where many agencies purchase service from a single transportation provider.

Bear in mind that the following formulas only come into use if you are contracting for exclusive transit service for your customers. You may also simply purchase service for your participants by buying single fare tokens or tickets, daily passes or monthly passes. For more information on the contracting process, Appendix 4 includes a sample Request For Proposal for transportation services and Appendix 5 contains a sample transportation contract.

**Per Trip**

To determine the rate per trip, one divides the number of trips by the cost for all of the trips provided during a single period — usually a month or year. This works well as a cost allocation method when trip lengths for passengers is about the same.

\[
\text{Cost per passenger trip} = \frac{\text{Estimated annual expenses}}{\text{Estimated passenger trips}}
\]

**Per Mile**

Instead of using the number of passengers, this method uses the number of miles that a vehicle is in service for a particular agency. This method is often used in low-density, high-mileage areas such as rural settings.

\[
\text{Cost per vehicle mile} = \frac{\text{Estimated annual expenses}}{\text{Estimated vehicle miles}}
\]

**Per Hour**

This method uses the number of vehicle hours as the basis for determining costs. This method is often used in urban areas where trips may be relatively short but can take a long time due to congestion.

\[
\text{Cost per vehicle hour} = \frac{\text{Estimated annual expenses}}{\text{Estimated vehicle hours}}
\]
Approach 2: Expand Existing Transportation Services

Although existing transportation services may link many program participants with work-related destinations, the travel needs of other participants are not a natural fit. Fortunately, many workforce development agencies are finding that they can meet these needs by working with transit agencies to expand operating hours and service areas.

As you begin to plan employment transportation options, keep in mind the importance of building upon existing transportation services. Not only does this make existing transportation systems more efficient by adding new riders, but it also saves money for workforce development and social service agencies.

Reasons to build upon existing public transportation systems:

- Starting up and maintaining a transportation service is a costly endeavor. Why incur large start-up costs when you can purchase service from one that is already operating?

Action: Compare the costs of what it will take to start up and operate your own transportation with adding routes, hours and services to an existing system.

- Employment-specific transportation solutions will indeed give workers the mobility to get to work but these workers will need to reach other destinations. Where possible, planning for transportation solutions should include transportation to services that exist to benefit your population during their non-working life. Existing general public transit services provide that possibility.

- By relying on local transportation entities (e.g., public and private transportation, commuter services, ridesharing agencies) to handle the transportation needs of participants, workforce development and human service agencies are free to focus on their own missions.

Numerous opportunities exist in which relatively cost-effective adjustments to present fixed-route and demand-response bus systems can yield significant results in terms of improving access to jobs.

Here are some of the ways you can work with your public or community transportation provider to build upon existing services:

- Work with your transit operator to expand into a broker of transportation services,

- Expand the hours and days of service to accommodate second- and third-shift employees,

- Extend a transit route to an unserved residential or employment area,

- Extend a public transit provider's service area into an unserved county, and

- Contract with a provider for demand-response or fixed-route service for program participants.

Existing rural public transit providers may be one of your best partners. Assessment of the Economic Impacts of Rural Public Transportation, a study by Ecosometrics Inc., for the Transportation Research Board, reported that rural transit systems provide economic benefits to communities by linking people with jobs and contributing to the local tax base.

The report determined the economic benefit of publicly supporting public transit services. For example, 80 percent of the Delta Area (Miss.) Rural Transportation System's (DARTS) public transit trips were employment-related. Serving 175 people for 87,500 trips in 1995 and 1996, the total economic benefits due to DARTS’s employment transportation services are estimated at $2,730,000. This figure represents the earnings that would be lost and the public support money that would be needed in the absence of DARTS services.
Department of Family Services Leaves Transportation to the Experts

**Challenge:** Clients of the Fairfax County (Va.) Department of Family Services needed transit service in the western part of the county where many jobs existed but no public transit operated.

**Approach:** With a grant from the Virginia Department of Social Services, the Department of Family Services (DFS) purchased four 13-passenger minibuses to fill a gap in service in the western part of the county. The DFS contracted with FasTrans, Fairfax County’s public transit provider, to provide the rides using the four minibuses. In addition, DFS contracted with a local taxi company to handle service during hours and days that FasTrans does not operate.

**Results:** All TANF recipients and their children are able to get to work, training and child care in the western part of the county. Additionally, many food stamp recipients and other DFS program participants are able to use the DFS/FasTrans service to get to work and other destinations.

NJ Transit Expands Job Opportunities

**Challenge:** Two residential areas did not have access to job-rich corridors.

**Approach:** New Jersey Transit extended a bus route (that serves two malls) to the towns of National Park and Paulsboro. Moreover, the last bus of the night from one of the malls was deliberately delayed by 30 minutes so that the last mall employees could catch the last bus home. Sunday service was also added to the six-day-a-week service to accommodate those needing a ride to work on that day. The route extension did not cost any money since the extension took the place of a little-used route. However, the addition of Sunday service did require funding to cover the direct cost of providing the service.

**Results:** Altering one route greatly expanded employment and training opportunities for low-income people in National Park and Paulsboro. It accommodated the mobility needs of part-time workers and second shift employees who work at the malls. These changes increased the efficiency of transit services in the area, provided a new service at little cost, and satisfied a needed social service. Above all, the responsiveness of NJ Transit enabled the mayor of Paulsboro to respond positively to constituent appeals for better transit service. (See diagram on following page.)

The Brokerage Model

In northeast Oklahoma, the Department of Human Services has a contract with Tulsa Transit (a public transit provider) to manage transportation services for TANF participants in both an 11-county, highly rural area and the City of Tulsa.

As the broker (or mobility manager), Tulsa Transit will accomplish the following:

- conduct in-person transportation needs assessments,
- determine the best transportation service options,
- identify and negotiate contracts with various transportation providers as needed,
- schedule or train the TANF participants for the selected transportation,
- collect client usage data for DHS review,
- verify that the services were actually provided, and
- invoice DHS for the services provided.

The transportation services that Tulsa Transit arranges include: Tulsa’s fixed route Connection, curb-to-curb demand response, vanpools, carpools, taxis, bikes, private autos, among other alternatives.

In addition to training TANF participants and DHS staff on transportation services, Tulsa Transit also provides training to employers.
Approach 3: Build Relationships to Share Vehicles

Perhaps your community does not have a public transit system, or perhaps it does but you need additional vehicles to meet the mobility needs of your participants.

Other organizations in your community may have excess capacity in vehicles that could serve your participants. There are benefits to shared vehicles (for details, see Chapter Two): First, purchasing the use of a vehicle will be cheaper than purchasing your own vehicle. Second, the owners of vehicles can thereby subsidize the cost of operating their vehicles, making their operations more efficient.

Opportunities for Vehicle Sharing

There are situations when a social service agency or community group may open the doors of its vehicle to the participants in your program:

1) Vehicles regularly have empty seats: If there are available seats on a vehicle, contract to schedule trips to work, training or child care on that agency’s vehicle. Example: A health clinic sends an 11-passenger van into a rural area daily to pick up 8 clients for a rehabilitation program in town. You may be able to pay the health clinic to pick up 3 of your clients on the same trip.

2) Vehicles are only used part of the day: If there are hours or days that a vehicle is unused, arrange to use that vehicle during its down time. Example: A senior center picks up participants for a lunch program from 9:30 to 11:00 a.m. each day and returns them from 2:00 to 3:30 p.m. The rest of the day the vehicle is unused.

Approach 4: Develop New Services

If, after attempting the first three approaches, your program’s job seekers still are largely unserved by transportation, your community may decide to develop a new transportation initiative. Depending on what type of new service you develop, this may be a costly endeavor.

New services (many which are described in Chapter Two) can include:

- Shuttle services and feeder services,
- Vanpools,
- Volunteer programs,
- Car donation/car purchasing opportunities, and even
- A dial-a-ride or fixed-route service.

New Jersey transit expands job opportunities by extending routes to two residential areas — Paulsboro and National Park
If your community finds it would benefit from a general public transit system, it may elect to start such a service with public funds.

Conclusion

Whatever approaches to employment transportation your community elects, one circumstance is certain to arise — the necessity to work in partnership with many groups and interested parties to plan, fund and implement each approach.

Transportation is costly and may be prohibitive if an agency seeks to provide it relying solely upon its own funding. Leveraging community funds — perhaps those described in Chapter Two's funding section — will stretch the capacity of a community to provide employment transportation options to those without cars.

Leveraging community funds to support a transportation service that is available for all community members is one of the best illustrations of how leveraging funds benefits work-related travel needs. For example, 50 percent of the trips provided on RIDES Mass Transit (Roshiare, Ill.) buses are to work, yet funding for these trips comes from a variety of sources. By pooling funds, every contributor can pay less than they would if providing that service alone.

For employment transportation initiatives to succeed it’s going to take resourcefulness, innovative approaches and the willingness to work together in partnership.

Coming Up:

The next section Making the Most of Community Resources treats the subject of forming partnerships in order to create effective employment transportation options.

Chapter Four Working in Partnership
Chapter Five Partnerships in Action

Transit start-up means access to education and jobs

Challenge: In 1990, public transportation shut down in largely rural Covington County, Alabama. For the next two-and-a-half years, there was no transportation service in the county; no buses, no vans, no taxis, nothing to get people without cars where they needed to go. Transportation disadvantaged residents of the rural county were forced to fend for themselves or stay home.

Approach: In July 1992, the local Department of Human Resources (DHR) began to work with local officials to bring back public transportation to Covington County. DHR officials realized that without access to adequate transportation, its Job Opportunity and Basic Skills (JOBS) program clients couldn’t access the services. The transit system, Covington Area Transit System’s (C.A.T.S.), went into full operation in mid-1992 with a fleet of four 15-passenger vans. Two additional vans and one bus have been added to the service in recent years.

C.A.T.S. allows people to call for rides 24 hours ahead of time. Revenue for this type of dial-a-ride service is minimal, however, and therefore contracts with human service agencies are necessary for the program’s success. C.A.T.S.’s first contract, not surprisingly, was with DHR and its JOBS program. In fact, transit officials call this purchased service contract the backbone of the program.

Results: Previously isolated people have mobility to employment and job training. DHR is able to serve residents with and without a car. Having available transportation has enabled people to earn their GED, and attend the local junior college and professional trade schools. Many C.A.T.S. riders are employed and self-sufficient.

“About half of our participants had no way to get to the program,” said DHR’s Joe Bush.

“Basically, we found it is impossible to run a successful JOBS program in Covington County without transportation.”
Chapter Four

Working in Partnership
Chapter Four

Working in Partnership

*A bundle of sticks separately they are weak, bound together their strength is great. (Aesop)*

Overview

Chapter Two familiarized workforce development agencies with other agencies that may already be providing reliable transportation services to their clients. These constituents include senior citizens, public housing residents, Head Start children and people with disabilities, among others. The chapter also described the federal programs that have funds that could be used to increase the availability of transportation services for dislocated workers and welfare recipients.

The solutions discussed in Chapter Three are possible because of the commitment on the part of community members to filling gaps in transportation service. Groups that form effective transportation partnerships understand that the best way to meet a challenge is through cooperation.

This chapter describes the key aspects of forming effective partnerships that plan, fund and implement employment transportation solutions.

Keep In Mind:

* In the event that there is a local community transit agency available with which to contract, forming a transportation partnership may not be necessary.

* Before forming a new partnership, ask your local metropolitan planning organization if a group like this is already working together.

Whether the solution to the transportation challenge in your community involves city-to-suburb commuter routes, vanpools, carpools, dial-a-ride vans or car ownership programs, it will take input and agreement from many key players in the community to implement these changes. While funding from the federal and state departments of transportation can support a portion of a local public transportation service, successful solutions may depend on a variety of strategies and commitments.

It bears repeating, however, that your first step — before seeking to develop the partnerships outlined in this chapter — should be to seek out a contractual relationship with a local transit provider, if available. The reasoning is simple. If your agency needed medical coverage, would you first look to the local hospital, or instead try to build one from scratch? The same holds for transit. A local community transit agency has likely successfully dealt with many of the challenges your partnership would face. The vehicles, insurance, headquarters, maintenance and other capital-intensive items are already in place. Don’t reinvent the wheel if you don’t have to.

I. Incentives to Forming Transportation Partnerships

Would any of the incentives listed below lead you to form or join a transportation partnership?

* The participants in your program need to get to jobs and job training. Your expertise is in job training and job development. Your community probably already has people working on transportation issues. How can these transportation experts aid the participants in your program?

* Funding resources are scarce. You want to see that resources are maximized and that public dollars have the greatest possible benefit to the community. You know that any solution you develop should make sense economically. Will the transportation solutions that your agency selects earn the support of your local public officials?
You know that other agencies in town have clients with transportation needs. You have heard that these groups have innovative ideas to address transportation barriers. You would like them to share their ideas with you.

A Hartford, Ct., transportation planning group calls their partnership a BORPSAT, which stands for a Bunch Of the Right People Sitting Around the Table. That bunch includes local transportation providers, the state transportation department, the metropolitan planning organization, job developers, welfare administration agencies and associations of business and industry.

After conducting a mobility assessment of local TANF recipients, the BORPSAT identified specific plans to improve suburb-to-suburb and city-to-suburb access to employment sites. To date, the region's transit provider, Connecticut Transit, has extended its hours later into the evening and implemented new city-to-suburb commute trips, and added new routes to job sites in previously unserved areas.

Moreover, the Hartford BORPSAT teamed with similar task forces in other Connecticut cities which led the state legislature to provide $4.2 million for welfare-to-work initiatives in Hartford, New Haven, Bridgeport, Norwalk and Stamford.

To date, you haven't been able to solve the transportation challenges by working solely within your agency. You don't have all the answers. You don't have the expertise. You don't have enough money to fund the necessary transportation services. You realize now that you must work with others to accomplish your goal of getting workforce participants to their job sites. You also realize that the longer it takes you to find solutions, the greater the number of people who risk losing their benefits because they cannot reliably reach employment destinations.

II. Forming a Transportation Task Force

Since there are many groups and constituents who have a stake in the availability of transportation services in your community, a transportation task force is the first step to identify the range of mobility needs and to decide how to meet those needs using existing resources. By building a partnership among the stakeholders and working with your local Metropolitan Planning Organization (MPO), resources might be expanded, existing services can achieve economies of scale, and new services can be added that meet the needs of the transportation disadvantaged.

This is the first step in developing and implementing ideas to provide transportation services for those who are transportation disadvantaged—getting the right contributors to the table.

A. Who Sits Around the Table?

1. Decision Makers: It is important that agency directors and policy makers—people who can decide—come to the table. These are the people whose words get results, who hold the purse strings, who are able to grant waivers and interpret rules.

If workforce development participants have to travel outside of their communities into outlying areas the decision makers at your table must represent a regional perspective.

2. Representatives of Job Seekers: It is equally important that there are people at the table who understand the needs of those who are transportation disadvantaged. No transportation option is a good option if the job seekers with transportation barriers won't use the service, for whatever reason. It is therefore important to include at the table representatives of job seekers and job training participants who have transportation barriers, as well as planners who have mapped the origins and destinations of un- and under-employed people. This ensures that the decisions and the actions taken are necessary, appropriate and truly problem-solving.

B. Names and Faces: Setting the Table

What decision makers and other key players do you invite to the table? The number of people is always
related to your community and its individual situation, but the following is a guide:

1. Directors of agencies who respond to the diverse needs of your current and potential participants.
2. Other agency directors whose participants have mobility barriers.
3. Players who will be part of the solutions.

These are the various decision makers you need to include:

**Workforce Development Board Director**: U.S. Department of Labor (DOL) funds may be used for transportation needs and workforce directors can determine the funds’ allocation. Directors also can determine the role that job developers will undertake to help participants find transportation. In addition, workforce development directors have an understanding of the destination needs of their job seeking customers, i.e. where the job, job training and child care sites are.

**Job Training Director**: Before job seekers can qualify for many jobs they must complete job training programs. Job training directors can make transportation to job training an eligible expense. Directors of training programs may represent community colleges or other learning institutions.

**TANF Agency Director**: The U.S. Department of Health and Human Services (DHHS) has made transportation services an eligible use of TANF funds. Local TANF directors can determine what transportation services will be funded with this money. Directors also determine the role of case workers in helping to overcome transportation barriers. TANF directors are also aware of the extent to which barriers (e.g., transportation, child care, substance abuse, etc.) prevent TANF recipient from getting and keeping a job.

**Public Housing Directors**: Many low-income job seekers live in public housing that is unserved or under-served by public transportation. Public housing directors can use U.S. Housing and Urban Development funds to support neighborhood transportation services that connect with public transit buses or trains. Public housing residents could play a role in overcoming their own transportation barriers. (See Chapter Six for a description of the United Resident Council transit program in Fort Lauderdale, Florida.)

**Point Person on Child Care Issues**: One of the greatest needs of low-income parents is safe and affordable child care. Those who have the challenge of getting to work probably also have transportation barriers accessing child care. Partnerships involving child care center staff could lead to better coordination with transit routes and transit facilities, or other ways to get children to child care. These are decisions that providers of child care can make.

**Medicaid Directors**: A high percentage of TANF recipients, along with other low-income people, receive Medicaid. There are many ways for TANF directors and Medicaid directors to work together to ensure the availability of transportation for these people.

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**Since the North Carolina Dept. of Social Services allows its county offices considerable flexibility in overcoming the transportation barriers of TANF recipients, counties are using TANF and DOL Welfare-to-Work funds, as well as state money, to reimburse recipients directly for transportation expenses, and to contract with public or private transportation providers such as transit systems, churches, and taxis, among other options.**

**Anne Arundel County (Maryland) Department of Social Services uses TANF federal block grant funds for the following activities: Tokens and passes on bus, light rail and commuter train services, vouchers for gas, and for electronic fare cards for use on demand-response vehicles.**
New Jersey is considered a national model for welfare-to-work transportation initiatives because the state is building upon its broad-based transit network that serves each county. Moreover, Medicaid, TANF and transportation departments are improving on that network through innovative programs such as a transportation brokerage program that combine Medicaid trips and welfare trips.

Employers: Needless to say, employers play a major role in the access-to-jobs solution. Employers might contribute funding to expand transportation services to employment sites or fund or subsidize additional transportation services. Businesses could shift their start and end work times to better correspond with existing transit schedules. Above all, they could provide information on the times that they need workers.

Business Development Groups: Invite stakeholders representing business and economic development interests to explain how business creation and expansion of employment opportunities is affected by transportation options. Such groups include chambers of commerce, community development corporations, economic development districts and councils of government. In addition to the information they could share, these groups also have access to different types of funding, from public and private sources.

Directors of Other Human Service Organizations: Invite other groups whose participants need to overcome transportation barriers. Bring them to the table because resources are scarce and often it is useful to develop solutions that achieve an economy of scale. These groups may also have excess capacity in vehicles that can carry your participants to and from job training and job sites.

These players may include directors of Head Start and senior services organizations, disability groups, faith-based organizations or other community-based organizations, such as community action agencies.

Of course, no employment transportation gathering is complete without elected officials and transportation providers.

Elected Officials: Sometimes solutions are achieved because a public official is convinced of the need for improved transportation services and mandates immediate action to overcome transportation barriers. Determined local leadership can come from a governor, a county executive or a mayor. (You will find examples from many communities throughout

The Robinsonville Casinos in northern Mississippi provided the Delta Area Regional Transit System (DARTS) with the matching funds to purchase new vehicles. These additional vehicles will increase the number of people that DARTS can transport to the casino 60 miles away from Clarksdale, the nearest population center. With as many as 400 to 600 unfilled jobs available each day, the casino has a stake in financially supporting DARTS in the expansion of employment transportation.

The Boca Raton Resort and Club (Fla.) has formed a number of partnerships with public transit, commuter rail services, child care centers and public housing authorities to form shuttle services, vanpools and circulator routes, a few which make stops at child care centers so that parents can drop off their children. When new employees use these reliable transportation options, Boca Raton Resort increases its employee retention rates and relieves the club of the necessity to use land to build employee parking lots rather than guest facilities.
the toolkit most of which have the support of elected officials.)

**Transportation Providers:** Since transportation is the barrier to overcome, no transportation partnership is complete without the variety of transportation agencies that provide services in the area job seekers need to travel. Invitations should be extended to both public and private providers. Include train, bus, ridesharing and taxis services; paratransit providers; school transportation; and human services transportation agencies. Also invite transportation planning groups, such as the metropolitan planning organization (see Chapter Two).

This may evolve into a large group, and it’s likely that not all of the stakeholders will be needed for every group meeting. However, look to include all at some stage of the planning and implementation process, whether in gathering information, planning, making vehicle sharing and funding decisions, or implementing solutions.

**C. The Committed Leader**

If a committed leader hasn’t arisen from the partnership thus far, it is important to find one. This is a person who pulls the collaborative group together and keeps the group focused on overcoming transportation barriers despite people entering and leaving the team over time and despite the inevitable setbacks. This person forges on when barriers are encountered, and reminds the group of the common mission toward which the group is working. The leader has the time, energy and commitment to encourage the continued collaboration of the stakeholders.

While a facilitator may come from outside of the community, the committed leader is a member of the community, who knows the stakeholders and is aware of the regulatory, funding and interpersonal barriers to cooperation that exist in the community. The committed leader may be a representative of a lead organization, such as a transportation or workforce development agency.

Don’t overlook the local MPO as a potential leader of your partnership.

**D. Common Missions**

An essential step for overcoming transportation barriers is to make sure that all the players are not only at the same table, but on the same page.

Building a promising partnership has its roots in a common mission. While the specific goals of each participating member may differ, knowing the underlying values that the partner has in common with the others at the table will give the group a common direction from which to make decisions on transportation issues.

Here are some common missions that stakeholders in your community may share:

- All are committed to economic well-being of un- and under-employed low-income people.

- All are committed to removing the transportation barriers that prohibit new workers from reliably reaching their work sites and from becoming productive members of the community.

- All want to promote solutions that build upon already existing transportation services, as well as to encourage innovative and outside-the-box solutions. The group agrees to foster a diversity of opinion, expertise and experience to ensure innovative thinking.

- If financial resources are scarce, the group may be committed to stretching community resources as far as possible. That may mean pooling those resources.

- All want efficient, effective transportation solutions that are sustainable over time.

Another way to develop common missions is to define what is at stake — in other words, what is the potential negative impact of not finding a solution to the transportation barriers that job seekers face.
• Many carless job seekers will be unable to get or retain jobs.

• Employers will be unable to fill vacant positions.

• Ultimately, without transportation options, individuals (or perhaps whole families) could lose benefits.

With a common mission or a shared view of the stake they have in working together, stakeholders will commit to developing and implementing solutions.

E. Bottom Lines

Successful collaborations are the result of knowing what motivates stakeholders and the understanding and cultivation of those motivations. It is also in getting the best price for transportation for your clients.

Here are factors which will lead workforce development directors, transportation providers, TANF directors, employers and elected officials to actively support specific transportation solutions:

1) Workforce Development Directors are motivated by the mission to:

i) Find work for un- and under-employed people,

ii) See that job skills match job needs of employers,

iii) Ensure that new workers retain their jobs, and

iv) Meet their complex and demanding performance standards.

Workforce development agencies want transportation services that operate the hours and reach the destinations that their customers need. Agencies want transportation services that are reliable — ensuring that new employees can get to their jobs each day and on time. Moreover, these services need to be affordable and sustainable over time so that new workers can stay in those jobs without welfare assistance.

2) Transportation providers are largely motivated by four factors:

i) Cost-efficency. Transportation providers keep their services operating by running their agencies like a business. Investments in transit services, such as extended routes and hours of service, must make sound financial sense.

The costs of buying vehicles and adding service can be prohibitive without financial support from the community. This situation is often little understood by those not in the transit business. The role of transportation providers and planners in the partnership will be to educate the other partners about the costs of providing existing services, expanding service hours and adding new services.

ii) Mobility. Transportation providers want to see that members of the community have the mobility essential to live and travel freely.

iii) Ridership. In most cases, transportation providers are also motivated to maximize ridership. More riders on agency buses and vans signify more cost-effective services. In urban areas, providers’ funding levels are partially based on ridership. In both urban and rural areas, maximizing the cost effectiveness of each trip is one goal of public and private transportation systems, which explains why transit providers provide incentives to the public to ride mass transportation.

Often, transit providers need to target new markets and provide new services in order to maximize ridership. The case-in-point is the shifting demographics surrounding employment transportation. By targeting suburban employers that are hiring inner city residents and by looking beyond suburban-to-urban fixed-route services to vanpooling, feeder routes, urban-to-suburban commuter services and community buses, many transit systems have been able to increase ridership.
iv) Performance. Transit providers, like workforce development agencies, need to meet demanding and complex performance standards.

3) Human Services/TANF Directors: In the case of local agencies which disperse TANF funds to recipients, human service providers are motivated by the time limitations of their program — the two-to-five-year clock is constantly ticking while their clients are receiving assistance.

Like their counterparts in workforce development, TANF directors want transportation services to be available during the hours and to the destinations that their customers need. They too want transportation services that are reliable, affordable and sustainable over time so their clients don’t again require TANF assistance due to transportation barriers.

4) Employers are motivated to increase transportation services so that the labor pool can reach and retain available jobs. They primarily want transportation services that get their employees to job sites in a reliable and timely fashion. When transportation services save out-of-pocket expenses for businesses, or can yield tax savings, they are even more attractive. Employers, in general, are also interested in sustaining the economic vitality of the community.

5) Elected Officials want their communities to be successful. They want to see programs that maintain the well-being of residents. Ideally, these programs will reflect a public official’s sense of vision for the community. One attribute of successful programs will most likely be cost efficiency and a wise use of taxpayer dollars. Many times, public officials will also want to see a role for public/private partnerships. Transportation solutions that keep these goals in mind may more readily acquire the support of local public officials.

Even with a common mission to unite the group and an understanding of what motivates all the stakeholders to contribute to sustainable employment transportation solutions, your group will naturally have one more consideration before it is ready to plan, fund and implement solutions — overcoming barriers to effective partnerships.

III. Overcoming the Barriers to Effective Partnerships

Here are some of the barriers that often surface when groups work together:

- A lack of understanding of transportation benefits and costs,
- Agencies in different fields have different cultures and speak different languages,
- Turfism — Not wanting to let go of money and programs,
- A lack of time in an already busy work environment,
- Fear of losing control or having your authority taken away,
- Resistance to trying something that hasn’t been done before,
- Distrust of showing one’s hand and sharing information,
- Personality conflicts, and
- A fear of complex regulations.

Whether the barrier is personal or institutional, real or perceived — a barrier that stands in the way of effective partnerships is a barrier that needs to be addressed. Where possible, address as many of these barriers at the start of the partnership process since others will undoubtedly appear.

Another reason to work through barriers to collaboration is that as leaders of your agencies you can be the role model for your staff as they too work on interagency projects. Addressing interpersonal challenges will lead to stronger collaborations among transit, workforce development and human service agencies at all levels.
Building trust, gaining credibility and reconciling personality conflicts and differences are all issues that people encounter when working together. Time, communication and a well facilitated process can address many of the barriers listed above.

If you run into barriers, work to resolve them. If they persist, persevere and try from another angle. If the barrier is personal, work to bridge your differences. Where personal barriers remain, put them aside for the good that the partnership can do — improving mobility options so that your customers can become and remain self-sufficient.

As Dr. Ernest Maddox said in this toolkit’s Preface: “Partnering and collaboration across agency and organizational lines is difficult, but if egos, agendas of division, and self-perpetuation are held in check, something great can be accomplished.”

By overcoming interpersonal barriers, you will be better prepared to address the larger barriers caused by rules, regulations and funding guidelines — barriers that will take a unified partnership to resolve. (These types of barriers are addressed in Chapter Five.)

Conclusion

Albert Einstein once said:

Problems cannot be solved at the same level of awareness that created them.

A partnership around transportation issues increases the likelihood of maximizing the mobility options in your community. How could it not when you have developed a forum that promotes:

• Increased personal independence and enhanced quality of life for dislocated workers and other unemployed people;

• Increased transportation services to those who are transportation disadvantaged;

• Higher quality and more reliable transportation services;

• Unique expertise;

• More efficient use of resources, including vehicles, staff and funding;

• Elimination of duplicative transportation services; and

• Reduced transportation costs for the community.

Keep in Mind: You may not institute changes overnight, but with commitment and motivation the transportation partnership will continue to move your community forward.

Coming Up:

The next chapter will describe local partnerships-in-action. Section Three — Blueprints will describe model employment transportation partnerships at the local level, as well as how states have taken a leadership role in forming their own partnerships and supporting local communities as they, too, overcome mobility barriers.
Chapter Five

*Partnerships in Action*
Chapter Five

Partnerships In Action

Overview

This chapter describes a nuts-and-bolts approach to assess your transportation needs and resources and to determine how transportation partnerships can work together in your area.

Your metropolitan planning organization (MPO), state DOT for rural areas or other transportation planning body may have already conducted such an evaluation. In that event, this chapter will serve to give you ideas to build upon these assessments.

This chapter also provides suggestions for overcoming barriers to sharing client data, to funding joint projects and to sharing vehicles.

With the transportation partnership at the table, it is time to get down to the business at hand — linking dislocated workers and other unemployed and underemployed people with transportation services to jobs, training, child care and other employment-related destinations.

Here are some of the ways that transportation partnerships can assess job seekers’ transportation needs, as well as plan, fund, implement and ultimately sustain employment transportation solutions.

Again, establishing these partnerships is not the only way to go about providing transportation to your clients. We urge you to consider simply contracting with a local community transportation operator as a viable alternative.

If the local transit agency or planning organization is unavailable, consider the following:

I. Evaluating Needs and Resources

Many transportation partnerships are following these steps prior to planning employment transportation services:

Step 1: Assess transportation needs

Step 2: Conduct an inventory of transportation resources

Step 3: Evaluate the needs based on available transportation resources

These three steps are the first steps in understanding what transportation resources are available to job seekers and what services are needed to satisfy remaining transportation needs. One useful method for ascertaining this information is to plot origins and destinations on a regional map. This spatial analysis can determine the relative proximity of recipients and employers to transit services, travel times and distances between points or over the entire network, and any obvious gaps in transit service. Planners can then use this information to modify or improve transit routes or to develop new services.

Step 1: Assess Transportation Needs

The first step toward improving transportation services for job seekers is to understand their travel needs. With knowledge of the community in which participants reside and where they need to travel each day to satisfy training requirements, work schedules and family obligations, you can make assessments regarding the most appropriate form of transportation necessary to carry individuals to their destinations.

This assessment process will require input from you and a number of partners:

- Local workforce development boards can provide a list of all approved job training sites, as well as the location of designated one-stop job centers.
• The director of the one-stop job center can contribute information on job openings, as well as employment projections for the service delivery area. Employment projections can aid the partnership in planning transportation services that will be sustained as economic activity changes over time.

• One-stop centers and human service agencies can share data of the neighborhoods or streets where welfare recipients, dislocated workers and the other un- and under-employed people live.

• Employers and chambers of commerce can pinpoint particular areas with a labor deficit.

• State or local offices responsible for licensing child care centers and after-school programs can provide a list of locations of approved sites.

Potential Barriers and Resolutions

Barrier: One-stop centers and public and private human service agencies are committed to protect the privacy of their customers, and these agencies may be hesitant to share data on their job-seeking customers.

Resolution: To protect the privacy of customers, these data can be made anonymous by: removing recipients’ names, converting the addresses to block-group-level data, deleting all addresses from the system after geocoding them (converting the addresses to latitude and longitude coordinates) or using the zip code plus four digits.

Barrier: Many program participant records may have a post office box rather than a street address. This may make plotting the area where the participants live inaccurate. The same issue may arise with street addresses of service providers and employers.

Resolution: Settle on a coding scheme that works. For example, if you cannot obtain street addresses use the zip code plus four digits. The most important consideration is to be consistent.

Action: On a regional map, plot the residential locations of transportation disadvantaged customers, child care providers, job training sites, as well as current and prospective employers.

Step 2: Conduct an Inventory of Transportation Resources

The next step in gauging the opportunities for employment transportation services begins with familiarizing the partnership with the variety of transportation services in the region. This includes learning about the services currently available to dislocated workers and un- and under-employed people, such as public transit buses and vans, commuter rail services, shuttle services, taxis, intercity buses, and ridesharing programs. However, this inventory also encompasses vehicles and transportation services that aren’t currently but could possibly be, used to provide customers with employment-related rides. Potential resources include: dial-a-ride services for people with disabilities and senior citizens, school buses, and vehicles used by faith-based organizations, community action agencies, neighborhood councils, job training programs and other groups.

Clearly, this process of “inventorying” needs to be done with a measure of tact. If you have failed to establish a collaborative relationship with the above-listed organizations, attempting to inventory their resources may hurt potential cooperation in the future.

Part I: An inventory of existing public transportation services

Acquiring the inventory of vehicles and transportation programs need not be arduous since other community members may have already done the work. Local planning organizations, such as councils of government (COGs) and metropolitan planning organizations (MPOs), will share a list of transportation providers in your community.

Once you have the list of general public transportation providers, invite those not already in the
partnership to join planning discussions. This group may include: providers of public and private transportation, commuter services, carpool and vanpool programs, as well as taxi services. Request that these representatives describe their services, including operating hours, routes and service area, costs and capacity for expanded service.

In addition, obtain from these parties route maps and schedules. Public transit agencies can provide geographic data of their transit systems. Representatives of private transportation services, commuter services and ridesharing programs can provide similar information.

**Action:** Overlay the map of residences, child care centers, educational sites and employment locations (Step 1) with transparent maps of transportation routes and service areas.

**Note:** It is essential that each transportation map indicates the hours and days of operation. Even if transportation reaches a job site, for instance, the service may not operate during the times that workers may need them.

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**Part 2: An inventory of community vehicles**

There may be other vehicles in your community that have not been considered as options to carry displaced workers and other un- and under-employed people to jobs and other destinations. For example, private companies, community-based groups and faith-based organizations may have buses and vans that could be available to the participants in your service. It is possible that these less obvious community vehicles might prove to be the mobility lifeline for job seekers and new employees.

Just as important as the inventory of existing general public transportation services, therefore, is an inventory of other vehicles in your community that could be used to provide needed services.

To compile an comprehensive list of buses, vans and cars, talk with the people who administer the following programs and services:

- paratransit services for people with disabilities,
- Medicaid transportation providers,
- churches and other faith-based groups,
- community action agencies,
- neighborhood councils,
- housing authorities,
- school districts,
- job training programs,
- local government,
- groups serving people with disabilities,
- Head Start organizations, and
- senior centers.

Find out how the members and clients of these organizations reach their services, if they own their own vehicles or whether they contract with a transportation provider for service. Find out if they operate a volunteer driver program.

If any group owns or leases a vehicle, learn who operates the vehicles, who rides them and what the days and hours of operation are. Determine if there are any restrictions on the use of the vehicle, and if the vehicles could be used by the general public. If they can, find out what kind of reimbursement is required to use the service.

**Action:** Fill in Form A (see pg. 56) to gather this and other relevant information about the transportation services in the community.

**Resource:** Call CTAA's National Transit Resource Center (800.527.8279) for contact information of local organizations that provide transportation services to people with disabilities, elderly people and other community members.

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**Step 3: Evaluate the Mobility Needs Based on Available Transportation Resources**

The results of overlaying residential, employment and other data (Step 1) and transportation maps (Step 2, Part 1) is to determine whether existing
services and routes can be used to link people with jobs and employment-related destinations, and to identify gaps in service. The knowledge gained from Step 2, Part 2 will inform the partnership how additional community vehicles might expand the capacity to meet travel needs.

A good way to understand the specific dimensions of mobility problems is to use geographic information system (GIS) software. Since many transit agencies use GIS for planning purposes, your local public transit provider may take the lead in doing the actual analysis. If it does not have the capability, chances are your regional planning organization does. While many analyses have been based on computer-based GIS mapping software, others have effectively been completed without relying upon computer systems. For instance, use push pins to plot locations on a transit map. Or, use different color high-lighters to encircle the areas where neighborhoods, employment centers and child care centers exist.

The results of the evaluation will shape the employment transportation options the partnership considers. Here are questions to ask when evaluating the maps:

- What adjustments could be made to the transit system to supply extra service?
- Where could additional capacity in community vehicles provide additional trips?
- What gaps would need to be filled in with new transportation programs?

Note: An individual’s transportation barrier may not be due to lack of transportation, but rather from an inability to afford available transportation. With this in mind, supplement this needs assessment with information about transportation barriers collected from customer intake forms by job developers and case managers. This information will guide the partnership as it determines ways to use existing transportation to link customers with employment-related destinations.

Based upon information gathered from job developer/case manager assessments:

- How much of participants’ transportation barriers are physical (i.e., no car, no bus nearby)?
- How much are financial?
- Are transit services affordable to participants?
- Are these services perceived as safe to ride?
- Are buses and vans available but participants do not know about these services or how to use them?
- Would individuals actually use existing transit service or any new services if it were available?

This evaluation will serve as a springboard from which to develop programs that use existing services and vehicles and that create new services. An evaluation also allows for need-based adjustments to provide smoother transfers for faster travel times, better connections between other modes of travel and with the services of other transportation providers.
II. Planning for Employment Transportation

The needs assessment and inventory of transportation resources will guide planning decisions to better provide employment transportation options. As described in Chapter Three: The Opportunities for Employment Transportation, here is the recommended approach to cost-effectively use community resources to provide needed mobility:

Step 4: Try Transit First: Develop programs to use the transportation that already exists.

Step 5: Try Transit First. Expand upon existing public transportation services.

Step 6: Building relationships with social service and other community groups to share vehicles.

Step 7: Adopt new transportation services.

While Section III: Blueprints describes how communities have applied Steps 4 through 7, here are some points to consider when planning transportation services:

A. Purchasing Service

One of the ways to expand existing services (Step 5) and use community vehicles (Step 6) to meet your participants' transportation needs is to purchase service from public or private transportation operators. (Note: Contracting for transportation is an eligible use of TANF and DOL Welfare-to-Work funds.) By writing a contract with a transportation agency to provide rides to program participants, your agency can buy service on a dial-a-ride basis or through a regular subscription service. For an in-depth look at how a transit provider's actual costs are computed, see Chapter Three.

Taxi Companies: Many workforce development agencies have found that contracting with taxicab companies can help transition people into the workforce. Although individual cab rides may be expensive, most cab companies will negotiate lower rates for on-going trips on a

When considering services to promote employment-related transportation, refer to the many examples listed throughout this employment transportation toolkit:

Chapter Two: An Introduction to Community Transportation describes the various modes of transportation, including fixed-route bus service, vanpools, feeder routes, shared-ride taxi service and dial-a-ride services.

Chapter Three: The Opportunities for Employment Transportation lists that ways to expand upon existing transportation services through extending routes and operating hours, raising the awareness about existing transit services and providing financial incentives to use public transit.

Section III: Blueprints — Transportation at Work highlights the different approaches developed by community partnerships which address specific community needs and build upon existing resources.

To learn how still other communities are addressing employment transportation barriers, read:


weekly or monthly basis. The Genesee Regional Council in Rochester, New York, for example, found that this was an effective way for inner city residents to commute to suburban hotel jobs.

A TANF agency in Concord, North Carolina, was able to place a welfare recipient as a driver at a local taxicab company using On-The-Job-Training funds, then negotiate a lower rate for services. They were able to use the taxi service to send clients on job interviews.

Taxis can also be used as an adjunct to more conventional transit services. They can be used to shuttle people to transit centers or stations that would otherwise not be useful. They can be the "guaranteed ride home" in Guaranteed Ride Home programs (see definition in Chapter Two) and can extend hours to transport people who may need to work past the ending time of bus services.

Contracting for transportation may provide the best and most affordable means to commute to work, training, interviews and child care. However, contract with a transportation provider may only be a short-term option for participants since the funds used for their transportation assistance may only be temporary, and the purchased service may be too expensive for participants to continue independently. On the other hand, the contracted service may create a lasting transportation alternative for the participants in your program.

B. Sharing Community Vehicles

Another way to use existing community resources to provide service to your customers is to share another organization's vehicle(s). The vehicle inventory you conducted may have revealed that there are vehicles traversing your community intended for use by a specific group, such as senior citizens or children. These vehicles may not be currently available to the participants in your program, but with some outreach and negotiation, groups may indeed open their vehicles' doors to your participants.

For instance, a senior citizen center might only use their vehicles during the lunch time hours when it takes seniors to nutrition centers. Negotiating to use these vehicles during periods of inactivity can have the following impacts: 1) providing the only employment transportation alternative in a rural community that does not have any other available transportation, or 2) supplementing the capacity of existing services in rural, suburban and urban areas.

Potential Barriers and Resolutions:

Barrier: The assumption that there are rules and regulations which prohibit another group from using a vehicle intended for a specific program.

Resolution: Check to see if there are any state or local rules prohibiting the use of another program's vehicles. Generally, this is not a prohibition that exists anymore at the federal level. Typically, as long as the people for whom the vehicle is intended are able to have their mobility needs met, the vehicle can be available for other riders.

Barrier: You have been told that an organization's participants cannot share a vehicle with your program participants.

Resolution: This may just be a misunderstanding of the rules. Often, the policy allows for others to ride the vehicles provided that the people for whom the vehicle is intended are able to have their mobility needs met.

If a prohibition is explicitly stated in the rules, see if a waiver can be granted or the regulations rewritten.

Barrier: The vehicle owner doesn't want to wear the vehicle out sooner than usual.

Resolution: Establish a fare system so that riders will pay for overhead costs and vehicle depreciation.

Barrier: An agency with a vehicle says that your agency cannot use the vehicle because the
current insurance on the vehicle only covers the first agency's clientele.

**Resolution:** Amend insurance policies through rewriting the policy or adding a rider to the existing policy to include additional occupants from other agencies. Agree to pay for any costs incurred because of the amendment.

It is likely that your offer to share a group's vehicle(s) may not, at first, be met enthusiastically. The program director may give you a number of reasons why using the same vehicle would not be feasible. Not all barriers are insurmountable.

C. Vanpools

If you have a number of employees who are working the same shift at the same company or at work sites in the same location, a vanpool may be a viable solution. Vanpools are a shared-ride arrangement among a number of different workers to share the costs and duties of commuting. Many large companies sponsor vanpools for their organization to reduce the need for parking on-site or to help in area air quality plans. Oftentimes a number of employers in the same locality will band together to create a “transportation management association” or TMA. The TMA may then take on the duties of creating vanpools. Many local transit agencies or planning organizations also take on the task of vanpooling. Vanpools can help workers commute cheaply and get to many places not served by transit.

D. Useful Questions

As the partnership conceives plans to improve mobility options for un- and under-employed people, consider the following:

- Are the planned transportation options affordable? For the workforce development agency? For the individual?
- Will these employment transportation alternatives be available after new employees leave public assistance?
- If so, will they be affordable?
- Most, importantly, how will the developed options be financially sustained? Note: Be careful, many of the funds available for transportation are only start-up funds.

III. Funding Partnerships

Particularly in this age of welfare reform there are multiple opportunities to finance employment transportation. Funds from both the U.S. Department of Health and Human Services' Temporary Assistance to Needy Families (TANF) block grant and the U.S. Department of Labor's Welfare-to-Work program can be used to provide transportation services to welfare recipients. In addition, each year until 2003 the U.S. Department of Transportation will fund selected employment transportation initiatives through its Job Access and Reverse Commute Program (see Appendix 3). Job Access funds are available to support expanded transportation services for welfare recipients and other low-income people.

In fact, there are many sources of federal and state money that can be used to fund transportation services. These include Medicaid funds, Social Services Block Grants, Community Development Block Grants, TANF and Welfare-to-Work grants, and HOPE VI funds, among others. In addition, federal tax incentives are available to employers to subsidize the cost of transportation for employees (see Chapter Two).

**Step 8: Identify Available Community Funding**

As the partnership proposes initiatives to expand transportation options for carless job seekers and new employees, how will these plans be funded?

**Action:** Invite employers and directors of community programs to a discussion on funding employment transportation initiatives. Learn which community programs currently have funds that could be used for transportation purposes? Find out which programs are eligible to apply for other transportation funding opportunities?
Fill in the sample funding inventory sheet (see Form B on pg. 57). To assist you in locating funds to sustain employment transportation plans, Appendix 2 contains a list of federal funding sources that could be applied for transportation needs.

Step 9: Commit to Jointly Fund Transportation Programs

The awareness that a collaborative approach is necessary to fund employment transportation programs is apparent in the tripartite guidance recently issued by the U.S. Department of Labor (DOL), the U.S. Department of Health and Human Services (DHHS) and the U.S. Department of Transportation (DOT). This guidance does more than describe the ways in which DHHS Temporary Assistance to Needy Families (TANF) funds and DOL Welfare-to-Work funds can be applied for transportation uses. It also encourages the DOL and DHHS to fund improvements to transportation infrastructure “...to take full advantage of existing resources to develop seamless, integrated services addressing the transportation challenge of moving people from welfare to work.” (December 23, 1998, p. 1) This emphasis is a departure from the common type of transportation assistance that was provided by directly reimbursing the individual for transportation costs.

The guidance allows TANF and DOL Welfare-to-Work (WtW) funds to be used for the following transportation services:

- A contract for shuttles, buses, car pools and other transportation services;
- The purchase of vans, shuttles, and/or minibuses for the provision of transportation services to eligible individuals;
- Payment of start-up costs for new or expanded transportation services;
- Reimbursement for work-related transportation expenses, such as mileage, fuel, public transit fares, and auto repairs; and
- Facilitating the donation and repair of previously owned or reconditioned vehicles. (For a complete list of eligible transportation uses, refer to the joint guidance in Appendix 1.)

Another purpose of the joint guidance is to respond to common questions and interpret related laws and regulations to help states and communities in applying TANF and WtW funds for expanded transportation services. The following section clarifies common hesitations to using these funds for transportation services:

Potential Barriers and Resolutions:

Barrier: A reluctance to use TANF money to support a transportation service because: 1) the 60-month clock will be ticking against the lifetime assistance of a TANF recipient, and 2) there will be individual data reporting requirements.

Resolution: Two exceptions:

1) TANF funds can be used for direct monetary “assistance” or for investing in transportation services

The DHHS defines “assistance” as TANF funds that provide direct monetary or income support to recipients. As a result, supporting bus passes or fuel vouchers would count against the federal time limit. However, contracting for transportation services, contributing to the start-up and operating costs of transportation would not count against the 60-month clock, and would not carry individual data collection requirements.

2) Exception for Job Access and Reverse Commute projects: “If the transportation benefit is the only form of assistance provided to the individual for a month, then it is not considered ‘assistance’ for the purposes of applicable TANF programmatic requirements.” Under these circumstances, the funding used to support Job Access projects is not counted against the recipient’s 60-month time limit, and would not carry individual reporting requirements.
Barrier: Perception that WtW and TANF funds can only be used for transportation services supporting their intended populations.

Resolution: The joint guidance allows TANF and WtW funds to fund a portion of a transportation program even if it is open to riders outside of the TANF and WtW programs.

To pay for a portion of a service, determine the costs of providing the service and "arrive at a reasonable estimate" of the number of TANF and WtW families that would benefit from the service. Based on this estimate, TANF and WtW funds would only be used to pay for the fair share of direct costs and allocated indirect costs.

Note: After the service has begun, re-evaluate the costs of the service based upon actual ridership statistics rather than estimates and determine the fair share of costs based upon actual use of the service by WtW and TANF recipients.

Barrier: Perception that WtW or TANF funds cannot be used to match other federal grant programs.

Resolution: While TANF and WtW funds typically aren’t able to be used to match other federal funds, they are allowed as a match for the DOT’s Job Access and Reverse Commute grants as authorized in the Transportation Equity Act for the 21st Century, but only for operating, not capital costs.

IV. Implementing Solutions

Timelines for Implementation: Depending on the transportation barriers and the resources available, the strategy that your partnership develops may take a number of months to implement. In the meantime, interim actions can be implemented to immediately link carless participants with jobs.

Internal Partnerships: Partnerships will be necessary at practically each stage of the process of linking program participants with jobs and other employment-related destinations. Here are some ways to involve your own staff as partners in implementing and sustaining employment transportation solutions.

- Keep the accounting and finance office abreast of federal and state regulatory changes, particularly what transportation programs are eligible uses of TANF and Welfare-to-Work funds. This awareness will promote smooth completion of grant proposals, contract writing, timely billing and payment processes, as well as cost allocation methods.

- Facilitate open communication between job developers, one-stop managers and workforce development directors. Each has knowledge and awareness in the puzzle to overcome barriers:

  Job developers have the pulse on individual-level transportation needs. They may well be the best asset to help displaced workers and other unemployed people overcome their transportation barriers. Their professional experiences with program participants are integral to successfully planning employment transportation options.

  Directors and managers need to relay important changes to job developers, such as eligible uses of TANF and Welfare-to-Work funds. They also can encourage a greater role of job developers in directly linking individuals with transportation services and working with transportation providers on job fairs and travel training programs. (For more information, refer to the technical assistance brief series — Managing Mobility. These briefs are available from the National Transit Resource Center.)

Conclusion

Many solutions can be found through some type of formal coordination among the stakeholders. Even if stakeholders aren’t ready for formal relationships, they can sustain informal mechanisms for working together. Whether formal or informal partnerships, the stakeholders must confront a simple, glaring fact: transportation costs money. The partnership’s
job is to identify the costs and determine who can bring which resources to the table in order to best serve the community.

Here are a few key resources for communities ready to undertake transportation coordination:

- **Coordinating Transportation: Models of Cooperative Arrangements.** Community Transportation Association of America, 1995. Available from the National Transit Resource Center, 800.527.8279. This publication looks at several options for transportation coordination, and presents advantages, disadvantages, lessons learned and case studies for each.

- **Maryland Transportation Coordination Manual.** Maryland Department of Transportation, Mass Transit Administration. Prepared by the KFH Group. Available by calling 410.767.3772. This is a step-by-step procedure for bringing the right people to a transportation coordination partnership. Among other information, this manual describes the benefits of coordinating services and sharing vehicles, and provides detailed information on determining transportation costs.

**Coming up:**

Section Three—Blueprints: Transportation at Work will describe model employment transportation partnerships at the local level, as well as how states have taken a leadership role in forming their own partnerships and supporting local communities as they, too, overcome mobility barriers.
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<th>Type of Service (bus, van, taxi, rail, car)</th>
<th>Days of Service</th>
<th>Hours of Service</th>
<th>Lift or Ramp Equipped?</th>
<th>Type of Payment?</th>
<th>How to Access Service?</th>
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## Form B - Funding Inventory

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Source: CTAIA
Chapter Six

Local Partnerships
Chapter Six

Local Partnerships

Overview

Organizations from across the country have already started the process of building employment transportation opportunities by creating local partnerships.

This chapter contains innovative approaches to employment transportation. Each approach responds to a specific challenge to employment transportation in urban, rural and suburban areas. Challenges include incorporating child care trips into work trips, starting vanpool programs, using volunteers and providing incentives to businesses to support transportation programs for employees.

While some of these initiatives have been in operation for a long time and have gone through numerous refinements, others are relatively new. Some offer transportation services, others focus on marketing and outreach and still others present methods to incorporate employment transportation into community-wide transportation systems.

There is no one employment transportation solution. Rather, approaches to transportation barriers will vary according to the unique needs of local job seekers, employees and employers. Solutions will also be based upon geography and resources of communities.

I. Regional Approaches

A) Challenge: In Pima County, Ariz., no one transportation option met the diverse needs of a large region.

Approach: Transportation options tailored to the needs of rural and urban areas

Because the Pima County, Ariz., service delivery area ranges from metropolitan Tucson to rural areas in the county, the Arizona Department of Employment Security (DES) funded Job Express. Job Express offers transportation programs to meet the various transportation needs of TANF recipients. TANF recipients receive Job Express services for transportation to jobs, training and child care up until 90 days after employment.

The Job Express staff and DES JOBS Specialists select the most appropriate and cost-effective mobility option, and coordinate the services. The two primary programs are 1) Rideshare’s carpool matching services — Job Express pays for and gas or mileage; and 2) Free monthly bus passes for the first 90 days after employment and reduced-cost bus passes for the first nine months — Both adults and children are eligible.

If these two options do not meet the travel needs of recipients due to night or weekend shifts or gaps in rural transportation, Job Express offers: 1) cab or private van rides, 2) gas vouchers as an incentive for family and neighbors to provide work-related transportation in rural areas, and 3) grants up to $650 for car or bike repairs, driver’s licenses and education classes, as well as car registration and insurance.

Partners on Job Express include the United Way of Greater Tucson, the Arizona Department of Economic Security, the Pima County Transportation and the City of Tucson Transportation, among other stakeholders.
Results: Between April 1 and December 31, 1998, Job Express helped over 500 TANF customers and their families get to jobs, interviews and child care. Job Express provided the following rides and services: Carpools were arranged for 31 customers, 48 people were issued City Special Services ID's for reduced transit fares, 69 participants received bus passes and 82 received gas vouchers. In addition, cab and/or van rides were given to 69 customers. Lastly, 265 people received grants for car/bike expenses (e.g., repair, registration, insurance, etc.).

For more information contact:
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Craig Snow, Inc.
3823 Calle Cortez
Tucson, AZ 85716-5121
Tel.: 520.795.3540
Fax: 520.795.3552
E-mail: cbs@azstarnet.com

B) Challenge: The local Department of Human Services in northeast Oklahoma needed a single point of contact to coordinated the travel needs of new workers.

Approach: A transportation broker and mobility manager

In northeast Oklahoma, the Department of Human Services has a contract with Tulsa Transit (a public transit provider) to manage transportation services for TANF participants in an 11-county, highly rural area and the City of Tulsa.

As the mobility manager and broker, Tulsa Transit:

- collects client usage data for DHS review;
- verifies that the services were actually provided, and
- invoices DHS for the services provided.

The transportation services that Tulsa Transit arranges include: Tulsa's fixed route Connection, curb-to-curb demand response, vanpools, carpools, taxis, bikes, private autos, among other alternatives.

In addition to training TANF participants and DHS staff on transportation services, Tulsa Transit also provides training to employers.

Results: This approach has resulted in a regional employment and medical transportation system using the transit provider as the mobility manager.

For more information contact:
Larry Hall
Tulsa Transit Authority
Service Development
510 South Rockford, RO. Box 52488
Tulsa, OK 74152
Tel.: 918.585.1195
Fax: 918.582.5209

II. Solutions for Rural Areas

A) Challenge: With between 400 and 800 jobs available each day at a casino 60 miles away from Clarksdale, Miss., large distances between rural residential communities and the job site kept many carless job seekers from obtaining employment at this job-rich site.

Approach: Employment shuttle buses

The Delta Area Rural Transit System (DARTS) developed regional transportation routes to a major complex of casinos one hour north of Clarksdale, Mississippi. DARTS provides transportation to residents in the North Delta Mississippi Enterprise Community (an area with over 12 percent unemployment) to get to work and job interviews, primarily at the casinos.
A Joblinks demonstration grant from the Community Transportation Association of America provided the funds to start the employment transportation shuttles. At the beginning of the demonstration period, a voucher program was developed to attract riders. For those who just obtained employment, DARTS offered a two-week trial period free of charge. Additionally, a one-day free pass was issued to those that needed to go to job interviews.

DARTS partners include: Mississippi Job Services, Mississippi Department of Human Services, Tri-County Workforce Alliance, Town of Jonestown, Town of Cohoama, Cohoama Opportunities Inc. and Human Resources Departments in Robinsonville Casinos. Collaboration among various agencies played a key role in the success of the project. All local and state agencies contributed in recruiting riders and marketing the DARTS Joblinks employment transportation project. Marketing of this project was also performed through multimedia presentation at public housing complexes and community meetings, newspaper, word of mouth and flyers, as to employers.

Results: The purpose of the Joblinks project was to improve the quality of life for residents in the target area by enhancing the level of intra-vicinity and regional mobility. Over a 12-month period, DARTS' Joblinks transported 347 clients for employment and job interviews. A total number of 18,533 rides were provided for the same period of time. The vast majority of Joblinks riders (283) obtained employment as a result of this project.

The project also raised employer support for employment transportation since residents in the DARTS service area are an important source of labor.

For more information contact:
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510 Highway 322, P.O. Box 1216

Clarksdale, MS 38614
Tel.: 601.624.4292
Fax: 601.624.4334
E-mail: aurelia_jones-taylor@access.gov

B) Challenge: TANF recipients needed after-hours and weekend transportation services in the City of Charlottesville, Va., and its surrounding two-county rural area.

Approach: Contract with local transit provider

JAUNT, a rural public transit provider, has a contract with two county social service agencies to provide 24-hour transit service to VIEW (Virginia's welfare-to-work program) recipients and their children living in the City of Charlottesville, Va., and two surrounding rural counties. After JAUNT’s regular service and the city's CitiBus fixed-route service ends for the day, recipients reach jobs, job training and child care on JAUNT’s demand-response vans or with the sub-contracted taxi service that provides after-hour trips for single riders.

This around-the-clock service was made possible by a grant from the Virginia Department of Social Services. JAUNT and the two social service agencies jointly applied for and were awarded a one-year $187,000 demonstration grant from the Virginia Department of Social Services. With this funding, JAUNT was able to expand its transportation operations to meet the mobility needs of VIEW clients. The grant covered the costs of operating the late-night service, a transportation coordinator, an answering machine, cell phones and other expenses. By using an answering machine and cell phones for drivers to learn about any trip changes or cancellations JAUNT does not need to pay for a dispatcher past its normal business hours.

Service is provided around the clock, seven days a week to transport VIEW participants to second- and third-shift employment sites. In addition, rides are provided to job readiness classes, job interviews, employment sites, approved educational classes and to child care. Children ride with their parents for free.
JAUNT's transportation coordinator has open communication with VIEW case workers and says that one challenge to providing late-night service to VIEW clients is cancellations and no-shows. JAUNT encourages VIEW case workers to follow up with clients, who make their own reservations with JAUNT for service, and train them on using public transportation services. Participants may lose the privilege of JAUNT service or have their service suspended if they have repeated no-shows or failures in canceling or changing trips.

Results: Since the program began in November 1997, JAUNT has provided over 22,000 trips and has helped 270 VIEW clients overcome their employment-related transportation barriers.

- Of the 270, at least 200 adults or their children have rode JAUNT's demand-response services to reach jobs or child care, respectively. Most of these trips are regularly scheduled trips, although others are provided on an as-needed basis to job interviews or as a back-up service if VIEW clients' cars break down.

- More than 50 recipients have taken advantage of CitiBus bus passes; Since the start of the program, approximately 10,000 bus passes have been purchased, and

- An additional 28 people have used a combination of CitiBus passes and JAUNT demand-response rides. Many of these recipients ride CitiBus to second-shift jobs and take JAUNT home late at night.

For more information contact:
Donna Shaunessy, CCTM
Executive Director
JAUNT, Inc.
104 Keystone Place
Charlottesville, VA 22902
Tel.: 804.296.3184
Fax: 804.296.4269
E-mail: jaunt@avenue.org

C) Challenge: A rural area in southeastern Okla., needed transportation services for second- and third-shift jobs.

Approach: Transportation Agency Provides Vanpools

Kibois Area Transit System (KATS) based in southeastern Okla., has been operating employment transportation vanpools to employment sites since 1984. To keep costs down, KATS often trains riders on the employment routes to drive the vehicles. Drivers get to use the service for free. These employment shuttles cover long distances and are arranged for employees working second- and third-shift jobs.

The design of this service matches the employment needs and resources of the community. Since 1984, Kibois Area Transit's shuttles have taken employees to such job sites as poultry processing plants in Arkansas, a sewing factory in Wilburton, Okla. and recently, KATS started a work shuttle to a new clothing plant in Wilburton. Seven women ride the bus to this plant. KATS works with job developers and employers to plan the work shuttle.

In February 1998, KATS began more work routes in the Poteau and Heavener area, but with these vans they provided the drivers. The vans run all three shifts that the plants have. KATS is hauling about 20 to 30 workers a day for $2.00 a trip.

Here is a sample of the work trips KATS provides:

Wilburton, Okla. – 65 round trip (RT) miles – $4.00 a day (7 riders – 6:00 a.m. to 4:30 p.m.)

Ft. Smith, Ark. – 160 RT miles – $6.00 a day (10 riders – 12:45 p.m. to 3:30 a.m.)

Heavener, Okla. – 90 RT miles – $4.00 a day (1 van 14 riders – 5:30 a.m. to 5:00 p.m. and 1 van 10 riders – 3:00 p.m. to 2:30 a.m.)

Kibois vehicles are in use all the time, handling a broad range of transportation needs. KATS's goal is to make full use of all the vehicles that they have. As a result, they don't just focus on one type of rider but work for efficiency and mobility. Besides work-
related trips, KATS uses its vehicles throughout the day handling other riders, including Head Start and kindergarten children, senior citizens and others who need transportation.

The Latimer County and LeFlore County Departments of Human Services are working closely with KATS to place clients in jobs that have work shuttles and will start new shuttles when there is demand. KATS assists local citizens by collecting applications for the processing plants and working with their personnel departments to ensure a continuous flow of potential employees.

Because the Talihina Chamber of Commerce understands the economic impact resulting KATS services, over the years it has financially supported the KATS vanpool system.

Results: Approximately 40 people are served daily for the work shuttles in the Talihina area. During the course of KATS years in the valley area, Kibois directly responsible for the employment of over 150 Talihina residents, many who are former AFDC and Food Stamp families.

For more information contact:
Carroll Huggins
Kibois Area Transit System
P.O. Box 727
Stigler, OK 74462-0727
Tel.: 918.967.3325
Fax: 918.967.8660

III. Approaches for Urban Areas

A) Challenge: People from job-scarce areas of Louisville, Ky., needed to get to suburban jobs.

Approach: Express route and local circulator shuttle

The metropolitan planning organization in the Louisville area, the Kentuckiana Regional Planning and Development Agency (KIPDA), which together with the local public transit system, the Transit Authority of River City (TARC), established a new express route between West Louisville and the Bluegrass Industrial Park. They also implemented a local circulator shuttle within the industrial park. Prior to this new reverse commuter service, residents of the west end of Louisville who traveled to the Bluegrass Industrial Park had to make three bus transfers and walk a long distance from the bus stop to the workplace. This resulted in a two-hour, one-way trip.

The new service includes two out-bound runs from the far west end of Louisville to the Bluegrass Industrial Park, and an additional eight runs starting from the central business district. Eleven in-bound runs complement the out-bound service. The travel time from the two endpoints of the express route is 45 minutes, with the bulk of the route traveled on Interstate 64. The peak cash fare is $1.00.

In addition to the express service, two local circulator shuttles operate within the Bluegrass Industrial Park. The huge size of the park, combined with a lack of sidewalks or streets, could impede a commuter's ability to get to their workplaces without the shuttles. Each of the shuttles operate on half-hour headways in the morning and afternoon. With a free transfer from the express route, there is no charge to ride the shuttles.

Specific programs were launched to develop ridership. KIPDA and TARC held meetings with community agencies, the local Private Industry Council and employers in Bluegrass Industrial Park to generate referrals. In addition, they made presentations to several chambers of commerce. TARC worked especially closely with social service workers and employment counselors in the inner city to identify potential riders. TARC also produced attractive brochures illustrating the express route and the local circulator shuttles, as well as the schedules for each, and distributed them widely to employers, social service agencies and existing passengers. When job fairs were held at the Bluegrass Industrial Park, TARC provided free rides to the event and distributed information about the routes. Finally, TARC coordinated press coverage on the new route in the local newspaper.
In addition to cash fares, TARC secured cash assistance from the municipality and support from employers in the form of a commitment to purchase employee bus passes. Jefferson County also pledged funding from the local occupational tax fund. Combined with federal operating assistance and local transit funds, these sources of funding are expected to sustain the service for the foreseeable future.

**Results:** Ridership surveys revealed that express-route riders tended to be transit-dependent commuters who lacked a vehicle. Generally, they worked in the food service, hospitality and retail industries. An overwhelming percentage of those surveyed reported that they rode the bus to work every day. Slightly more than half lived in the four zip codes of West Louisville that comprised the target area for the service. The initial success of the reverse commute express service has since allowed it to become institutionalized. The reverse commute program began as a demonstration and has become an integral part of the services offered by TARC.

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**B) Challenge:** Increase hours of transit service (evenings and weekends) in southwestern Connecticut, expand service to areas of job growth in suburban towns and foster cooperation among the region's five transit districts.

**Approach:** Enhancements to public transit services

Representatives of employment and training, social services, transportation, chambers of commerce, planning and government in southwestern Connecticut established the People to Jobs Regional Transportation Task Force to meet the employment transportation challenges in the region. The group formed to identify and plan the needed transportation services, apply for funding and implement new service.

The partnership's first public transit enhancement was the Bridgeport/Valley Connection which extended a portion of one bus line that:

- Extended service to a local train station,
- Created an agreement between two transit districts which allowed service to cross their "borders" thereby facilitating a seamless service for commuters, and
- Introduced transit service to a suburban commercial corridor with strong job growth that was not previously served. The one line, which begins at a bus terminal and ends at a railroad station, makes stops at a hospital, a shopping mall, a Wal-Mart store — all sites with strong job opportunities.

The Bridgeport/Valley project which began in 1997 was initially funded as a demonstration project by the state Department of Children and Families and the Southern Connecticut Gas Company. It continues with welfare-to-work transportation funding from the Connecticut State Legislature.

The welfare-to-work transportation funding has also been used to provide expanded evening and weekend service in many of the five transit districts. In addition, U.S. Department of Labor funding supports an evening shuttle service in the Norwalk Transit District. Another funding opportunity came from the state Department of Economic and Community Development to subsidize the cost of transit for TANF clients residing in the Greater Bridgeport Transit District.

The WorkPlace, Inc. facilitates the activities of the People to Jobs Task Force in the twenty-town Regional Workforce Development Board service delivery area of southwestern Connecticut. It also acts as the fiscal and administrative agent for the task force.

**Results:** Ridership on the new and enhanced services have been encouraging. One project that added 145 hours of evening and weekend service per week has resulted in a 35 percent farebox.
recovery ratio and provides over 11,000 trips per month. The transit service enhancements now in place account for over 20,000 trips per month.

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IV. Employment Transportation Partnerships
A) Rural: Matanuska Susitna Borough Community Transportation (MASCOT)
Matanuska-Susitna Borough, Alaska

Challenge: Provide employment access in a rapidly growing rural community in Alaska that has no public transportation.

Approach: A coalition of community organizations prepared a strategic plan for transit development; the plan envisioned coordination of existing agency transportation programs and initiation of new public transit services. With technical assistance from CTAA, the community evaluated its unmet access needs and developed an implementation plan which would leverage funding from as many as 14 different sources. The new transit services will provide access to jobs within the community as well as in Anchorage which is 45 miles away.

Results: A pilot program using one vehicle for service within the borough began in February 1999. A more extensive six vehicle operation is scheduled to begin in July 1999. One of the target populations for the service will be the 123 public assistance families in the Borough currently exempted from work placement because they lack transportation.

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B) Urban: Niagara Frontier Transit Authority
Buffalo, New York

Challenge: The Buffalo, N.Y., metropolitan area needed transportation to suburban areas and to accommodate travel needs of second- and third-shift employees.

Approach: Developed Hublink — multiple service strategies

Transportation providers in western New York have been restructuring their mobility system to respond to job and population shifts. The new service concept is called Hublink, and focuses on better coordination of all types of transportation services to increase personal mobility and maximize limited transportation dollars.

Led by the Niagara Frontier Transit Authority (NFTA) in Buffalo, N.Y., the Hublink initiative is a model for planning transportation systems to explicitly take into account employment transportation. Hublink includes extensive research on transportation needs and alternatives, coordination opportunities and creative financing. The objective is to create a broad-based community consensus regarding the best approach to improving public transportation.

Results: To date, several service concepts have been developed to better provide employment transportation. They are:

Late-Night Service: Many inner-city residents are employed in service industries, which have night or evening shifts. To improve services for passengers traveling to and from work at night, NFTA provides night services on certain employment transportation
routes. For example, NFTA expanded the hours on one route to an industrial park until after 11:30 p.m. which then accommodated the travel needs of all 3 shift times served.

NFTA also operates a request-a-stop program after 9:00 p.m. which allows riders to alight anywhere along the route if the bus can safely stop.

**Reverse Commuting:** Much of the central portions of Buffalo and Western Niagara Falls are characterized by transit-dependent populations who need better access to suburban employment in the retail, service and health care fields. Because significant job opportunities in these fields are available in suburbs adjacent to Buffalo, NFTA has extended transit services to provide direct access to shopping malls, industrial parks and other suburban job sites. To encourage public transit ridership, NFTA works directly with companies to sell transit passes to employees.

Other NFTA service modifications include implementing timed transfers at suburban hubs and key urban transfer points, expanding access to reverse commute trips on existing and new suburb-to-city express routes, instituting employer shuttles at suburban work sites and introducing limited-stop service on key routes in reverse directions. New services may include a region-wide vanpool program and subscription buses to the largest employment centers.

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**V. Child Care and Transportation**

**Challenge:** In Duluth, Minn., low-income parents needed quality child care that was accessible via public transportation.

**Approach:** Co-Locate child care center at transit hub

In Duluth, Minnesota, the YWCA is renting space for a child care center in the downtown hub of the Duluth Transit Authority (DTA). The YWCA Early Childhood Center, which is open to the general public, offers both full and half day care. Infants and toddlers attend the early childhood center. A center for pre-schoolers, which includes an enrichment program, is located less than a block away.

The YWCA has an arrangement with an area family service agency in which the agency is billed for child care for children of parents who are receiving public assistance. Many of these parents ride public transit to downtown job sites.

Funding to construct and equip the center came from: the Ordean Foundation as well as other foundations, the Duluth Transit Authority, the Local Initiatives Support Corporation, individual and business contributions and from government funds.

**Results:** The YWCA-DTA child care site has increased the capacity for much-needed child care services in the Duluth area. Two weeks after opening in mid-January, 1999, enrollment is nearly filled at six of eight infant openings and six of 14 toddler spaces. Full enrollment is expected by April. Nearly half of the parents use public transportation and most are low-income parents.

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For other ways to incorporate child care and transportation, see Job Express (pg. 60), Jaunt (pg. 62), Kibors Transit (pg. 63) and NJ Transit (pg. 72) and others.
VI. Approaches for One-Stop Centers

A) Challenge: How to incorporate transportation into one-stop center support services

Two Approaches

Approach 1: Contracts with area transportation providers

The WaCaDaCha one-stop center, which is a collaborative of four rural counties in northwest Georgia, offers free transportation to job seekers as part of its full range of workforce development and customer services. The one-stop has memoranda of agreement with county transportation providers to provide transportation to interviews, child care, jobs, the doctors, as well as to the one-stop center. In one county, a for-profit taxi company provides these trips during the evenings and weekend hours. Each provider is reimbursed for customer’s rides based on a per-trip rate.

Partners of this WaCaDaCha workforce development transportation project include area representatives from workforce development, transportation and human services, and from the Georgia Departments of Labor and Technical and Adult Education. A portion of a one-stop grant was used to pay for the transportation services.

Results: The four-county area has realized a decrease in the number of welfare recipients in part because of the transportation services that are available. Moreover, since the general public transportation services are very low in cost (in some counties it is free) workers who no longer receive financial assistance for transportation can continue to access their jobs.

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Approach 2: On-site travel center at one-stop

The Nia (“Purpose”) Center in Louisville, Ky, is a campus in which the Transit Authority of River City (TARC) Nia Neighborhood Travel Center is housed with the Workforce Development Partnership Center. The Nia Center also contains an inter-generational care facility, a community development bank, the Louisville Business Resource Center, the LCDB Enterprise Group, and other employment and family support services.

TARC’s Nia Travel Center is a focal point for West End Louisville public transportation services and information. The Nia Center is adjacent to the intersection of two of TARC’s most heavily traveled bus routes. Together, these two routes account for approximately 20 percent of TARC’s average daily ridership. In addition, three neighborhood circulator routes, an express service to Bluegrass Industrial Park, and TARC Night Owl buses serve the Nia Center.

A Nia Travel Center coordinator is available on site as a liaison to the other tenant partners and to the surrounding community, including employers and government agencies. The transportation coordinator works cooperatively with employers to design and deliver specialized, cost-effective transportation services for employees living or working in the area.

TARC has also launched a service it calls Nia Night Owl Job Link to meet the needs of late-night shift workers: People living or working in Louisville’s Empowerment Zone can take a 20-passenger shuttle bus between home and work from 11:00 p.m. to 5:00 a.m. daily. To be eligible for the service, all one needs to do is pre-register.

The successful practices evidenced in Louisville include: sound planning to recognize unmet employment transportation needs, coordination of transportation and social service resources and development of public-private funding partnerships.

Results: The value of TARC’s employment transportation programs is exemplified in the demand for the expansion of the Nia Night Owl service area. When a low-income employee from outside of the
Empowerment Zone called to ask if the Night Owl service could pick him up from his job, TARC extended the service area to pick him up. Before the employee became a rider on the Night Owl service he would get off work at 2:00 a.m. and sleep at his job for three hours until the first bus of the day came by at 5:00 a.m. to take him home. Nia Night Owl extended the service area because, as TARC General Manager Barry Barker said, "We want to do all we can to provide transportation services so that workers can have a one-pillow, not two-pillow, sleep."

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VII. Public/Private Partnerships

A) Challenge: A private employer in rural North Carolina had difficulties retaining employees because of a lack of transportation.

Approach: Have employer contract directly with transportation provider for services.

The Smithfield Packing Company, located in rural Bladen County, North Carolina, determined that transportation problems impact its employee turnover rate. In an effort to obtain additional employees from the surrounding counties and to increase the availability of transportation resources, representatives of the company met with staff from the Cumberland County Department of Social Services’ (DSS) Work First Program. A plan was developed for Smithfield Packing Company to contract directly with a bus company to transport employees from Cumberland County to the Bladen County worksite (26 miles one-way).

For the first 30 days of employment, the Cumberland County DSS uses TANF funds to reimburse the Work First recipient for his/her transportation expenses. For the next 60 days, the DSS uses NCDOT Work First Transitional/Employment Transportation Assistance funds to reimburse the individual. The cost of non-subsidized travel for employees is $5.00 per day through payroll deduction.

This transportation service meets the needs of the community, not just welfare recipients. Any employee that needs transportation is allowed to use the bus service, regardless of whether they have ever received welfare assistance.

Results: People who were formerly TANF recipients can now get to work because of the transportation provided. Other workers also have had their transportation burden lightened because of the bus service. Approximately 70 Smithfield Packing Company employees benefit from the program.

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B) Challenge: On Florida's panhandle, local hotels, retail outlets and restaurants were having trouble filling available jobs.

Approach: Employer-driven vanpooling

Responding to this situation, the Destin Area Chamber of Commerce, with support from the West Florida Regional Planning Council (the Pensacola-area Metropolitan Planning Organization), developed a vanpool service designed to bring workers into the Destin area.

The vanpool program transports employees from Gulf Breeze, Crestview and other areas along the Alabama border to Destin and South Walton beaches in Florida. As the program grows, destinations to other beaches and inland areas will be added.

Van Pool Services Inc. (VPSI), a national commuter vanpool agency, is contracted to handle the day-to-
day details of the vanpool program, including fleet management, operations, marketing, maintenance, billing and monthly payment collection. Emerald Coast Transportation, Inc., a nonprofit corporation, manages the three van routes for employees and employers in Okaloosa and Walton Counties. Vans are leased and operated for $5,000 a month. Fees paid by the rider are matched by the employer. The fee is based on the number of passengers, the type of vehicle, and the daily round-trip mileage.

Emerald Coast Transportation is working hard to overcome many of the typical welfare-to-work challenges — service is provided for riders around the clock and a Guaranteed Ride Home program has been established. Park-and-Ride lots at food stores, a police station, a high school and a coffee shop are among the pick-up and drop-off points used for the three routes.

To advertise employment opportunities and recruit employees, the Destin Chamber of Commerce holds job fairs in which potential employees are surveyed to determine the potential number of vanpool users.

Vanpooling is the right option for the community because of its flexibility and convenience. By providing easy, reliable and safe access to the workplace, the program is a way for employers to recruit and keep employees, and employer tax credits are incentives for both employers and employees to rideshare. Participating employees benefit because they have a reliable vehicle and a convenient way to travel to work. Through vanpooling, commuters can save as much as $2,500 a year by not using their own vehicle (if they have one). The vanpool program is also a way to help reduce traffic and parking problems.

Results: With support from 60 community businesses, local leaders and transportation planners, the results of the vanpool program have been very positive. More than 35 employers have joined as members of the Emerald Coast Transportation vanpool program. All four 15-passenger vans are at full capacity daily. And, there is growing demand from employees of non-member employers to use the vanpool service.

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VIII. Transportation as Job Opportunity
A) Challenge: Anne Arundel County, Maryland, was under-served by public transportation.

Approach: Training welfare recipients to become van service entrepreneurs

The Anne Arundel County Department of Social Services (DSS) began the AdVArtage Program, a transportation micro-enterprise program for welfare recipients. People currently receiving cash assistance would be provided training and other help to start their own passenger transportation businesses. The DSS hired the local YWCA to provide business training, and help the fledgling businesses obtain working capital, certification as a passenger carrier and follow-up networking.

In addition to providing DSS clients with work-related transportation services, the van owners transport the larger community to elder services, shopping malls, medical facilities, among other destinations.

The program was funded with a two-year Joblinks grant, funded by the Federal Transit Administration and administered by CTAA.

Results: Seven individuals completed the training course and five new businesses have been started as a result of the project. Each of these businesses has demonstrated the ability to continue past the demonstration phase of the project. A second training was held to graduate one additional van owner to fill in a needed service area.
A similar micro-entrepreneur program is operated by Sojourner-Douglass College in Baltimore, Maryland.

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B) Challenge: Public housing residents in Ft. Lauderdale, Fla., needed transportation to distant employment sites.

Approach: Public housing shuttle service

The United Resident Council (URC), a tenant association representing nine public housing sites in Ft. Lauderdale, created URC Transit to meet the travel needs of housing residents. This service not only provides residents with transportation to job sites, but it also drives children to and from schools and takes residents shopping. Formed in 1996, URC Transit is a service for the entire community.

URC Transit currently operates two vans and one shuttle bus. Employees at URC Transit include the program manager, a dispatcher and one full-time driver, each who is a resident of one of the nine sites.

The URC works with two community partners: In addition to leasing URC Transit the shuttle bus, Broward County Transit also trains URC Transit drivers. Boca Raton Resort and Club employs numerous URC residents; URC Transit operates around the clock and on weekends to accommodate the resort's varying shifts. In addition, URC has partnered with both Broward County Transit and Boca Raton Resorts on job fairs.

Initial funding for URC Transit came from a U.S. Housing and Urban Development Self-Sufficiency grant.

Results: URC Transit accommodates the commuting needs of residents working at the Boca Raton Resorts. It also transports 16 children a day to and from school. In addition, each weekday tenants at each of the nine housing sites take advantage of the two-hour window that URC Transit offers to take people shopping.

Broward County Transit has trained eight residents to be drivers. Each has earned a Commercial Driver's License (CDL). Many of these CDL drivers have obtained jobs with area transit companies.

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IX. Try Transit First

A) Challenge: Detroit, Michigan, job seekers needed help reaching job sites.

Approach: Think Transit First

Many transit providers are urging job developers — where possible and practical, to be conscious of location and match job seekers with jobs on bus and rail lines first.

Transit providers may be able to make certain needed changes to transit routes and hours of service to accommodate the travel needs of your participants. However, due to limited funding and the time it takes to acquire new vehicles, hire drivers and start new routes, many of these changes, if possible, may not occur immediately.

Here are examples of ways that SMART, a transit provider in Detroit, Michigan, helps job developers target job development along existing transit routes:

- SMART has developed "Transit First," a tool using geographic information system (GIS) software that will enable job developers to locate
jobs along transit lines. The software’s databases include geocoded (plotted according to location) job openings, residential neighborhoods and child care centers. With this tool, job developers can sort new jobs according to proximity to transit lines and fill those jobs first.

- SMART began an over-the-phone information listing of job openings along bus routes. Detroit’s largest radio station announces job openings and the bus line that an employee would take to access those jobs.

Results: By using transit first, new employees are able to reliably and affordably reach their jobs. During a given week, as many as 100 calls will be made to the job line.

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B) Challenge: New employees in New Jersey cannot afford the cost of transportation services.

Approach: Get a Job, Get a Ride Programs

Transit providers and social service agencies believe that the short-term expenses required to accustom new riders to public transit will serve long-term ends of increased use of public transit. Here is a program that provides free transit services to new employees.

Modeled after Detroit, Mich.’s Get a Job, Get a Ride program, New Jersey Transit provides one month of free transit bus or train service to Work First participants who gain full-time employment. Work First New Jersey agencies and other social services organizations are eligible to take advantage of this program. These organizations purchase the tickets from NJ Transit and provide them free at the beginning of the month to riders.

This pass, called the Work Pass, enables participants to travel to any destination along public transportation routes; participants’ children ride free. The monthly pass is an all-purpose pass — there are no restrictions on how the tickets are used and riders have unlimited access on NJ Transit trains and buses. For those not using the monthly pass, one-way Work Pass tickets are useful in case of an emergency.

Results: In a given month, as many as 2,900 adults take advantage of the Get A Job, Get A Ride program.

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Chapter Seven

State Partnerships
Chapter Seven

State Partnerships

Overview

Many states are playing a strong leadership role in supporting the development of employment transportation services to take un- and under-employed people to work, job training and child care. States are:

• Promoting local partnerships between workforce development, human service and transportation agencies;

• Encouraging local agencies to use TANF, Department of Labor and other federal and state funds for transportation services;

• Revising policies and procedures on vehicle sharing; and

• Forming state-level teams among transportation, workforce development and human services departments to help local agencies overcome transportation barriers.

Cooperation among state agencies to stretch resources and use funds and vehicles more efficiently supports local employment services and transportation leaders in their efforts to better meet the transportation needs of job seekers.

Here are six states that have embraced employment transportation challenges with innovation and flexibility:

Michigan

The state of Michigan’s welfare reform program, To Strengthen Michigan Families, has been underway since 1992. Because Michigan was four years ahead of federal welfare reform, many of its programs are serving as models for other states.

One of the components of the state program, Project Zero, is a demonstration effort intended to reduce to zero the number of public assistance households in the pilot areas without earned income within the pilot areas across the state. Six test sites were selected in the first year, which has grown to 35 sites in the third year of the program.

Building Coalitions

Michigan approached the challenge of Project Zero by building a coalition of state agencies to help welfare recipients gain and retain employment. The Michigan Department of Transportation (MDOT), through its Bureau of Urban and Public Transportation (UPTRAN), worked closely with the Family Independence Agency (FIA), formerly the Department of Social Services, and the Michigan Jobs Commission (MJC) on this initiative. Barriers to employment for welfare recipients are identified and services are developed to address those barriers. This is accomplished through strong collaboration with local partners to provide transportation, family support, mentoring, employment support, and child care. Efforts to obtain input from clients and employers have also been made.

At the local level, UPTRAN staff arranged meetings with county representatives from FIA, local transit providers, welfare officials, local community action agencies and other interested parties to overcome the barriers that prevent welfare recipients from accessing employment sites. In addition, a “grid” indicating the local players from the Michigan Works! Agencies (MWA), FIA, and local transit...
agencies and specialized services providers were distributed to these various groups to inform them of the contact person in their local area. These coordinated efforts built locally appropriate solutions.

**Eliminating Barriers**

For MDOT the challenge was to eliminate transportation as a barrier for Project Zero participants. This challenge has been met using the following mechanisms:

1. Providing more than $2 million in state money to extend transit service hours and areas of operation.
2. Providing transportation service to day care centers.
4. Allowing the lease of MichiVan vehicles for purposes other than conventional vanpools.
5. Providing transportation to job interviews.
6. Providing vehicles to an FIA office in a county where there is no general public transportation.

While these service extensions focus on the trip needs of the welfare reform clients, all of the services are open to the general public.

Michigan has approached the challenge posed by welfare-to-work requirements in a coordinated manner, at both the state and local levels. The most critical feature of the program has been to bring all the stakeholders (both state and local) to the table to discuss client needs and develop services that address their needs. Another critical feature has been to fund these services. While Project Zero was intended to be a one-year, intensive demonstration project focused on selected areas, the mechanisms used to implement the original program have been used in expanded areas. Efforts to help FIA clients become self-sufficient continue.

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**New Jersey**

Through Work First New Jersey (WFNJ), the state of New Jersey is actively addressing the transportation challenges of persons transitioning from public assistance to the job market. An interdepartmental committee with representatives from the Department of Transportation, Human Services and Labor; the statewide transit agency, NJ Transit; and the State Employment and Training Commission develops and administers the statewide programs.

Governor Christie Whitman has dedicated nearly $4 million in transportation funding to identify specific transportation needs, augment existing transportation networks and to provide welfare recipients with support services so that they can find and keep a job. In addition, $1 million in U.S. DOL Welfare-to-Work state formula discretionary funds has been dedicated to transportation services and the NJ Department of Human Services will block grant transportation funds to eligible WFNJ agencies to use flexibly in serving WFNJ participants who cannot use the existing public transit network.
County Planning

Each county established steering committees that included among others, the local WFNJ agency, Workforce Investment Board, planning, transportation, education, labor, and child care representatives. Each Steering Committee has developed a transportation coordination plan that identifies the unmet needs for WFNJ participants, the senior population, people with disabilities, low-income job seekers and others needing transportation to work. Each county's eligibility for state funds, as well as FTA Job Access funds is contingent upon these plans.

The NJ DOT Transportation Innovation Fund, which is funded through the Governor's initiative and the Welfare-to-Work formula funds was made available on a competitive basis as matching funds for Job Access applicants. The State seeks to fund innovative transportation solutions developed in the county plans that will address gaps in transport to work transportation services. For instance, funds could be used to operate feeder service between the ends of bus lines and employment opportunities in the overnight hours in areas where buses do not operate.

NJ Transit's Work Pass Program

NJ Transit, the statewide mass transit agency, has created the Work Pass program to assist WFNJ participants in accessing public transportation to travel to work and work activities. NJ Transit provides training to WFNJ county agency staff on reading bus schedules, determining fares, determining transit availability for participants and ordering bus/rail passes and transit tickets for participants. In addition, NJ Transit conducts research to determine transit availability of different work sites and work activities as well as establish resource centers at each WFNJ county agency which offer transit timetables, maps, guides and informational brochures on special services. Work Pass allows WFNJ participants to receive their transportation assistance prospectively instead of being reimbursed.

Get A Job, Get A Ride

The Get a Job, Get a Ride program, modeled after suburban Detroit's SMART transit system, provides one month of free transportation on NJ Transit to any welfare recipient who leaves cash assistance for employment.

County Level Planning

Each county is responsible for developing a transportation coordination plan that includes transportation for WFNJ participants, the senior population, people with disabilities, low-income job seekers and others needing transportation to work. Each county's eligibility for state transit funds is contingent upon submission of a coordination plan.

The NJDOT Transportation Innovation Fund will be available on a competitive basis to counties and will be awarded for innovative transportation solutions to address gaps in welfare-to-work transportation service. For instance, funds could be used to operate vanpools to transport WFNJ recipients to employment sites that have limited bus access and no train line.

Demonstration Projects

The two demonstration projects in Gloucester and Monmouth counties provide unique employment transportation solutions. The Monmouth County demonstration project integrates the job and job-training trips of former welfare recipients with transit services already established for the elderly and people with disabilities. Gloucester County will provide a feeder service - shuttling welfare recipients and former welfare recipients from home to public transit stations or from public transit stops to work sites. The feeder service will strengthen Gloucester County's welfare-to-work commitment. Currently, the county provides welfare participants with bus passes to get to work. This replaces the $6-a-day transportation allowance previously given to participants and provides an incentive for participants to use mass transit.
New Jersey is considered a national model for welfare-to-work initiatives because the state has a broad-based transit network with services in each county. It is improving on that network by expanding services to welfare participants, by emphasizing partnerships with the public and private sectors (including business) and through innovative programs such as a transportation brokerage mobility programs that combine welfare trips with other programs such as those for the elderly and disabled, a work-pass program and vanpools developed through transportation management associations.

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North Carolina

The state of North Carolina has planned and implemented a number of activities to help welfare recipients transition into the work world. The state’s program, Work First, has been in effect since July 1995. North Carolina has coordinated its resources at the state level, bringing together the North Carolina Department of Transportation-Public Transportation Division (NCDOT), the North Carolina Division of Social Services (NCDSS) and the state Board of Education’s Department of Public Instruction.

The North Carolina DOT and the North Carolina DSS share a common interest in exploring new and innovative resources for employment transportation. In fact, since N.C. recognizes the essential role that transportation plays in fulfilling the mission of the NCDSS and that the primary riders on public transit are recipients of DSS services, the DSS and the N.C. Department of Transportation jointly fund transportation policy staff at the DSS.

Because of the strong alliance at the state level, local transit providers and Departments of Social Services are now working closely together to meet the needs of their community’s transportation disadvantaged. With the significant drop in North Carolina's welfare caseload (approximately 47% since July 1, 1995), both the state and the local levels are focusing on increasing the availability of post-employment transportation services.

Funding for Employment Transportation

The North Carolina State Legislature appropriated $1.75 million to support the transitional transportation needs of Work First participants who are working and no longer eligible to receive cash assistance. To meet these needs, the appropriation has been divided into two components: a $1 million formula-based allocation and a separate $750,000 allocation for local, regional and statewide demonstration projects to provide Work First and general public transportation services. Both of these grants are being administered through the NCDOT in collaboration with the NCDSS.

Formula allocation: In April 1998, NCDOT allocated the $1 million formula-based allocation entitled “Work First Transitional/Employment Transportation Assistance” to each of the 100 counties based on county population and welfare caseload size. Funds may be used for fuel, bus passes, vanpooling and carpooling efforts, volunteer reimbursement, driver wages/fringe benefits, taxi services, insurance, repairs, and maintenance. Although these funds are targeted towards former Work First recipients, they may also be used for Work First Two-Parent Families during their month of participation and for other low-income individuals in the community with employment-related transportation needs who are not affiliated with Work First or other human service programs. Because these are state transit funds, NCDSS provides ongoing transportation services to former...
Work First recipients without triggering the five-year TANF clock.

**Demonstration projects:** In FY1997-98, NCDOT provided operation assistance for six local demonstration projects to meet the transportation needs of former Work First recipients who are working and no longer eligible to receive cash assistance. The funding provided rural vanpooling services for second and third shift employment. In several cases, Work First recipients were hired as van drivers. Each of the projects demonstrated significant collaboration and coordination efforts between the local Departments of Social Services and the county transportation systems.

A collaborative initiative is currently taking place in a five-county region of the northeastern part of the state whereby Work First recipients are being trained to become school bus drivers. Planning for this pilot program has involved the North Carolina Department of Transportation’s Divisions of Motor Vehicles and Public Transportation, the College of The Albemarle, the North Carolina Division of Social Services, local school systems, and local Departments of Social Services. Work First recipients from each of the five county Departments of Social Services are participating in a six-week program, 35 hours per week, at the College of The Albemarle in Elizabeth City. The training program provides Work First recipients with the knowledge and skills necessary to obtain a “Class B” Commercial Driver’s License (CDL) which will entitle them to drive public school buses and activity buses.

**Joint DSS-DOT County Visits**

Representatives from the NCDSS and the NCDOT traveled together to several counties to participate in discussions relating to transportation. State and regional representatives from DOT and DSS also attended these meetings, along with county DSS directors and staff and local transportation coordinators. These meetings focused on the local barriers and solutions to transportation services.

**Transit Commuter Benefits**

Both the Departments of Social Services and Transportation are promoting the Internal Revenue Service’s Transit Commuter Benefit to encourage employers to subsidize their employees’ public transportation and/or vanpooling expenses. The $65 benefit is completely exempt from federal income and payroll taxes, as well as state and local taxes. In order to be eligible for these benefits, the employee must participate in a qualified vanpool or transit system. This program is good for all parties: The employer gets a tax break; the employee gets subsidized employment transportation; and the local transit system gets additional riders.

**Rural Vanpooling**

The Department of Transportation is promoting rural vanpooling to help meet rural employment transportation needs. NCDOT provides a van to a county transit system with the expectation that the local employers contribute to the transportation operating costs along with the employees.

Through a coordinated effort organized by the Halifax County Department of Social Services and the Choanoke Public Transportation Authority (CPTA), current and former Work First recipients are participating in a rural vanpool traveling to the American Airlines Reservation Center in Cary, North Carolina for second shift employment. A van provided by CPTA is being used to provide transportation for five individuals who are working at the Cary site. Each one-way trip is 115 miles. Two of the riders are alternating driving responsibilities—one drives one week and the other drives the following week. As an incentive to the drivers, CPTA does not charge the drivers. CPTA charges the Halifax County DSS $150.00 per rider, per month. The transportation expenses for current Work First recipients are funded by the TANF Program. Transportation expenses for former Work First recipients are being paid from Halifax County’s Work First Transitional/Employment Transportation Assistance allocation. Each of the five riders is now a permanent employee and receives paid health benefits.
Job Fairs

Both the DSS and the DOT have encouraged local transit systems to co-sponsor job fairs, along with local DSS offices, local community colleges (which typically provide job readiness training for Work First clients) and employers. Job fairs coordinated by local transit systems and DSS agencies have proven to be a successful way to hire new employees.

The goals of the job fairs are: To encourage employers to develop a transportation plan for their employees which fosters public transit use and may include incentives such as commuter subsidy benefits and flex time; to increase transit ridership by informing employees and employers about the availability and benefits of public transportation; to allow transit providers to receive input from users and potential users of their services; and to allow attendees to focus on job opportunities that are accessible via public transit. Job fairs have proven to be successful and will be repeated in the future.

Triangle Transit Authority in the Raleigh, Durham and Chapel Hill area holds two Job Fairs each year and invites multiple employers to participate. In October 1998, approximately 700 job seekers attended a Job Fair in Durham and 350 attended a Job Fair in Raleigh. Although the Job Fairs are sponsored by TTA, the local Departments of Social Services play a major role in promoting the effort with current Work First recipients. When coordinated by the local transit system, job seekers can find a job and arrange transportation services all at one time.

Ride Along Program

The DSS is encouraging counties that own vans purchased under the Work First program to allow non-Work First participants to ride in the vans as long as they pay their fair share. Allowing non-Work First participants on the vans allows other economically disadvantaged people to have access to transportation, increases vehicle productivity and generates additional revenue.

NCDOT Policies

The NCDOT, through the Community Transportation Services Plan, has long encouraged its grantees to coordinate local human service agency transportation programs with each other and with local public transit systems. A recent focus of the DOT has been to ensure that Work First programs are considered in the planning and implementation of local human service and general public transportation delivery.

NCDOT is currently funding a Geographic Information System (GIS) study in Randolph and New Hanover Counties to assist the transit systems in determining the employment transportation needs for Work First recipients. Demographic information relating to Work First recipients, employers, child care centers, and training centers is being plotted electronically to enable researchers to develop/expand transportation routes. Information from this study will be used to determine if it is cost-effective and necessary to support GIS studies statewide.

Public School Bus Resolution

An innovative way in which North Carolina has helped improve access to jobs and training for Work First clients is coordination with the school bus network. In May 1997, the North Carolina Board of Education and the Department of Public Instruction passed a resolution in support of welfare recipients, which allows them to ride on school buses to access jobs provided by local school systems - when there are no other alternative methods of transportation available. The adult riders are trained to serve as bus monitors when riding on the school buses.

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Ohio

The state of Ohio is committed to coordinating transportation programs and services and has developed a plan to implement coordination statewide. Over a dozen Ohio agencies provide transportation as part of their overall customer service package. Many agencies serve the same populations, provide services and issue policies and regulations which should complement, but sometimes conflict with, one another. At a time when human service agency and transit system budgets are under severe pressure, the best use of resources is critical. As a result, Ohio is working to coordinate transportation programs and resources at the state and local level.

Ohio’s welfare reform plan, Ohio Works First (OWF), will move clients to self-sufficiency by emphasizing getting and maintaining gainful employment. More than 100,000 TANF recipients in Ohio will need to join the labor force by 2000 (Ohio has placed a 36-month time limit on TANF recipients). Transportation has been identified as the number one barrier to this goal.

In response to this monumental challenge, Ohio wrote several transportation-related provisions into its welfare reform law. One primary innovative aspect of the Ohio Works First effort is the funding of coordinated transportation efforts. The Ohio General Assembly and the Ohio Department of Human Services have committed $5 million in each year of their current biennial budget as a result of dramatic reductions in the welfare caseload. Funds have been distributed to all of Ohio’s 88 counties for the purpose of enhancing transportation services to participants in the work component of the Ohio Works First program.

Another innovative provision of the law requires each board of county commissioners to develop a written Transportation Work Plan that establishes policies regarding the transportation needs of low-income residents of each county seeking or striving to retain employment. The law requires the board to consult with their county Department of Human Services, Regional Transit Authority, Community Action Agency and other private nonprofit and government entities that work with issues related to economic development, employment, persons with disabilities and other community services.

A third provision of the law allows government entities to donate excess vehicles, not to exceed $2,500 in value, to individual Ohio Works First participants and other entities that provide direct transportation services.

Ohio’s welfare reform legislation established a Transportation Work Group convened by the director of the Department of Human Services and composed of the directors of Transportation, Mental Retardation and Developmental Disabilities, Bureau of Employment Services, a representative of an Ohio rideshare agency and the Rehabilitation Services Commission. The Work Group was required to review current state transportation resources and policies, consider new transportation coordination initiatives and review economic development issues related to the unemployed and underemployed. The Work Group reported its findings and made recommendations to the state House of Representatives and Senate.

Finally, the legislation requires the director of the Department of Transportation to apply for federal funds that available through the Job Access and Reverse Commute Program, as part the Transportation Efficiency Ace (TEA-21) for welfare transportation services. These funds will be used for mobility efforts led by the Statewide Transportation Coordination Task Force which has been meeting since 1996. The membership of the Task Force represents 13 state agencies and/or organizations that are committed to improving and increasing access to state agency programs and services and enhancing
service and program quality, and ultimately the quality of life, for Ohioans through transportation coordination. Methods of coordination include eliminating duplicative programs and services; eliminating conflicting state requirements and regulations; and, better use of local, state and federal resources.

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South Carolina
The South Carolina Department of Social Services (SCDSS) received its legislative mandate through the Family Independence Act (FIA) of 1995 as the responsible agency to implement welfare reform in the state of South Carolina. SCDSS is also the designated agency to implement the federal Personal Responsibility and Work Opportunity Act of 1996. One of the many challenges facing the SCDSS in its implementation is the transport of customers to and from training, interviews and jobs, coupled with the transport of children to and from child care facilities or caretakers – so that customers can be employed.

Along with Family Independence (FI) customers helping themselves, SCDSS continues to offer transportation support services through 46 County DSS offices, which operate in the state’s seven DSS regions. FI customers are assisted, in varying degrees, in accessing child care, interviews, education, job training and employment opportunities. Dependable, flexible, safe and affordable transportation is needed seven days a week with 24-hour availability to accommodate a multiplicity of customer needs. To increase capacity or to access dependable transportation.

South Carolina has:

• Contracted with existing general public and specialized transportation providers in South Carolina (bus and van operators) to assist customers in accessing child care, interviews, training and jobs;

• Purchased transit tickets, passes and/or tokens from existing providers (where they exist) for customers;

• Reimbursed client providers (relatives, neighbors, or volunteers) for eligible transportation costs;

• Utilized certified Medicaid volunteers to transport FI customers for low-volume transportation needs under an approved Memorandum of Understanding with the State’s Health and Human Services Department;

• Provided payments to approved vendors for the cost of repairs of customers’ personal automobiles so that safe and reliable transportation can be available;

• Referred FI customers who are job ready to transportation organizations for hiring consideration, as drivers and for other available positions. Also, the state has mandated that state agencies hire FI customers;

• Provided transitional transportation support to customers for up to 24 months after they have become employed;

• Provided temporary van rentals (through approved private vendors) to county offices for transporting customers;

• Rotated existing SCDSS-leased and owned vehicles among county offices which are used for agency-sponsored programs;

• Actively encouraged cross utilization of the agency’s fleet among program areas to meet multiple transportation needs of customers;

• Modified transportation policy guidelines to increase the capacity of county DSS staffs and to allow greater flexibility in meeting customer needs; and
Encouraged employers to use the Transit Benefit Program to subsidize transit costs of employees, with the employer receiving tax credits. (See Appendix 6 for a brief on using the Transit Benefit Program.)

SCDSS continues to plan, coordinate and develop new and/or improved short- and long-term strategies to meet customers' transportation needs. The Transportation Resource Office (TRO) of the SCDSS also provides on-going resource assistance to county DSS offices in determining strategies for assisting customers gain mobility access. In addition, partnering efforts also continue with state, regional, and county agencies to improve service delivery.

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Regional Transportation Brokers

The Department of Human Services (DHS) refers each Families First participant to a broker who creates a transportation plan for the recipient. The transportation brokers with which DHS contracts are the 14 Service Delivery Areas (SDAs) for the state. This covers all of the state's 95 counties, including four urban regions and three semi-urban regions. The SDAs have the responsibility to assess the needs of each participant and contract with transportation providers to arrange services for those who do not have access to a vehicle to get to job training, educational sites and employment.

The transportation brokers facilitate a variety of transportation alternatives: Participants can utilize a monthly bus pass, use taxi service or participate in vanpools. Stops at day care centers are prearranged as part of vanpool services and the cost for children using the service is covered by DHS.

Those who can arrange for their own transportation are eligible for a $5-per-day reimbursement. The reimbursement is applicable for those who can drive their own vehicle or carpool. DHS will also provide, through brokers, a gas voucher purchased from local oil companies. More than 1,200 people have taken advantage of the $5-per-day gasoline voucher rather than the $5-per-day reimbursement.

Families First Councils

In addition to the brokers, Tennessee's welfare reform plan establishes a Families First Council in each locality. Council members come from a diverse group and include DHS social workers, community leaders, businesses, transportation providers and clergy. Through local Families First Councils, Tennessee is implementing a variety of transportation initiatives to meet the unique needs of individual areas.

Below are examples of the transportation solutions:

Wheels For Work: The First Wheels program, based on a Georgia program called Peach on Wheels, allows Department of Human Services
clients to purchase a vehicle through a revolving loan process. Eligible Families First participants are those with a valid driver's license, funds to put towards their first insurance payment and a determination to become self-sufficient. Participants sign contracts agreeing to pay back the cost of the vehicles at a low monthly rate, without paying interest. The money paid back returns to the fund and helps other participants afford cars. The First Wheels program is designed to build credit history and teach responsibility.

The First Wheels program in Warren County demonstrates community partnership. The local Episcopal church provided the initial funding with a $10,000 grant. The Resource Conservation and Development Council (RC&D), which normally works with water and land resources, serves as the administrative entity of the program. It handles funds and holds the automobile liens. Because of RC&D's nonprofit status, it can also accept tax deductible donations of vehicles. County case managers work with welfare recipients to obtain driver's licenses and assist them with schedules to keep the cars in good working condition. This program is currently being replicated in two other counties.

In Blount County, a local car dealer donated used cars to a foundation. Once a car is given to a recipient, the foundation retains the title of the vehicle for three years, provided the recipient keeps a job for that duration. With this program, recipients do not need to pay back the cost of the car. Moreover, the foundation pays the first two months of liability insurance on the car.

School Buses: The East Tennessee Private Industry Council has convinced the local school board in Roane County to use school buses to transport parents who are engaged in training and educational opportunities. Since the adult trips are for educational purposes, their rides are covered by the school system's insurance. As safety measures, adults are not permitted to ride with small children and the Roane County school system reserves the right to decline ridership to anyone with a history of violence.

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Chapter Eight

Flexible Urban Transit
Chapter Eight

Flexible Urban Transit

Overview

In the seven chapters leading up to this final one, we’ve discussed numerous strategies to provide cost-effective, efficient transportation to dislocated workers and other job seekers. These strategies have ranged from trying transit first through a contractual relationship to building strategic partnerships and cooperative agreements.

In this final chapter, we profile several communities that have developed effective transportation solutions for under- and unemployed residents. We also present these areas as proof that flexible, innovative public transportation agencies are really out there—often tailoring their services to the needs of displaced workers. In each of the following examples, a strong level of cooperation was in place before any success story was possible.

There is no single solution for the multi-faceted challenge that employment transportation presents. What works in Detroit, Boulder and Dothan, Ala., is likely to be quite different from the process in your community. However, the flexible approach of both transit and workforce development officials and the results-oriented perspective of participants in all of these community profiles is an absolutely necessary ingredient.

I. Detroit, Mich.

In 1994, on the Friday before Christmas, a phone call from a state department of transportation official forever changed the Suburban Mobility Authority for Regional Transportation (SMART) in Detroit, Mich. That afternoon, state officials let SMART know that an anticipated immediate and long-term state transit funding proposal for southeastern Michigan would not be realized; without which, the immediate future for the agency looked bleak.

“It was a pretty clear signal that something had to change,” recalls Dan Dirks, a 23-year SMART employee who was named General Manager on October 1, 1998. “We decided, (under the leadership of then-General Manager Mike Duggan) to focus our transportation efforts on three markets: seniors, people with disabilities and jobs. But first we had to keep the system going.”

The ensuing four years have seen the agency, twice, overwhelmingly win dedicated local funding, completely redesign its service, earn significant and steady ridership growth, coordinate with local specialized providers and position itself as the urban transit agency of the future.

Desperate Times Forge a New Plan

As 1995 began, SMART officials at all levels were scrambling to survive. An agency lawyer had found a little-used loophole in a state law to create separate county transit authorities. These authorities could place a ballot issue before voters in their respective counties on a local property tax, known as a millage. The agency had roughly 100 days to convince the three counties that make up the SMART service area to:

- place a 1/3 mil property tax before the voters;
- get as many communities as possible to agree to put the tax vote on their ballots;
- develop a support group; and then
- get the ballot measure passed.

SMART staff at all levels found themselves traversing the Detroit metropolitan region.

“You had to get used to rejection because many communities turned us down,” says Dirks, “but it really gave us a good idea of where we stood with
the community and how much we had to change the way we were doing business."

All the while, SMART’s finance department was developing what Finance Manager Karen Jensen calls “doomsday scenarios” depending upon if and where the tax passed. During one pay period, the agency couldn’t even afford to meet its payroll. It became clear to anyone involved with SMART that without passage of the tax, the agency was in deep trouble.

It took strong management-union leadership (SMART employees are represented by four unions: ATU, AFSCME, Teamsters and UAW) to get SMART through this difficult period.

Out of these desperate times, however, the agency developed a plan that would see it thrive in the future. SMART officials pledged to commit themselves and the agency to three goals: (1) Redesign its fixed route bus system to better serve Oakland, Wayne and Macomb counties; (2) eliminate the accrued deficit of nearly $20 million in five years; and (3) put real meaning into community transit service by developing partnerships with local community transit providers and better serving senior citizens, people with disabilities and low-income job seekers. With this plan SMART put itself on the road to recovery.

A Fresh Start

In May of 1995, SMART’s tax passed in all three counties and virtually all the communities in which it made the ballot. In 1996, several additional communities adopted the tax (at the same time two also voted it down). Funds from these so-called opt-in communities began to flow and SMART began its incredible revitalization — today the debt is less than $5 million and the agency is on schedule to eliminate it completely ahead of schedule.

“We began the process of revamping SMART with a simple theory: identify any problems, then work to solve them,” says Dirks.

The successful initial tax vote — which few in the community perceived as ongoing funding — bought SMART the time (three years) to substantially improve its service, to launch new outreach efforts to the community and to begin building continued support.

Building the New SMART

Sticking to its commitments after the tax vote, SMART set about changing its design. But officials found that such fundamental changes mandated the necessity of new organizational goals.

“We felt like we needed to become mobility managers and not just bus operators,” says Dirks. “So we looked for ways to improve and we went for it.”

SMART’s Board of Directors also played a key role during this crucial period.

“We encouraged the staff to be creative and to not be afraid to make mistakes,” says current Board Chair (SMART’s Board is appointed by county executives in two of the three counties and the chair of the Board of Commissioners in the third) and former Federal Transit Administration Deputy Administrator (1983-1989) Matthew Wirgau.

So the agency set about reinventing urban — and suburban — transit. The age-old route structure was the first to go. Forty-foot coaches rumbling along fixed routes were not going to be the single solution for service to seniors, people with disabilities and employment trips. At that time, Dirks began to realize an underlying tenet to everything he believes about public transportation today.

“There just isn’t any single service mode that is always the solution for a community’s mobility needs,” he says. “You’ve got to have a variety of flexible options and different-sized buses.”

SMART and its predecessor SEMTA (Southeastern Michigan Transit Authority) had been designed to bring people from the outlying suburbs into downtown Detroit — a service pattern similar to that of hundreds of cities. But by the mid-1980s, most jobs in the Detroit area had moved to the suburbs. SMART planners and management
recognized that they had to rethink their fixed-route service.

"We were looking to get more employers along our new routes," says current SMART Director of Planning Ron Ristau, recalling one of the agency's core commitments.

In December of 1995 the fixed-route overhaul began. Eight of SMART's existing routes were replaced with ones serving new areas while other routes were extended to serve new job centers.

During this transition period, ridership figures initially fell as passengers got used to the new service design. But they soon rose again to record levels. In June, 1996, 550,000 people rode SMART fixed-route buses. But with time, the routes proved exceedingly popular. In June, 1998, 750,000 rode. The fixed-route ridership increases can be directly traced to the new routes. In December of 1995, when many were first launched, initial new route ridership hit 3,000 riders for the month. By October of 1998, nearly 50,000 people boarded SMART buses along these same routes.

Much of these fixed-route improvements were developed to meet the needs of both employers and job seekers. Suddenly, 5,500 employers were located along SMART bus routes for the first time and 86,000 new potential employees could access them. The goal of connecting people with jobs was being met.

Also in early 1996, SMART began to put its community transit service on the streets. The community transit service, though available to anyone, was specifically designed to provide a more customized service to better meet the mobility needs of seniors and people with disabilities. Using smaller buses with both the community's name and SMART logo emblazoned alongside, the service runs like a dial-a-ride, but without any advance notice deadlines. Customers can call and request a ride immediately and SMART's dispatchers do their best. Some of the community transit buses run on the service-route concept — in which a bus covers an entire specified area while travelling between two points that are scheduled; others simply serve an entire county or township without a time schedule.

There is a clear emphasis at SMART on first serving local residents who either don't have cars or can't drive.

"We're not focusing on trying to get people out of their cars, that's not as much of a priority for us as is serving people who have no other way to go," says Dirks.

SMART Business Allies

The emphasis on employment transportation connected SMART with one of its most important allies: the business community. And the agency's new-found emphasis on flexibility was the key in developing this vital relationship.

The city of Troy in Oakland County is a good example. Troy is home to the headquarters of K-Mart and Kelly Temporary Services, in addition to numerous shopping malls, hotels and other firms. Currently, more than 110,000 day-time employees work in Troy, only a quarter of whom actually live in the city. That's where SMART comes in.

"As part of our effort to position Troy as the business community of choice," says Gayla Houser, president of the Troy Chamber of Commerce, "we look to SMART to help deliver employees."

The Troy Chamber of Commerce, in fact, took a gamble with SMART by supporting the agency's 1995 millage campaign on little more than good faith. The transit improvements and flexibility that SMART offers Troy today were merely concepts at the time.

"In our minds," says Houser, "the most important aspects about SMART are its diversity and flexibility. For example, at a local Sears, the human resource manager recently needed the bus schedule adjusted slightly so employees could arrive on-time. SMART immediately did it."
Dirks notes that when dealing with the business community, SMART has been careful not to promise anything that the system can't deliver. Now, as part of its business recruiting package, the Troy Chamber of Commerce includes information about SMART.

The system's concentration on employment services goes beyond working cooperatively with the business community. The agency has also taken the lead in connecting unemployed local residents with jobs by developing innovative tools for job developers and placement organizations.

SMART planning staff have developed an interactive database that they are currently testing which allows a job developer and prospective employees to make better decisions about job opportunities.

"We needed these folks to think transit first," says Ristau, who had headed up this effort.

The software system SMART has designed will help job placement officials throughout the Detroit region locate jobs closer to a prospective employee's residence, nearer to day care (if necessary) and accessible via public transit. Mapping software pinpoints job opportunities, day care centers and SMART transit service. Using database technology, a job seeker can search for certain types of employment, or jobs with certain work hours and can immediately see how to get there. Through the system's Get a Job, Get a Ride program, SMART even offers free passes to newly employed workers.

"We tried to walk a mile in the shoes of the job developers," says Ristau. "And we think software like this can help avoid wasting valuable transportation dollars."

**The Referendum**

The true test of the effectiveness of all of SMART's changes since 1995 came last August when its local tax came up for renewal and had to be voted upon once again by each community, county and township. Once again, it was do or die for the agency.

"Every four years, we stare death in the face, so to speak," said SMART's former General Manager Rick Kaufman, who stepped down in October 1998.

There was little comparison, however, between the 1995 and 1998 campaigns. SMART officials spent 14 months preparing for the 1998 millage renewal vote rather than the 100 days they had in 1995. The campaign support committee raised $170,000 from the local business community expressly to wage a successful campaign.

Three SMART staffers, Marketing Manager Melissa Hightower, Government Relations Representative Jim Curran and Public Relations Manager Beth Gibbons spent the bulk of their time on a successful public information campaign. It was coordinated with the campaign committee that used television and radio advertisements, print advertisements, employee phone banks and direct mail.

Yet none of these tactics could have been effective if the service wasn't effective and winning the loyalty of riders.

"Each rider is a voter," concurs Hightower, who recalls that senior riders were actually calling SMART to see what they could do to help.

The key message from SMART throughout the campaign was that the millage was not a new tax and that voters should support it. Curran credits the television commercials as a key component of the campaign. In each, the agency featured an emotional plea from a dependent rider to keep the SMART buses rolling. The riders spoke from their hearts about how important the bus is to their quality of life. One senior rider even cried during the filming.

By running the advertisements on targeted cable television stations during specific time slots, SMART's support group controlled the air-time costs and maximized the advertisements' exposure (for a complete kit of SMART campaign materials, call the National Transit Resource Center at 800.527.8279).
Another innovative tactic employed by SMART was the use of Friend to Friend post cards that allowed riders and advocates to mail a message of support to friends and family, urging them to support the millage. The cards included a standardized plea and space for people to add a personal message. In all, 30,000 cards were mailed across the region.

And the results were overwhelming. In Oakland County, 20 communities approved the millage by a total of 79 percent; in Wayne County, 27 communities voted yes by 69 percent; and in Macomb County, 24 communities supported the millage by 70 percent.

This community support can be partially credited to the strategic campaign, but is equally the result of SMART's community outreach and responsiveness. Simply put, you cannot market bad service, no matter how ingenious the marketing techniques.

"The community saw that SMART had been good stewards with their money," says Board Chair Wirgau.

Having been forced to organize a campaign in 1995 with little preparation, the agency and the campaign committee also made sure to be ready for 1998.

"Early on, right after the 1995 vote, we realized that contact with our riders was vital," says Gibbons. "You need to have constant contact with the grassroots."

Curran concurs: "Becoming more connected with our riders and the community is an ongoing effort — you can't just turn it on and off."

**Leadership with Vision**

Dedicated leadership has helped lead SMART to where it is today. Beginning with Mike Duggan, who is now Deputy Wayne County Executive and still serves on the SMART Board of Directors, the agency has been fortunate to be run by leaders with vision.

Dirks credits Duggan with setting the agency on its present course: "He may not have been a transportation insider, but he realized what would sell this service to the community and he then put his considerable political energy into finding financial support for SMART."

Having spent more than 20 years at SMART, Dirks has considerable experience with public transportation — he has held 10 different positions with the agency. But he continues to advocate for the service. A couple of weeks after being named general manager, he was out of the road for a morning meeting with the city manager of South Lyon, an insulated smaller community that has opted out of the SMART network in the past.

"We'll help you survey local residents," Dirks offered to City Manager Rod Cook, "to determine what their transit needs." He also volunteered to work with the community to develop a Community Based Service Plan tailored to the unique needs of South Lyon. Cook agreed to the survey and was gratified that Dirks would pay a personal visit.

On the ride back to his office, Dirks summed up the meeting: "Every community has different mobility needs. Line-haul service works in some areas, while community transit better serves others. Part of SMART being mobility managers is to get out and help communities determine their needs. I can think of no more important part of my job."

**Solving the Suburban Puzzle**

The future of urban transit will be different in every city. But the model SMART provides is one which is useful. Flexibility can only be achieved when a transit agency can offer the community numerous mobility solutions. There is no magic bullet — particularly in rapidly expanding suburban areas.

Serving suburban regions, in fact, is likely the single-most pressing challenge facing urban transit providers. Suburb-to-suburb commutes have overtaken all others and sprawl now creeps farther from center cities than ever before. The relative merits of sprawl are not the subject here, yet a member of SMART's Board of Directors correctly says: "One man's sprawl is another's economic development."
SMART’s success is proof that there is a viable role for public transit in both urban and suburban areas today. That this success comes in the aftermath of near collapse just four years ago is hardly coincidental — in many cities it would take such a catastrophe to energize an agency to change.

For SMART, the price of success is a continuing commitment by the management and leadership to strive always to serve the passengers and the community, while being flexible and innovative. The message is clear: any crisis can be surmounted and that even in the most traditional of urban areas community transit approaches can not only prevail, they can become the building block of the 21st century transit system.

More than anything else, this success story harkens back to three commitments SMART officials adopted in the face of extinction. At that time, the agency dedicated itself to erasing its accumulated debt, redesigning its service and putting real meaning into community transit. Four years later, the job is nearly done.

II. Boulder, Colo.

Boulder is redefining urban transit. Local transit planners call it community-oriented transit: it’s innovative, it’s grassroots and it works.

Building transit service from the community up is resulting in higher ridership and a new respect for public transit’s role in meeting transportation demand. According to Tracy Winfree, the city’s project manager for the HOP and SKIP, “The new HOP and SKIP are fully packaged products that compete for transportation market share. They (the HOP and SKIP routes) break the rules for traditional methods of transit design and operations by treating transit like a product that competes with the convenience, image and comfort of driving alone.”

Jumping Off with a HOP

In 1994 a dynamic planning process initiated this non-traditional approach to transit development and design. City transit planners gave 40 residents, business owners, employees and students a clean slate to design an ideal transit service. This design committee worked for more than eight months to distill customers’ needs and desires into a list of transit guidelines. These guidelines focused on every detail of service from the route to the vehicle graphics to the name of the service. The hard-work of these citizens produced the HOP.

The City then teamed up with Special Transit, the local nonprofit paratransit provider, to operate the HOP service. Special Transit’s focus on quality customer service won over the Boulder community.

Linda Diebert, CCTM, Special Transit executive co-director remembers the first days of HOP service, “Operating the system has been a blast. It was exciting to be a part of a project that had its roots in a community defined need and community-based design. It has been our mission to respond to community need. One thing that has worked for us is we empower people to do the work and we look at challenges as opportunities to solve problems. We listen to employees, clients and the community for input to help us to meet challenges. Collaborating with GO Boulder, more than anything, has resulted in a positive implementation.”

Within six months of service the HOP exceeded its 2,000 passenger per day goal and now is up to 4,300. The process worked, so well, it was tried again.

SKIPping Ahead

Three years later, 15 new, green SKIP shuttle buses hit the road in Boulder. The SKIP replaced the Regional Transit District’s (RTD) Route 202, which was a traditional, one-size-fits-all approach to providing transit service. Route 202 used 40-foot, non-descript, diesel buses with industrial interiors. The buses ran on 15-minute frequencies in the peak hour, 30-minute frequencies outside of the peak hour and one-hour frequencies in the late evening and on Sundays. It generally served a north-south
corridor in the city of Boulder with a two-block deviation to a downtown transit center.

In contrast the SKIP offered six-minute peak frequency, extended service to midnight and provided direct service along Broadway without the seven-minute detour to the transit center. And along with improved transit service, the SKIP introduced a new partnership approach to securing funding for transit. The city of Boulder and the RTD formed a partnership to evenly split the following: the SKIP service's additional costs beyond the existing service, a dedicated transit sales tax from the transit authority and a dedicated transportation local sales tax from the city.

The partnership and design resulted in the following SKIP innovations:

• creating a multi-jurisdictional partnership which shares expertise and resources;

• efficiently combining existing service investments to create a better service;

• engaging more than 60 citizens in the creation and design of a new transit service;

• building ridership by expanding the enrollment and use of the innovative ECO Pass program, an unlimited bus pass which employers, neighborhoods and University of Colorado (CU) students can purchase;

• fully designing the service to compete with the car including:

• a vehicle that is pedestrian-scaled with transparent windows, comfortable seating, cleaner-burning engines, attractive vehicle graphics and colors;

• six-minute to 10-minute frequencies all day so that customers do not need to hassle with schedules and expanded hours of service;

• a user-friendly information system posted at stops; and

• drivers trained as community ambassadors who play a variety of music for customers (the music ranges from soft rock to classical to show tunes and creates an atmosphere not experienced on most public transit).

It's Working!

A dramatic, overnight ridership increase is the SKIP's most significant measurable achievement. Within one month, the ridership surpassed the original goal of doubling ridership, which RTD had hoped to reach after 18 months of service. Currently, SKIP ridership is approaching two-and-a-half times the ridership of its predecessor, Route 202.

The high ridership reflects the SKIP's ability to attract new transit riders and to reduce auto travel. According to a 1998 onboard SKIP survey, almost half of SKIP riders did not previously ride the Route 202. Respondents cited convenience as the top reason why they take the SKIP. Survey analysis also showed that the SKIP reduces 2.5 million miles of vehicle travel each year.

Another set of measurable achievements is making transit more efficient for the taxpayers. While the ridership on the SKIP is approaching 150 percent of old Route 202, the increase in cost of the overall service is just 90 percent. Striving to improve service through cost-saving efficiencies, the agencies reduced the SKIP's hour operation cost and reduced redundant transit service in other routes to compensate for higher SKIP costs.

Essentially the SKIP service makes good economic sense. Typically in the transit industry, a doubling in service does not, necessarily, double ridership. For example RTD doubled another local route to a 10-minute frequency, but achieved only a 20 percent rider increase.

The SKIP's service level makes it easier to use transit and efficiently manages congestion on a major corridor in town. The cleaner fuel-burning fleet and significant increases in transit ridership contribute significantly to reducing pollution. Riding transit instead of driving in traffic can reduce stress levels.
In all, the new service creates more efficient transit which is better for all tax payers.

**Riders Know Best**

Innovation begins with a goal in mind and then flourishes as fresh thinking is brought into the picture. Riders and potential riders are a wealth of fresh new ideas.

As Andrea Robbins, community outreach coordinator for the HOP and SKIP explains: “The riders know the product that they want. And they know how to design the system to be more appealing.”

In Boulder, for urban transit to be truly effective, it must compete with the private automobile. Highlighting the advantages of transit over the single-occupancy car and promoting transit's communal feeling and fun are critical to this approach. Also, partnering with other entities including private nonprofits or public agencies can combine expertise and synergize new ideas.

As with most innovation, vision and willingness to change are the catalysts. Faced with automobile congestion and pollution, the community decided to take a different approach to solving traffic problems than traditional road-expansion. The ensuing increases in traffic, congestion, pollution and noise are not acceptable by-products of road expansion.

Part of an alternative package of solutions is to encourage more transit travel, and the city of Boulder embraced the challenge of creating transit service as a competitive mode of travel. In doing so the HOP and SKIP now provide better mobility for disadvantaged populations, ease parking demand in downtown Boulder and on the University of Colorado (CU) campus and demonstrate that transit can be provided in such a way as to entice non-transit dependent passengers.

**Don’t SKIP You Lessons**

Since 1990, Boulder has experimented with a variety of transit experiments. The innovative HOP and SKIP embody the most successful elements of Boulder’s investigation into providing better transit service.

This concept can be successfully replicated across the country. The SKIP route, as it is specifically designed for Boulder, may or may not work in Denver, Cleveland, Los Angeles, Springfield or Charlotte. However, the participatory, rider-oriented approach that created SKIP will work in all of these areas.

Both urban and rural communities must engage citizens in the design of their transit systems. It's clear that being responsive to the community can help transit deliver what the market wants and for citizens to have ownership in the program. Do not design the bus for the maintenance crew, design it to make the passengers comfortable. Market that service and understand what other services might make customers more likely to buy your transit product.

It’s never easy to break out of old, established patterns. Shattering the mold of the traditional transit industry, engaging citizens to help design service, allowing government to market a product and resisting the desire to short-change the full-package approach are not easily accomplished. But they’re all worthwhile.

**III. Dothan, Ala.**

Dothan is not an urban area like Atlanta or Chicago. But the area is growing — the population may top 60,000 by the 2000 census — and Wiregrass Transit receives urban formula funds from the Federal Transit Administration (FTA). The city is even encircled by its own beltway: the Ross Clark Circle.

Not surprisingly, Dothan presents many of the challenges familiar to most urban transit managers: suburban growth; dispersed job sites, medical centers, human services agencies and population densities; and a depressed downtown urban core. High growth areas sprout on the outskirts of
Dothan along the Ross Clark Circle while center city holds the courthouse, several law offices and a fledgling downtown revitalization effort.

Further complicating the issue, Wiregrass Transit, unlike many other urban transit providers, is also charged with serving all of Houston County — a largely rural region. Many of Wiregrass Transit’s trips connect passengers from these outlying rural communities (within in Houston County) with the services (jobs, medical, shopping, etc.) in Dothan. Sorrell estimates his service to be 70 percent urban and 30 percent rural.

Matt Parker, vice president for economic development at the Dothan Area Chamber of Commerce, estimates that half the employees in Dothan come from outside the city on a daily basis.

“We’re a little town that just coincidentally has enough people to go over the urban threshold,” explains Sorrell. “But we haven’t lost our small town feel, pride or ethic.”

**Flexibility Better Than Fixed**

Started in 1993, Wiregrass Transit currently operates 22 vehicles of varying capacities in a strictly demand-response service — though such was not always the case in Dothan. Scattered throughout the city, often at busy intersections, are cement and wood benches now used as ground-level advertising billboards that once propped up fixed-route bus passengers. The old fixed-route system, which was privately owned, went under 30 years ago. The agency has no plans to relive the experience.

“Fixed-route service just won’t work in Dothan at this time,” Sorrell says convincingly. “I’ve thought about it and couldn’t come up with a way to serve the vital areas with less than one hour headways — and we can’t have our elderly and handicapped riders sitting out in the hot Alabama sun for that long in the summer. Nor would we be a very reliable alternative if our passengers have to spend much time in transit locally.”

Last year, Wiregrass Transit served more than 175,000 passengers, a figure that has grown steadily each year of its five-year history. Sorrell’s goal for the agency is to have at least four passengers per vehicle, per hour (in a demand-response mode), but admits that with some lengthy trips from the rural counties it is not always possible. The buses run from 6:00 a.m. to 11:00 p.m. weekdays.

The agency’s buses and vans are often the only way to get around for its passengers. More than two of every three riders don’t own a vehicle. More than half of its riders use Wiregrass Transit to get to work while another 40 percent use the system to access health care.

Of Wiregrass Transit’s $650,000 total budget, more than 70 percent of the funding comes from local sources. Local contracts account for the largest portion of the budget at nearly 40 percent. Section 5311 and 5307 federal funds make up 30 percent, city and county funds account for another 25 percent and farebox revenues make up the rest.

**Community Partnerships**

Wiregrass Transit officials have negotiated local service contracts with numerous groups including: several local rehabilitation centers, adult day care, the retired senior volunteer program, the Boys and Girls Clubs of Dothan, Girls Inc., the Houston County Department of Education and even such one-time events as the National Peanut Festival and weddings. The agency also provides Medicaid non-emergency transit for its service area.

Sorrell attributes much of his success with contracts to the community’s interest in and commitment to making public transportation a successful venture. An absolute partnership pervades all operations. Business is done on reputation and a handshake with the necessary evil of legalistic paperwork bringing up the rear.

“In public transit, we often talk about getting the right people around the table,” he says about his contracting success. “Well around here, that table might be an informal lunch or a quick phone call to
say hello. It doesn’t have to be a formal meeting as long as there’s mutual respect and trust.”

Sheryl Matnay of the Alabama Developmental Disabilities Planning Council in Montgomery says her agency contracts directly with Wiregrass Transit for transportation of their clients in southeastern Alabama. Virtually all the agency’s transportation money, she reports, goes to Wiregrass.

“We promote independence,” says Matnay, “and Wiregrass Transit is willing to make it work in Dothan. They run the buses until 11:00 p.m., which really helps our clients, and they have proven that it doesn’t cost extra to serve people with disabilities. Wiregrass Transit helps us create full citizenship for people with developmental disabilities.”

When asked about the working relationship between her agency and Wiregrass, Matnay chuckles and succinctly says: “John Sorrell is never a 10-minute phone call.”

The Chamber of Commerce’s Parker thinks the infrastructure that Wiregrass Transit provides to the community is invaluable.

“With the service industry business sector growing so quickly here, transportation is a big deal,” says Parker. “We are one of the fastest growing cities in Alabama and we promote the transit service as a selling point to business development.”

Parker and Sorrell echo each other on the subject of economic development. Seeing the big picture, Parker recognizes the positive economic role Wiregrass Transit plays by taking people to work, by holding down medical costs with regular medical trips, by keeping seniors independent and allowing their adult children not to have to miss work and by helping people with disabilities become active members of the community.

Sorrell, agreeing, often calls Wiregrass Transit’s service a transitional bridge.

“If someone can use our service to get a job and a couple of months later buys a car, I view that as a success story and feel like we’re doing our jobs,” he explains. “We’re a transitional element in their pursuit of opportunity — like training wheels.”

Terry Clenny, a Medicaid eligibility specialist in Alabama’s non-emergency transportation program, definitely sees an economic value in Wiregrass Transit.

“Without Wiregrass, some of the trips from rural areas to Dothan would cost at least triple what we pay now,” says Clenny. “And the Medicaid program saves untold money every time someone takes the transit agency to the doctor and avoids an emergency ambulance trip.”

Local Support Sees Agency Through Hard Times

Since its inception in 1993, Wiregrass Transit has grown steadily, despite federal funding shortfalls in 1996 that had Sorrell and the Southeast Alabama Regional Planning and Development Commission, which oversees the agency, contemplating service reductions. It was a rough time for urban transit throughout Alabama as other cities in the state like Birmingham, Mobile and Montgomery were forced to cut routes. It didn’t help that Alabama was, and remains, one of four states nationally that doesn’t contribute a penny of state money to public transit. The state constitution, in fact, specifically states that state gas tax revenues can only be spent on highways.

Wiregrass Transit survived with its service intact due in no small measure to the support of the city of Dothan and Houston County.

“Our local support during this time was extraordinary,” says Sorrell. “We have an excellent relationship with both the city and the county.”

A Bright Future

Sen. Richard Shelby (R-Ala.) has also been a strong advocate at the congressional level for transit systems in Alabama like Wiregrass Transit. As Chairman of the Senate Transit Appropriations
Subcommittee, Shelby's commitment to Dothan and Wiregrass Transit can spark real growth.

"Public transit is just as important in Dothan, Ala., as it is in larger cities," says Senator Shelby, who chairs the Senate's Transportation Appropriations Subcommittee. "I've become a champion for rural and small-urban transit throughout the country because I recognize the vital economic impact that effective, efficient transit can have in these areas."

TEA-21's new funding levels for both urban and rural transit are a boon to the entire Wiregrass region. Sorrell envisions expanding service along specified corridors out into surrounding counties. He hopes, within the next two years, to link to other towns like Enterprise, Ozark, Geneva, Eufala and Abbeville with regularly scheduled deviated-route service into Dothan.

The fiscal year 1999 federal transit appropriations also included a $500,000 earmark for Wiregrass Transit to purchase new buses and refurbish an abandoned train station into its new headquarters. The train station will feature a rail museum, a passenger waiting area and complete offices for the Wiregrass Transit Authority administrative staff.

Originally built in 1907 and situated a couple of blocks from the agency's current location, the train station anchors a once-thriving area known locally as Dixie. An aging water tower rises nearby and several blocks of historic storefronts with colorful pasts face the station from two sides, forming an elongated triangle.

"CSX was planning on destroying the property, so the city bought it," says William Holman, executive director of Dothan's Landmark Park. "The community has recently gotten behind downtown revitalization efforts and this fits perfectly."

Wiregrass Transit has already had detailed plans drawn up and is building local support for the project. Meanwhile, Holman is working with the National Trust for Historic Preservation, local preservation groups and others to make sure the facility's renovation is authentic.

"We're particularly excited that Wiregrass Transit will occupy the building, which is quite appropriate," says Holman. "Older generations of residents shared a common train station experience here that is worth remembering and preserving."

Success Comes Naturally

The Wiregrass Transit Authority's success is largely due to its ability to meet the needs of its community and local partners simultaneously. Sorrell can't think of another way to operate.

"I'm amazed that people think what we're doing is unique," he says. "I'm convinced that the reason we've enjoyed success is that we did not know that you're not supposed to do certain things that we did. We just keep having fun and try to remember not to take ourselves too seriously."

With all of the precision of a military drill and the compassion of a long-lost friend and neighbor, Wiregrass Transit provides transit service to Dothan and the surrounding counties in a way that best suits the community and the passengers. Success, naturally, follows.
TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 10-98

TO: ALL STATE WELFARE-TO-WORK CONTACTS

ALL STATE JTPA LIAISONS

FROM: DAVID HENSON  Director

Office of Regional Management

SUBJECT: Joint Guidance on the Use of Temporary Assistance for Needy Families, Job Access and Reverse Commute, and Welfare-to-Work Funds to Provide Transportation Services to Welfare Recipients

1. **Purpose.** To provide coordinated guidance developed jointly by the Departments of Health and Human Services (HHS), Labor (DOL), and Transportation (DOT), to assist States and communities in taking full advantage of existing transportation resources available to help move people from welfare to work.


3. **Rescission.** The attached guidance paper was originally issued on May 8, 1998. Since then two major pieces of legislation have passed that significantly altered the programs described in the original guidance document. In order for this revised guidance to be most useful, it is being reissued in its entirety as a new TEGL, rescinding TEGL 9-97.
4. **Background.** The guidance, intended to augment the current statutory and regulatory provisions, has been revised to incorporate legislative changes since the initial issuance. In particular, the Job Access and Reverse Commute (Job Access) program was created by Congress to provide new resources to address transportation issues for low-income people. The revised guidance paper also clarifies policy issues that have come to light in the areas of: the definition of "assistance" under the TANF program, data reporting under TANF and the Welfare-to-Work (WtW) program, and appropriate cost principles for federally-funded projects.

5. **Information.** The new Job Access program creates opportunities at the local level for communities to leverage existing resources to help solve transportation issues for low income neighborhoods. The revised guidance describes, in detail, a number of limitations on how these funds may be appropriately used in cost sharing arrangements. State and local employment and training providers should review the example set forth on page 13 regarding how a jointly funded transportation project could operate.

6. **Action.** Please share the joint guidance paper, as well as the joint Secretarial memorandum, with State and local staff who are involved in providing transportation services, to welfare recipients. This guidance is being issued simultaneously through the policy guidance systems of the three agencies involved.

7. **Inquiries.** Inquiries on this joint guidance should be addressed to the appropriate Regional Office contacts which can be found at: Administration for Children and Families (HHS) http://www.acf.dhhs.gov/orgs/regions.htm, Federal Transit Administration (DOT), http://www.fta.dot.gov/office/regional, Employment and Training Administration (DOL), http://wtt.doleta.gov/resources/regcon.htm.

8. **Attachments.**

I. Joint letter from Secretaries of Health and Human Services, Labor, and Transportation.

II. Joint Paper on "Use of TANF, WtW and Job Access Funds for Transportation."
Attachment I

Dear Colleague:

As President Clinton said in his 1998 State of the Union address, "A society rooted in responsibility must first promote the value of work, not welfare." In order for families to transition from welfare to work successfully, the Federal Government, States, communities, businesses, and non-profit agencies must work together to create opportunities and remove barriers. Your involvement is crucial to overcoming one of the biggest challenges facing those transitioning from welfare to work: finding reliable, affordable, and efficient transportation to jobs, training, and support services such as child care.

President Clinton recognizes the challenge this poses to job seekers, and has asked us to create new strategies to help them get to where the jobs are. As he has said, "Each and every one of us has to fulfill our responsibility, indeed, our moral obligation, to make sure that people who now must work, can work."

In February, the President wrote a letter to the Nation's Governors highlighting the critical role of transportation and urging them to use existing funds for transportation services wherever possible. To encourage each State and community to take full advantage of current resources, the U.S. Departments of Health and Human Services, Labor, and Transportation are working closely together on this issue and are jointly issuing the written guidance enclosed with this letter.

The guidance encourages coordination among transportation, workforce development, and social service providers to ensure the most efficient use of Federal funds. Such partnerships are an excellent way to create new, more effective transportation alternatives and to enable businesses to get the workers they need while stimulating local economies. We know some of you are already engaged in such partnerships and applaud these efforts, many of which are described in a recent publication by the Department of Transportation and the Community Transportation Association of America entitled Access To Jobs, A Guide to Innovative Practices in Welfare-to-Work Transportation. This publication is available on the Internet at http://www.ctaa.org/ntrc/atj/.

We are confident that with adequate attention to, and investment in, transportation and other support services, welfare recipients will have the resources they need to find and keep jobs. We greatly appreciate your help in making welfare reform a success.

Rodney E. Slater Donna E. Shalala Alexis M. Herman
Secretary of Transportation Secretary of Health and Secretary of Labor
Human Services
USE OF TANF, WtW, AND JOB ACCESS FUNDS

FOR TRANSPORTATION

INTRODUCTION:

Transportation is one of the main challenges facing people making the transition from welfare to work. In some areas, there is a mismatch between where most entry-level and service sector jobs are located and where most welfare recipients live. Two-thirds of new jobs are in the suburbs, but three of four welfare recipients live in rural areas or central cities, with few recipients owning reliable cars. Many entry level jobs require evening or weekend hours in areas that are poorly served by existing transit routes or are not within a reasonable commute time. Many parents going to work also need transportation in order to access child care, which further complicates their work commute. The transportation barrier is magnified for low-income Americans living in rural counties, many of whom have no access to public transportation services.

Historically, the U.S. Departments of Health and Human Services (HHS) and Labor (DOL) have defined transportation in terms of the individual client. As a result, funds were used to directly reimburse clients for transportation costs rather than to develop and support transportation services necessary to meet their needs. When transportation services were provided, they were often not connected with the existing transportation systems. Welfare reform calls for a more systemic approach to break down the transportation barriers. For example, supporting and developing services such as connector services to mass transit, vanpools, sharing buses with elderly and youth programs, coordinating with existing human services transportation resources, employer provided transportation, or guaranteed ride home programs may be necessary to address the transportation problems for welfare recipients and other low income persons.

PURPOSE OF GUIDANCE:

HHS and DOL, in concert with the U.S. Department of Transportation (DOT), are working closely together in providing coordinated guidance to encourage States and communities to take full advantage of existing resources to develop seamless, integrated services addressing the transportation challenge of moving people from welfare to work. This guidance is intended to augment the current regulatory and statutory provisions.

The three agencies originally issued joint guidance on May 4, 1998. The guidance is now being reissued and revised to incorporate legislative changes since the initial issuance and to clarify issues that have come to our attention in the areas of the definition of "assistance" under TANF, data reporting, and appropriate cost principles.
AUTHORITY AND REFERENCES:


RESPONSE TO CHALLENGE:

It is essential for all Federal, State, and local entities to collaborate to ensure and maintain success in moving families from welfare to work. This collaboration will help to provide the right mix of transportation services necessary to meet the needs of welfare recipients as well as deliver the most efficient use of existing resources and services.

States should encourage local agencies to ensure that services provided to welfare recipients are developed in consultation with other appropriate agencies providing transportation services at the local level. In addition, in consultations with transportation providers to develop solutions to the challenges faced by welfare recipients, public agencies should be mindful of their obligations not to interfere with collective bargaining rights or agreements or to displace employees.

Communities without transportation resources or with a significant unmet need may wish to pursue transportation as a job creation opportunity. The skills involved in developing transportation systems, including driving, dispatching, and providing vehicle maintenance are extremely marketable and transferable skills.

PROMISING INITIATIVES:

Many States are already working to break down the transportation barriers for welfare recipients. For example, Kentucky has taken a comprehensive approach to providing coordinated transportation. Four cabinet offices -- Families and Children, Health Services, Workforce Development, and Transportation -- combined transportation resources to develop a new coordinated transportation system for all their participants. North Carolina and New Jersey are helping counties to bring together the transportation, social services, and employment programs to address client mobility needs and are identifying underutilized transportation resources -- including school buses -- for employment transportation. In Ventura County California, the local transit agency has extended its hours of service, re-routed some lines, and developed new service to some remote locations being used as work experience sites. These and many other examples are included in Access To Jobs, A Guide to Innovative Practices in Welfare-to-Work Transportation developed by DOT and the Community Transportation Association of America.
The guide features innovative transportation approaches to meet the needs of welfare recipients and other low income persons, as well as a list of available resources. It is available on the Internet at http://www.ctaa.org/ntrc/aj.

EXISTING RESOURCES:

In this section, we present three specific Federal funding sources that can be used to address the transportation needs of people moving from welfare to work: (1) the Temporary Assistance for Needy Families (TANF) block grant program administered by HHS, Administration for Children and Families (ACF); (2) the Welfare-to-Work (WtW) formula and competitive grant program administered by DOL, Employment and Training Administration; and (3) the Job Access and Reverse Commute grant program (Job Access) administered by DOT, Federal Transit Administration (FTA).

Both the TANF block grants established in PRWORA and the WtW grants authorized by the Balanced Budget Act of 1997 provide considerable flexibility to help States and communities provide transportation to individuals transitioning from welfare to work. We describe some of the ways in which States may use Federal TANF funds and WtW funds to provide transportation services. We also discuss some basic programmatic requirements and limitations regarding the use of TANF and WtW grant funds. States and other appropriate agencies providing transportation services need to be mindful of the requirements and limitations when planning transportation services that enable eligible individuals to attain and maintain employment.

The Job Access program provides funding for projects that develop transportation services to connect welfare recipients and other low income individuals to jobs and other employment-related services. This competitive grant program includes a cost sharing requirement. Because TANF and WtW funds may be used to meet the cost sharing requirement, we discuss the particular rules that must be considered when TANF or WtW funds are used in a cost sharing arrangement in the Job Access program. We also mention some other basic principles and standards for determining allowable costs pursuant to OMB Circular A-87. These cost principles apply to the use of TANF, WtW and Job Access funds.

We conclude by discussing other resources, not specifically addressed in this guidance, which could be used to fund transportation services for low-income families.

1. The Temporary Assistance for Needy Families (TANF) Program

TANF block grants to States total $16.5 billion annually through FY 2002. In addition, States must maintain their own spending at 80 percent of historic spending levels (or 75 percent if they meet the work participation rates). Guidance about State spending requirements, known as maintenance-of-effort (MOE), is contained in a January 31, 1997 policy announcement issued by the Office of Family Assistance. (For detailed guidance on this issue, refer to TANF-ACF-PA-97-1 and the Notice of Proposed Rulemaking (NPRM) for TANF.) The policy announcement and the NPRM are available on the Internet at
http://www.acf.dhhs.gov/news/welfare/. This guidance is subject to revision when HHS issues a final rule for TANF, which will replace the policy announcement and the NPRM.

State, local, and tribal TANF agencies, or private organizations providing services under contract with the TANF agency, may use TANF funds for a range of transportation services so long as the expenditure reasonably accomplishes a purpose of the TANF program, such as promoting job preparation and work. Work and responsibility are the cornerstones of the TANF program. Thus, it is critical that States involve appropriate State and local agencies (transportation, housing, child care), businesses, and community organizations to develop strategies and provide the supportive services that eligible individuals need to attain and maintain employment.

Program Purposes and Choices

The purposes of the TANF program as described in section 401 of the Social Security Act are as follows:

- provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;

- end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;

- prevent and reduce the incidence of out-of-wedlock pregnancies and establish annual numerical goals for preventing and reducing the incidence of these pregnancies; and

- encourage the formation and maintenance of two-parent families.

To accomplish these purposes, the State TANF agency may use TANF funds to provide support services including child care and transportation. Some examples of the ways in which TANF funds can be utilized to provide necessary transportation services directly to TANF-eligible families or to fund services primarily benefiting eligible families, include, but are not limited to:

- reimbursement in whole or part to TANF-eligible individuals for work-related transportation expenses (e.g., mileage, gas, public transit fare, auto repairs/insurance, or a basic cash allowance for transportation needs);

- a contract for shuttles, buses, car pools, or other transportation services for TANF-eligible individuals;

- the purchase of vans/shuttles/minibuses by State or locale for the provision of transportation services to TANF-eligible individuals (refer to the discussion below about the parameters on the use of TANF funds and cost allocation);
- the purchase of rider "slots," "passes," or vouchers on a public or private transit system;

- financial assistance in the form of loans to eligible individuals for the lease or purchase of a vehicle to travel to/from work or work-related activities;

- facilitating the donation and repair of previously owned or reconditioned vehicles to eligible families;

- as an alternative to ongoing assistance, one-time, short-term "diversion" payments can be made to assist individuals with transportation needs such as automobile repair/insurance to secure or maintain employment;

- payment of start-up or operating costs for new or expanded transportation services benefiting eligible families provided that such costs are necessary and reasonable, as well as allocated to cover only those costs associated with TANF-eligible individuals (refer to the discussion below about the parameters on the use of TANF funds and cost allocation);

- establishment of an Individual Development Account that a TANF-eligible individual could use to cover qualified business capitalization expenses to establish a transportation service such as a van, shuttle, or door-to-door transportation service (Section 404(h) of the Social Security Act);

- the transfer of TANF funds to the Social Services Block Grant (SSBG) to address the lack of transportation infrastructure in many rural and inner city areas; SSBG may be used to serve families and children up to 200 percent of the poverty level, allowing States to address the needs of the disadvantaged population with a blend of transportation services;

- payment of costs incurred by State, local, or tribal TANF agency staff involved singularly or with other agencies in the planning of transportation services for TANF-eligible individuals. These costs would be considered TANF administrative costs.

State MOE funds under the TANF program, or State funds separate from the TANF program that qualify under the MOE requirement, may also be used to assist TANF-eligible individuals in similar ways.

Many States are also easing restrictions that deter TANF-eligible recipients from owning cars. Some States are increasing the excluded value or discounting entirely the value of a motor vehicle in determining TANF eligibility. Such actions also promote access to job preparation and work.
Parameters on the Use of TANF Funds

In order to take advantage of resources provided through the TANF block grants, it is necessary to understand several key requirements of the statute related to eligible families, assistance, and time limits. First, Federal TANF funds, along with State MOE funds, must be spent on members of eligible TANF families in which the minor child resides with the family (or on individuals who are expecting a child). States define who is eligible for TANF.

Second, funds or services received by eligible families are generally labeled as "assistance." The term "assistance" has been defined in TANF-ACF-PA-97-1 to mean every form of support provided to families under TANF except for: (1) services that have no direct monetary value to an individual family and do not involve implicit or explicit income support; and (2) one-time, short term assistance (e.g., automobile repair to retain employment). The definition, with slight modification, was included in the ACF-proposed TANF rules published in the Federal Register on November 20, 1997. The comment period on the proposed rule closed February 18, 1998. ACF will issue a Final Rule with further guidance.

Under the current definition, transportation costs are differentiated into (1) items that have a direct monetary value to an individual family, such as a transit pass, which thus constitute "assistance," and (2) those items which do not have a direct monetary value to an individual family and do not involve implicit or explicit income support, such as investment in the start-up or operating costs of a transportation service, which do not constitute "assistance." If, for example, a TANF agency uses TANF funds to contract with a transportation provider for transportation services to and from places of employment, and the State pays the fare cost for the TANF family member, then only the value of the fare that the recipient would otherwise have to pay is "assistance." Similarly, TANF funds used for such activities as planning transportation services or providing "brokerage" services (e.g., to manage the mobility needs of TANF recipients through a central coordination of local transportation programs) do not constitute "assistance" to the family.

State TANF agencies must also collect certain data on a monthly basis about families receiving TANF "assistance" and report that data on a quarterly basis. The data includes information regarding each type of assistance provided to family members under the State's TANF program, including transportation assistance. Until ACF issues a Final Rule, States report the information on form ACF-198, Emergency TANF Data Report.

Third, Federal TANF assistance paid to a family counts toward the lifetime limit on the receipt of TANF benefits.

1. Under the statute, Federal assistance can only be given to a family for a maximum period of 60 months, whether or not consecutive. However, the 60-month limit only applies when the adult or minor family member is the head of the household or the spouse of the head of the household and receiving assistance.

2. The minor must also be pregnant or a parent for the assistance to count toward the Federal time limit. This means that each month of Federal assistance received by these family members impacts the family's lifetime limit on the receipt of TANF benefits. States can set shorter limits or provide assistance past the 60-month limit with State funds. It is important that, when planning a transportation strategy to enable a TANF family member to travel to work, States assess the impact of such assistance on the family's time limit and advise the family of this impact.

In order to maximize resources and avoid duplication, TANF agencies are encouraged to coordinate with other transportation services. For example, the TANF agency may arrange with another agency or program to use the vans or buses of the other agency, share in the purchase of transportation services, or share in the costs of a Job Access project. TANF funds may also be used to contract for transit projects open to the general public, so long as the project benefits
TANF families, is within the purposes of the TANF program, and TANF funds do not pay for non-TANF individuals. To the extent that non-TANF ridership and fare income increase, the arrangement may become less costly to the TANF program.

OMB Circular A-87 provides the requirement and basis for allocating costs that may be associated with more than one Federal program or non-Federal program. Refer to the Cost Principles section (item 4) for a fuller discussion of the cost allocation principles as well as other important cost principles pursuant to OMB Circular A-87.

It is also important to remember that TANF funds may not be used to match another Federal grant program unless such double matching is specifically authorized by the statute of the program (See Section 3 ahead for a more detailed discussion on how TANF funds may and may not be used as match for Job Access and Reverse Commute projects). Also, State expenditures may not count toward the MOE level if they were spent as a condition of receiving other Federal funds (Section 409(a)(7)(B)(iv)(IV) of the Social Security Act).

Finally, TANF funds may not be used to construct or purchase facilities or buildings. This restriction is based on the general rule that, in the absence of specific legislative authority, appropriated funds may not be used for the permanent improvement of property, including construction and purchase. For example, see the decision at 42 Comp. Gen. 480 (1960).

2. Welfare-to-Work Grants

The U.S. Department of Labor provides WtW grants to States and local communities to create additional job opportunities for the hardest-to-employ TANF recipients. The grants total $3 billion for Fiscal Years 1998 and 1999. There are two kinds of grants: Formula Grants to States and Competitive Grants to local communities. Generally, WtW funds can be used for job readiness activities, employment activities, job placement, post-employment services, and job retention and supportive services -- including transportation assistance -- which are designed to move hard-to-employ welfare recipients into unsubsidized employment. The following outlines some key features of the WtW program:

Eligible Participants

WtW funds can only be spent on eligible participants. WtW participants are a targeted group of welfare recipients. This group includes those who have received welfare for at least 30 months or are within 12 months of hitting their time limit on receipt of TANF assistance, and who have barriers to employment, specifically defined by statute, related to education, work history, or substance abuse. Certain individuals who appear likely to become long-term recipients are also eligible, as are certain non-custodial parents. Eligibility criteria for the WtW program are described in the Interim Final Rule at 20 CFR 645.212 and 213.

Formula grants

Seventy-five percent of WtW funds (less small set-asides for specific statutory purposes) are available to States in amounts based on the statutory formula set forth in Section 403(a)(5)(A)(v) of the Social Security Act. States must provide one dollar of non-Federal matching funds for
every two dollars of Federal WtW funds. States are required to pass through at least 85 percent of the money to local Private Industry Councils (PICs) (unless the Secretary of Labor approves a waiver to permit an alternate entity to administer funds in a particular area) and may retain up to 15 percent of the funds for Welfare-to-Work projects that focus on helping long-term welfare recipients enter unsubsidized employment. As part of their WtW Formula Grant Plan, States are required to describe strategies to promote and encourage coordination with the State Department of Transportation, Metropolitan Planning Organizations, transit operators and other transportation providers at the State and local levels. The portion of funds contributed to these efforts by non-Federal funding sources that go toward the service of WtW eligible individuals may be counted toward the State WtW match requirement.

Competitive grants

The remaining 25 percent of funds is available through competitive grants to local communities as described at Section 403(a)(5)(B) of the Social Security Act. The Department of Labor will award WtW competitive grants directly to political subdivisions (cities and counties) and PICs, as well as to private entities (such as community development corporations and community-based organizations, community action agencies, and other public and private organizations) which apply in conjunction with a PIC or political subdivision. The Secretary of Labor will give special consideration to rural areas and cities with large concentrations of poverty. For the purposes of the competitive grants only, a public transit system may apply for a competitive grant as a private entity in conjunction with the local PIC or political subdivision. As part of their competitive grant proposal, applicants are asked to describe the coordination and contributions of local housing and transportation authorities, in addition to other organizations. Information on the competitive grants already awarded is available, and future solicitations for grant applications will be available, at the WtW internet site at http://wtw.doleta.gov.

Program Choices and Parameters

Because the WtW grants are part of the same subtitle of the Social Security Act as TANF, the broad purposes of the WtW program are the same as those outlined above for TANF. The Welfare-to-Work program is, however, more narrowly targeted to specifically provide transitional employment assistance to "move individuals into and keep individuals in lasting unsubsidized employment" by means of the six allowable activities listed in the statute (Section 403(a)(5)(C)(i) of the Social Security Act).

With a few exceptions, the allowable activities under WtW are similar to the activities permitted under TANF, and the same requirements discussed above apply to the WtW Grants program. These requirements include the cost principles set forth in OMB Circular A-87, as well as OMB Circular A-21, which applies to educational institutions; OMB Circular A-122, for non-profit organizations; 48 CFR Part 31 for commercial profit-making organizations; and 45 CFR Part 74 for hospitals, when applicable for competitive grants. The exceptions, with regard to transportation services, are:

- WtW funds can be used only for transportation services that are not otherwise available to the participant (refer to Section 403(a)(5)(C)(i)(VI) of the Social Security Act and 20 CFR 645.220(e));

- WtW funds can only be spent on transportation services for individuals participating in an
allowable WtW activity.

☐ In addition to the general prohibitions on double match described above, the Social Security Act specifically prohibits the use of WtW grant funds, and State WtW matching funds, to fulfill match requirements under TANF or any other Federal law (Section 403(a)(5)(C)(vi) of the Social Security Act), except as provided in section 3037(h)(2)(B) of the Transportation Equity Act for the 21st Century (TEA-21) as amended by section 9009(w) (4) of the TEA-21 Restoration Act.

☐ Under WtW, up to 50% of matching funds may be in the form of third-party in-kind contributions.

☐ Financial assistance, including loans or down payments, to eligible individuals for the lease or purchase of a vehicle to travel to/from work or work-related activities is not allowable under WtW.

PICs are expected to coordinate local community resources to provide transitional employment assistance (particularly supportive services such as child care and transportation) to the WtW eligible population. Local communities have considerable flexibility in how they use the WtW funds, but the Department of Labor encourages States to facilitate collaboration with local transportation organizations to help WtW participants reach their new job opportunities. States should also encourage local WtW service providers to work with transportation providers to develop employment opportunities for welfare recipients in transportation services, including appropriate self-employment opportunities.

3. Job Access and Reverse Commute Grant Program

On June 9, 1998, President Clinton signed Public Law 105-178, the Transportation Equity Act for the 21st century (TEA-21). Section 3037 of TEA-21 created the Job Access and Reverse Commute grant program. Funding is authorized at $150 million per year for FY 1999-2003, of which guaranteed funding starts at $50 million in FY 1999 and increases by $25 million each fiscal year. A total of $75 million is appropriated for FY 1999.

The Job Access and Reverse Commute grant program assists States and localities in developing flexible transportation services that connect welfare recipients and other low income persons to jobs and other employment-related services. Job Access projects are targeted at developing new or expanded transportation services such as shuttles, vanpools, new bus routes, connector services to mass transit, employer-provided transportation, and guaranteed ride home programs for welfare recipients and low income persons. Reverse Commute projects provide transportation services to suburban employment centers from urban, rural and other suburban locations for all populations. Up to $10 million of the annual funds may be used for Reverse Commute projects, with the remainder available for Job Access projects.

States, local governments, metropolitan planning and public transit agencies, tribal organizations, and non-profit organizations may apply for the competitive grants. Additional information on this grant program, including the solicitation for grant applications, can be found at the DOT website at http://www.fta.dot.gov/www/.

The Job Access and Reverse Commute grant program is intended to establish a collaborative
regional approach to job access challenges. All projects funded under this program must be the result of a collaborative planning process that includes transportation providers, agencies administering TANF and WtW funds, human services agencies, employers, metropolitan planning organizations, States, and affected communities and individuals. In addition, the program is expected to leverage other local funds that are eligible to be expended for transportation and encourage a coordinated approach to transportation services.

The Job Access and Reverse Commute grant program has a cost sharing requirement. Grant funds awarded for a project may not exceed 50 percent of the project's total cost. However, section 3037(b)(2)(A)(ii) of TEA-21 as amended expressly allows funds from Federal programs (other than DOT) that may be expended for transportation activities to be used to help meet the local share of the cost. For example, in addition to local resources, Federal funds that may be used in cost sharing arrangements include the HOPE VI grants and other programs administered by the U.S. Department of Housing and Urban Development; Social Services Block Grants and TANF funds administered by HHS; and WtW grant funds administered by DOL.

The recipient of a Job Access or Reverse Commute grant needs to work with all parties sharing in the costs of the project to determine the allowable costs. This is particularly important whenever more than one Federal program expends funds toward the cost of Job Access or Reverse Commute projects.

Certain statutory limitations apply to TANF funds used in a cost sharing arrangement in the Job Access program. These limitations are found in section 403 of the Child Support Performance and Incentive Act of 1998, which added section 404(k) to the Social Security Act.

First, there are limits on how TANF funds may be used. These include:

- TANF funds must be used for new or expanded transportation services -- not for construction and not to subsidize current operating costs.

- TANF funds must supplement not supplant other State expenditures on transportation.

- The preponderance of the benefits derived from using TANF funds must accrue to current and former TANF recipients, noncustodial parents described in section 403(a)(5)(C)(ii)(II)(aa) or (bb) of the Social Security Act; and low-income individuals who are at risk of qualifying for TANF assistance.

- The transportation services provided with the help of TANF funds must promote the ability of the TANF recipients to engage in work activities (as defined in section 407(d) of the Social Security Act).

Similar restrictions may also apply to WtW.

Second, it is important to note that any Federal TANF funds expended for Job Access or Reverse Commute transportation projects do not constitute a transfer of funds to the Job Access and Reverse Commute grant program. Therefore, all applicable program requirements apply. For example, we previously mentioned (under the discussion of the TANF program) that funds or services received by eligible families are generally defined as "assistance." Various TANF programmatic requirements apply to families who receive federally funded TANF "assistance" (e.g., the Federal 60-month lifetime limit for the receipt of "assistance;" data reporting
requirements).(4)

However, section 404(k)(3) of the Social Security Act as amended allows one important programmatic exception to TANF-funded transportation "assistance" provided to TANF recipients through a Job Access or Reverse Commute project where TANF funds are used as a match for such a project (e.g., rides on a new shuttle service to and from work provided through a Job Access project). If the transportation benefit is the only form of assistance provided to the individual for a month, then it is not considered "assistance" for purposes of applicable TANF programmatic requirements. For example, if the adult receiving the transportation benefit for a month is the head-of-household or the spouse of the head-of-household, and this is the only "assistance" the individual received for that month, then the month does not count toward the family’s 60-month time limit.

Finally, there is a limit on the amount of TANF funds that may be used in a cost sharing arrangement in the Job Access Program. The total amount of TANF funds that a State may use as match for the Job Access and Reverse Commute program during a fiscal year is computed as the difference between 30 percent of the State’s TANF grant amount and the amount that a State transfers to the Child Care Development Block Grant and the Social Services Block grant programs for the fiscal year.

4. Cost Principles

When planning for transportation services, States should refer to OMB Circular A-87 for guidance with respect to cost principles. OMB Circular A-87 describes the principles and standards for determining allowable costs incurred by State, local, and federally-recognized Indian tribal governments with respect to most Federal awards. The cost principles in OMB Circular A-87 are designed to ensure the fair and equitable expenditure of both Federal and State funds. OMB Circular A-87 is available through the Internet at http://www.whitehouse.gov/WH/EOP/OMB/html/circular.html.

The principles generally require that a Federal award must be used in compliance with all applicable Federal statutory and regulatory provisions; costs charged to a Federal award must be reasonable and necessary for operating the program; and the Federal award must not be used for general expenses required to carry out other responsibilities of a State or its subrecipients. In addition, funds from one federally-funded program cannot be used to overcome a shortfall in another federally-funded program. Thus for example, TANF funds cannot be used to remedy a deficit in another federally-funded program. This prohibition does not prevent State and local governments from shifting costs that are allowable under two or more Federal funding sources as long as those shifts are in accordance with existing program agreements.

Generally, allowable costs are classified as either direct or indirect. A cost is one or the other; it cannot be both. Refer to OMB Circular A-87, Section E for examples of direct costs. Indirect costs can include common costs, such as some administrative costs, incurred by more than one State or local agency for a joint purpose. When State agencies or other entities use funds from multiple Federal awards (e.g., TANF, WtW, and Job Access) to pay for the cost of a project, the allowable direct costs need to be determined and a fair share of these costs assigned to each program. Once direct costs have been determined, then the indirect costs are those remaining. Indirect costs must be allocated to each program using a procedure that accurately divides the
allowable indirect costs in accordance with the benefits received by each of the programs administering the Federal awards. The procedures used to identify, measure and allocate indirect costs must be included in each agency or operating agency's cost allocation plan. TANF and WtW funds used to pay indirect costs would be included in the State's public assistance cost allocation plan submitted to and approved by the appropriate HHS Regional Office, Division of Cost Allocation. HHS has published requirements for the preparation, submission, and approval of State agency cost allocation plans for public assistance programs in Subpart E of 45 CFR Part 95.

Any TANF funds expended for a Job Access or Reverse Commute project must be used for TANF families in project(s) that reasonably accomplish a purpose of the TANF program.(5) Accordingly, the State agency would need to arrive at a reasonable estimate of the number of TANF families benefiting from the project, as any TANF funds used in a project (to meet a fair share of the direct costs and allocated indirect costs) would be based on this estimate. For example, "ridership," is a reasonable way to estimate the TANF families who would benefit from initiating a shuttle service along certain routes. After the start-up period, the estimate would have to be re-evaluated at least annually, and prospectively adjusted as needed. States may use sampling to arrive at a new estimate. Any TANF funds used in a project after the start-up period (if applicable) must be based on a current estimate.

Any WtW funds used in a Job Access or Reverse Commute project must be expended on allowable WtW activities for eligible WtW participants. The WtW entity would also need to arrive at a reasonable estimate of the number of WtW clients benefiting from the transportation project, as any WtW funds used in the project (to meet a fair share of the direct costs and allocated indirect costs) would be based on this estimate.

Example:

A Job Access project involves extending a bus line approximately two miles and expanding hours of service past 12:00 A.M. in order to service an industrial park. Employers at the industrial park agreed to provide jobs to low income individuals. The TANF agency and a local PIC agree to use Federal funds to match Job Access funds for this project. The new service will also be provided to the public i.e., it will include individuals not eligible for benefits under Job Access, TANF, or WtW.

This activity is reasonably calculated to meet a purpose of the TANF program. Therefore, TANF funds may be used to help pay for the costs of the project. However, in order to determine the amount of TANF funds to contribute to the project, the TANF agency needs to arrive at a reasonable estimate of the number of individuals from TANF families who will use the extended bus service. This estimate must be re-evaluated at least annually and adjusted prospectively because any future TANF funds used in the project must be based on a current estimate.

Then, following the cost principles articulated in OMB Circular A-87, the transit provider, TANF and WtW agencies will need to identify the direct and indirect costs of this project. A fair share of direct costs are assigned to each of the three parties putting money into the project (the recipient of the Job Access DOT grant funds, TANF agency, and PIC). The indirect costs must be allocated to each program using a procedure that accurately divides the allowable indirect
costs in accordance with the benefits received by each party. The indirect costs and the method used to arrive at each party's share would be included in the cost allocation plan.

Thus, States may expend Federal TANF and WtW grant funds to share in a portion of the cost of project(s). This means that the prohibition in section 403(a)(5)(C)(vi) of the Social Security Act against using Federal WtW grant funds or State WtW matching funds to fulfill match requirement under other Federal programs does not apply to WtW funds used for transportation services in Job Access or Reverse Commute projects. (6) However, the prohibition under section 409(a)(7)(B)(iv)(IV) of the Social Security Act does apply. As a result, any State funds expended to meet the Job Access and Reverse Commute grant program cost sharing requirement do not count toward the State's TANF MOE requirement.

5. Other Resources Available for Transportation

Although this guidance specifically identifies the opportunities to address transportation needs through TANF, WtW, and the Job Access funding, States should consider coordinating a broader range of resources to maximize the availability of transportation for those moving from welfare to work. A recent study (Building Mobility Partnerships, Community Transportation Association of America) identified 90 programs across 11 Federal departments and six independent Federal agencies which can be used to support community transportation efforts in planning, capital purchase and operating services. There are additional resources through State-specific and local funding sources as well. These resources, appropriately coordinated, can result in significant transportation resources to enhance existing services or create new ones.

Transportation is an allowable support service under programs such as Social Services Block Grants, Community Services Block Grants, Medicaid, the Job Training Partnership Act, and title I of the Workforce Investment Act which not only replaces the Job Training Partnership Act but also establishes one stop delivery systems that include many of the other federally funded programs in the local area. Other ideas can be found in Access To Jobs, A Guide to Innovative Practices in Welfare-to-Work Transportation. States should encourage local agencies to use all available transportation services in their area to facilitate access to good jobs for low income Americans.

1. WtW cash assistance received by a WtW participant who is a member of the TANF family also counts toward the Federal 60-month limit.
2. There is an exception to the federal 60 month limit if a TANF funded transportation benefit under the Job Access program is the only assistance these family members receive in a given month. Refer to the discussion under the Job Access and Reverse Commute Grant program in item 3.
3. Section 404(c)(1)(A) of the Social Security Act expressly prohibits TANF funds from being used for construction in the Job Access and Reverse Commute grant program (discussed in item 3 above).
4. See “parameters on the use of TANF funds,” under item 1, the TANF program.
5. 5 Thus, it is more likely that TANF funds may be used in a Job Access project than a Reverse Commute project. This is further demonstrated by the limits placed on the use of TANF funds as a result of the Child Support Performance and Incentive Act of 1998 discussed earlier.
6. 6 The exception to the prohibition in section 403(a)(3)(C)(vi) of the Social Security Act is provided in section 3037(b)(2)(B) of TEA-21 as amended by section 9009w of the TEA-21 Restoration Act.
Excerpts from

JOB TRAINING PARTNERSHIP ACT
(Regulations for the Workforce Investment Act forthcoming, March 1999)

SELECTION OF SERVICE PROVIDERS

Sec. 107.(a) The primary consideration in selecting agencies of organizations to deliver services within a service delivery area shall be the effectiveness of the agency or organization in delivering comparable or related services based on demonstrated performance (in accordance with guidelines established by the Secretary), in terms of the likelihood of meeting performance goals, cost, quality of training, and characteristics of participants. In addition, consideration shall be given to demonstrated performance in making available appropriate supportive services, including child care. In complying with this subsection, proper consideration shall be given to community-based organizations as service providers.

(b) Funds provided under this Act shall not be used to duplicate facilities or services available in the area (with or without reimbursement) from Federal, State, or local sources, unless it is demonstrated that alternative services or facilities would be more effective or more likely to achieve the service delivery area's performance goals.

(c) Appropriate education agencies in the service delivery area shall be provided the opportunity to provide educational services, unless the administrative entity demonstrates that alternative agencies or organizations would be more effective or would have a greater potential to enhance the participants' continued occupational and career growth.

(d) The administrative entity shall not fund any occupational skills training program unless the level of skills provided in the Program are in accordance with guidelines established by the private industry council.

(e) The selection of service providers shall be made on a competitive basis to the extent practicable, and shall include--

(1) a determination of the ability of the service provider to meet program design specifications established by the administrative entity that take into account the purpose of the Act and the goals established in the Governor's coordination and special services plan; and

(2) documentation of compliance with procurement standards established by the Governor under section 164, including the reasons for selection.
627.420 - Procurement.

- Standard Number: 627.420
- Standard Title: Procurement.
- SubPart Number: D
- SubPart Title: Administrative Standards

(a) General. (1) For purposes of this section, the term procurement means the process which leads to any award of JTPA funds.
(2) The Governor, in accordance with the minimum requirements established in this section, shall prescribe and implement procurement standards to ensure fiscal accountability and prevent waste, fraud, and abuse in programs administered under this Act.
(3) When procuring property and services, a State shall follow the same policies and procedures it uses for procurements from its non-Federal funds, provided that the State's procurement procedures also comply with the minimum requirements of this section.
(4) Each subrecipient shall use its own procurement procedures which reflect applicable State and local laws and regulations, provided that the subrecipient's procurement procedures also comply with the requirements of this section and the standards established by the Governor, pursuant to paragraph (a)(2) of this section.
(5) States and subrecipients shall not use funds provided under JTPA to duplicate facilities or services available in the area (with or without reimbursement) from Federal, State, or local sources, unless it is demonstrated that the JTPA-funded alternative services or facilities would be more effective or more likely to achieve performance goals (sections 107(b) and 141(h)).
(6) Awards are to be made to responsible organizations possessing the demonstrated ability to perform successfully under the terms and conditions of a proposed subgrant or contract. A determination of demonstrated ability shall be done in accordance with the requirements contained in 627.422 (b) and (d).

(b) Competition. (1) Each State and subrecipient shall conduct procurements in a manner which provides full and open competition. Some of the situations considered to be restrictive of competition include, but are not limited to:
(i) Placing unreasonable requirements on firms or organizations in order for them to qualify to do business;
(ii) Requiring unnecessary experience and excessive bonding;
(iii) Noncompetitive pricing practices between firms or organizations or between affiliated companies or organizations;
(iv) Noncompetitive awards to consultants that are on retainer contracts;
(v) Organizational conflicts of interest;
(vi) Specifying only a "brand name" product instead of allowing "an equal" product to be offered and describing the performance of other relevant requirements of the procurement;
(vii) Overly restrictive specifications; and
(viii) Any arbitrary action in the procurement process.
(2) Each State and subrecipient shall have written procedures for procurement transactions. These procedures shall ensure that all solicitations:
(i) Incorporate a clear and accurate description of the technical requirements for the material, product, or service to be procured (including quantities). Such description shall not, in competitive procurements, contain features which unduly restrict competition; and
(ii) Identify all requirements which the offerors must fulfill and all other factors to be used in evaluating bids or proposals.
(3) Each State and subrecipient shall ensure that all prequalified lists of persons, firms, or other organizations which are used in acquiring goods and services are current and include sufficient numbers of qualified sources to ensure maximum open and free competition.
(e) Conflict of interest. (1) Each recipient and subrecipient shall maintain a written code of standards of conduct governing the performance of persons engaged in the award and administration of JTPA contracts and subgrants. To the extent permitted by State or local law or regulation, such standards of conduct will provide for penalties, sanctions, or other disciplinary actions for violations of such standards by the awarding agency's officers, employees, or agents, or by awardees or their agents.
(2) **Staff conflict of interest.** Each recipient and subrecipient shall ensure that no individual in a decisionmaking capacity shall engage in any activity, including participation in the selection, award, or administration of a subgrant or contract supported by JTPA funds if a conflict of interest, real or apparent, would be involved.

(3) **PIC conflict of interest.** (i) A PIC member shall not cast a vote, nor participate in any decisionmaking capacity, on the provision of services by such member (or any organization which that member directly represents), nor on any matter which would provide any direct financial benefit to that member.

(ii) Neither membership on the PIC nor the receipt of JTPA funds to provide training and related services shall be construed, by itself, to violate provisions of section 141(f) of the Act or 627.420.

(4) A conflict of interest under paragraphs (c)(2) and (3) of this section would arise when:

(i) The individual,

(ii) Any member of the individual's immediate family,

(iii) The individual's partner, or

(iv) An organization which employs, or is about to employ, any of the above, has a financial or other interest in the firm or organization selected for award.

(5) The officers, employees, or agents of the agency and PIC members making the award will neither solicit nor accept gratuities, favors, or anything of monetary value from awardees, potential awardees, or parties to subagreements. States and subrecipients may set minimum rules where the financial interest is not substantial or the gift is an unsolicited item of nominal intrinsic value.

(d) **Methods of procurement.** (1) Each State and subrecipient shall use one of the following methods of procurement, as appropriate for each procurement action:

(i) **Small purchase procedures**—simple and informal procurement methods for securing services, supplies, or other property that do not cost more than $25,000 in the aggregate. Recipients and subrecipients shall not break down one purchase into several purchases merely to be able to use small purchase procedures. The Governor shall establish standards for small purchase procedures to ensure that price or rate quotations will be documented from an adequate number of qualified sources.

(ii) **Sealed bids (formal advertising)**—bids are publicly solicited procurements for which a firm-fixed-price award (lump sum or unit price) or other fixed-price arrangement is awarded to the responsible bidder whose bid, conforming with all the material terms and conditions of the invitation for bids, is the lowest in price. The Governor shall establish standards for sealed bids which include requirements that invitations for bids be publicly advertised, and that bids be solicited from an adequate number of organizations.

(iii) **Competitive proposals**—normally conducted with more than one source submitting an offer and either a fixed-price or cost-reimbursement type award is made. The Governor shall establish standards for competitive proposals which include requirements for the establishment of a documented methodology for technical evaluations and award to the responsible offeror whose proposals are most advantageous to the program with price, technical, and other factors considered.

(iv) **Noncompetitive proposals (sole source)**—procurement through solicitation of a proposal from only one source, the funding of an unsolicited proposal, or when, after solicitation of a number of sources, competition is determined inadequate. Each State and subrecipient shall minimize the use of sole source procurements to the extent practicable, but in every case the use of sole source procurements shall be justified and documented. On-the-job training (OJT) awards (except OJT brokering awards, which shall be selected competitively) and the enrollment of individual participants in classroom training may be sole sourced. For all other awards, procurement by noncompetitive proposals may be used only when the award is infeasible under small purchase procedures, sealed bids, or competitive proposals and one of the following circumstances applies:

(A) The item or service is available only from a single source;

(B) The public exigency or emergency need for the item or service does not permit a delay resulting from competitive solicitation;

(C) For SDAs, SSGs and subrecipients, the awarding agency authorizes noncompetitive proposals; for States, the noncompetitive proposal is approved through the State's normal sole source approval process;

(D) After solicitation of a number of sources, competition is determined inadequate;

(2) **Pass Throughs.** The procurement rules do not apply to pass throughs of monies from any unit of State or local government (or SDA or SSG administrative entities) to other such units, such as a local educational agency or public housing authority. To qualify as a pass through, the receiving entity must
either further pass through the monies to another such entity or procure services in accordance with the procurement rules.

(e) Cost or price analysis. (1) Each recipient, in accordance with the minimum requirements established in this section, shall establish standards on the performance of cost or price analysis.

(2) Each recipient and subrecipient shall perform a cost or price analysis in connection with every procurement action, including modifications (except for modifications where a determination has been made that they do not have a monetary impact). The method and degree of analysis depends on the facts surrounding the particular procurement and pricing situation. At a minimum, the awarding agency shall make independent estimates before receiving bids or proposals. A cost analysis is necessary when the offeror is required to submit the elements of the estimated cost (e.g., as in the case of subrecipient relationships), when adequate price competition is lacking, and for sole source procurements, including modifications or change orders. A price analysis shall be used when price reasonableness can be established on the basis of a catalog or market price of a commercial product sold in substantial quantities to the general public or based on prices set by law or regulation (including situations involving inadequate price competition and sole source procurements where a price analysis may be used in lieu of a cost analysis). When a cost analysis is necessary and there is inadequate price competition, the offeror shall certify that to the best of its knowledge and belief, the cost data are accurate, complete, and current at the time of agreement on price. Awards or modifications negotiated in reliance on such data should provide the awarding agency a right to a price adjustment to exclude any significant sum by which the price was increased because the awardee had knowingly submitted data that were not accurate, complete, or current as certified.

(3) JTPA procurements shall not permit excess program income (for nonprofit and governmental entities) or excess profit (for private for-profit entities). If profit or program income is included in the price, the awarding agency shall negotiate profit or program income as a separate element of the price for each procurement in which there is no price competition and in all cases where cost analysis is performed. To establish a fair and reasonable profit or program income, consideration shall be given to:

(i) The complexity of the work to be performed;

(ii) The risk borne by the awardee;

(iii) The offeror's investment;

(iv) The amount of subcontracting/subgranting;

(v) The quality of the offeror's record of past performance;

(vi) Industry profit rates in the surrounding geographical area for similar work; and

(vii) Market conditions in the surrounding geographical area.

(4) Each recipient and subrecipient may charge to the agreement only those costs which are consistent with the allowable cost provisions of 627.435 of this part, including the guidelines issued by the Governor, as required at 627.435(i) of this part.

(5) The cost plus a percentage of cost method shall not be used.

(f) Oversight. (1) Each recipient and subrecipient shall conduct and document oversight to ensure compliance with the procurement standards, in accordance with the requirements of 627.475 of this part, Oversight and monitoring.

(2) Each recipient and subrecipient shall maintain an administration system which ensures that vendors and subrecipients perform in accordance with the terms, conditions, and specifications of their awards.

(g) Transactions between units of government. (1) Except as provided in paragraph (g)(2) of this section, procurement transactions between units of State or local governments, or any other entities organized principally as the administrative entity for service delivery areas or substate areas, shall be conducted on a cost reimbursable basis. Cost plus type awards are not allowable.

(2) In the case of procurement transactions with schools that are a part of these entities, such as State universities and secondary schools, when tuition charges or entrance fees are not more than the educational institution's catalogue price, necessary to receive specific training, charged to the general public to receive the same training, and for training of participants, the tuition and/or entrance fee does not have to be broken out by items of cost.

(h) Award provisions. Each recipient and subrecipient agreement shall:

(1) Clearly specify deliverables and the basis for payment; and

(2) In the case of awards to subrecipients, contain clauses that provide for:

(i) Compliance with the JTPA regulations;

(ii) Assurance of nondiscrimination and equal opportunity as found in 29 CFR 34.20, Assurance required; duration of obligation; covenants.
(3) In the case of awards to vendors, contain clauses that provide for:
(i) Access by the recipient, the subrecipient, the Department of Labor, the Comptroller General of the United States, or any of their duly authorized representatives to any books, documents, papers, and records (including computer records) of the contractor or subcontractor which are directly pertinent to charges to the program, in order to conduct audits and examinations and to make excerpts, transcripts, and photocopies; this right also includes timely and reasonable access to contractor's and subcontractor's personnel for the purpose of interviews and discussions related to such documents;
(4) In the case of awards to both subrecipients and vendors, contain clauses that provide for:
(i) Administrative, contractual, or legal remedies in instances where contractors/subgrantees violate or breach agreement terms, which shall provide for such sanctions and penalties as may be appropriate;
(ii) Notice of 29 CFR 97.34 requirements pertaining to copyrights (agreements which involve the use of copyrighted materials or the development of copyrightable materials);
(iii) Notice of requirements pertaining to rights to data. Specifically, the awarding agency and the Department of Labor shall have unlimited rights to any data first produced or delivered under the agreement (agreements which involve the use/development of computer programs/applications, or the maintenance of databases or other computer data processing program, including the inputting of data);
(iv) Termination for cause and for convenience by the awarding agency, including the manner by which the termination will be effected and the basis for settlement;
(v) Notice of awarding agency requirements and regulations pertaining to reporting;
(vi) Audit rights and requirements;
(vii) Payment conditions and delivery terms;
(viii) Process and authority for agreement changes; and
(ix) Provision against assignment;
(5) The Governor may establish additional clauses, as deemed appropriate, for State and subrecipient procurements.
(i) Disputes: (1) The Governor shall ensure that the recipient and each subrecipient have protest procedures to handle and resolve disputes relating to their procurements. A protester shall exhaust all administrative remedies with the subrecipient before pursuing a protest at a higher level.
(2) Violations of law will be handled in accordance with the requirements contained in 627.500(c).
(j) Each recipient and subrecipient shall maintain records sufficient to detail the significant history of a procurement. These records shall include, but are not necessarily limited to, the following: rationale for the method of procurement, selection of agreement type, awardee selection or rejection, and the basis for the agreement price.
627.422 - Selection of service providers.

- **Standard Number:** 627.422
- **Standard Title:** Selection of service providers.
- **SubPart Number:** D
- **SubPart Title:** Administrative Standards

(a) Service providers selected under titles I, II, and III of the Act shall be selected in accordance with the provisions of section 107 of the Act, except that section 107(d) shall not apply to training under title III.
(b) Consistent with the requirements of this section, the Governor shall establish standards to be followed by recipients and subrecipients in making determinations of demonstrated performance, prior to the award of all agreements under titles I, II, and III of the Act. These standards shall comply with the requirements of this section, 627.420, of this part, Procurement, and section 164(a)(3) of the Act. The standards shall require that determinations of demonstrated performance will be in writing, and completed prior to the award of an agreement.
(c) Each recipient and subrecipient, to the extent practicable, shall select service providers on a competitive basis, in accordance with the standards established in 627.420(b) of this part, Procurement. When a State, SDA, SSG, or administrative entity determines that services other than intake and eligibility determination will be provided by its own staff, a determination shall be made of the demonstrated performance of the entity to provide the services. This determination: Shall be in writing; shall take into consideration the matters listed in paragraph (d) of this section; and may, if appropriate, be documented and described in the Job Training Plan, GCSSP, or EDWAA plan.
(d) Awards are to be made to organizations possessing the demonstrated ability to perform successfully under the terms and conditions of a proposed subgrant or contract. Where comparable proposals have been received from an offeror which has demonstrated performance and a high-risk recipient/subrecipient, and a determination has been made that both proposals are fundable, the award should be made to the offeror which has demonstrated performance, unless other factors dictate a contrary result. Determinations of demonstrated performance shall be in writing, and take into consideration such matters as whether the organization has:
(1) Adequate financial resources or the ability to obtain them;
(2) The ability to meet the program design specifications at a reasonable cost, as well as the ability to meet performance goals;
(3) A satisfactory record of past performance (in job training, basic skills training, or related activities), including demonstrated quality of training; reasonable drop-out rates from past programs; where applicable, the ability to provide or arrange for appropriate supportive services as specified in the ISS, including child care; retention in employment; and earning rates of participants;
(4) For title II programs, the ability to provide services that can lead to the achievement of competency standards for participants with identified deficiencies;
(5) A satisfactory record of integrity, business ethics, and fiscal accountability;
(6) The necessary organization, experience, accounting and operational controls; and
(7) The technical skills to perform the work.
(e) In selecting service providers to deliver services in a service delivery area/substate area, proper consideration shall be given to community-based organizations (section 107(a)). These community-based organizations, including women's organizations with knowledge about or experience in nontraditional training for women, shall be organizations which are recognized in the community in which they are to provide services. Where proposals are evenly rated, and one of these proposals has been submitted by a CBO, the tie breaker may go to the CBO.
(f) Appropriate education agencies in the service delivery area/substate area shall be provided the opportunity to provide educational services, unless the administrative entity demonstrates that alternative agency(ies) or organization(s) would be more effective or would have greater potential to enhance the participants' continued educational and career growth (section 107(c)). Where proposals are evenly rated, and one of these proposals has been submitted by an educational institution, the tie breaker shall go to the educational institution.
(g) In determining demonstrated performance of institutions/organizations which provide training, such performance measures as retention in training, training completion, job placement, and rates of licensure shall be taken into consideration.
(h) Service providers under agreements to conduct projects under section 123(a)(2) shall be selected in accordance with the requirements of this section.

(i) The requirements of section 204(d)(2)(B) shall be followed in entering into agreements to provide services for older individuals funded under title II, part A.

(j) Additional requirements for selection of service providers by substate grantees are described at section 313(b)(6) of the Act and 631.52 of this chapter.

(k) Amounts for service providers. Each SDA/SSG shall ensure that, for all services provided to participants through contracts, grants, or other agreements with a service provider, such contract, grant, or agreement shall include appropriate amounts necessary for administration and supportive services (section 108(b)(5)).

(l) When a State, SDA or SSG has a policy of awarding additional points to proposals received from such organizations as minority business enterprises and women-owned businesses, and this policy is generally applicable to its other funds, the State, SDA or SSG may apply this policy to the JTPA funds.
Using This Guide

Beginning on this page, this section provides a description of each selected federal funding program. For each program you'll also find a contact person, address, phone number and web site address.

For more information on applying for assistance from a listed program, it generally is best to contact the individual named. In many cases, however, additional information on the program and its transportation uses can be obtained from the National Transit Resource Center at 800.527.8279.

Federal support for community transportation comes from many sources. While the major sources of support are programs of the U.S. Department of Transportation and the U.S. Department of Health and Human Services, many other federal agencies have programs which can be used to support community transportation activities.

In 1996, CTAA's National Transit Resource Center staff identified 90 programs, scattered among 17 federal agencies, whose resources are available for transportation purposes. These are profiled in greater detail in a report entitled Building Mobility Partnerships: Opportunities for Federal Funding, copies of which are available at no charge from the National Transit Resource Center's Hotline, 800.527.8279, or on CTAA On-Line at www.ctaa.org (Resource Center staff are currently in the process of renewing this information for a new edition of this publication).

This section of the Resource Guide provides information for 42 of these federal programs. The types of support they provide include capital assistance for vehicle and facility acquisition, operating assistance for transportation services, assistance with administrative costs, planning assistance and technical assistance.

Whether these funds are used for transportation services often depends on priorities set by federal agencies and the states. However, it is important that community transportation providers know what funding resources exist so that they may tap into them.

U.S. DEPARTMENT OF AGRICULTURE
Office of Rural Development
Rural Community Advancement Program
FY 1999 Funding: $722.7 million

USDA's Rural Development Mission Area provides grants and loans for housing, utilities, business development, public works projects, and other activities which promote economic vitality and quality of life in rural America. Funding through the Rural Community Advancement Program includes direct and guaranteed loans for housing and community facility development, revolving loans for rural business activities, grants to local communities for rural development activities, and state-administered block grants for rural economic development. Transportation facilities and services may benefit from RCAP loans and grants.

CTAA manages the Community Transportation Development Fund, through which loans are available to assist rural communities in improving or expanding local transit services, building facilities and promoting economic development.

CTAA also manages the Rural Passenger Transportation Technical Assistance Project, a program of ongoing short- and long-term technical assistance to improve public transportation in rural areas.

Eligible participants in these programs include public bodies, private nonprofit organizations, Indian tribes, and — in limited cases — private for-profit organizations. Additional information on these USDA programs can be obtained from your state's office of rural development, or from the office of Jill Long Thompson, Under Secretary for Rural Development, USDA, 14th and Independence Ave. S.W., Mall Stop 0107, Washington, DC 20250; phone 202.720.4581. Web site: <www.rurdev.usda.gov>.

For information on CTAA's Community Transportation Development Fund, contact Patrick Kellogg, CTAA, 1341 G Street N.W., Suite 600, Washington, DC 20005; phone 202.661.0210; e-mail <loans@ctaa.org>. A loan fund application is available at the CTAA web site: <www.ctaa.org>.

For information on CTAA's rural technical assistance programs, contact Charles Rukowski, CTAA, 1341 G Street N.W., Suite 600, Washington, DC 20005; phone 202.661.0219; e-mail <rukowski@ctaa.org>.

U.S. DEPARTMENT OF COMMERCE
Economic Development Administration
Economic Development Grants
FY 1999 Funding: $368.0 million

The Economic Development Administration provides funding for capital facilities in economically distressed areas. This can include transportation facilities and infrastructure improvements. Public bodies, private nonprofit organizations and Indian tribes are eligible applicants. For more information, contact David McIlvain, Public Works Division, Economic Development Administration, Dept. of Commerce, 14th

U.S. DEPARTMENT OF EDUCATION

Office of Special Education and Rehabilitative Services

Vocational Rehabilitation Grants
FY 1999 Funding: $2.3 billion

Vocational rehabilitation funds are provided to state rehabilitation agencies on a formula basis to provide a full range of rehabilitative services. Funds are used to provide transportation to these services. For more information, contact Roseann Ashby, Basic State Grants Branch Chief, Rehabilitative Services Administration, U.S. Dept. of Education, 600 Independence Ave. S.W., Washington, DC 20202; phone 202.205.8719. Web site: <www.ed.gov>.

Independent Living Programs
FY 1999 Funding: $79.4 million

These programs support independent living services for individuals with significant disabilities and provide technical assistance to help public and nonprofit organizations provide independent living services. Transportation is considered a key element in providing independent living for persons with disabilities. For more information, contact John Nelson, Office of Developmental Programs, Rehabilitation Services Administration, Dept. of Education, 330 C Street S.W., Room 3326, Washington, DC 20202; phone 202.205.9362. Web site: <www.ed.gov>.

Office of Elementary and Secondary Education

Even Start
FY 1999 Funding: $135.0 million

The Even Start Family Literacy Program attempts to break cycles of poverty and illiteracy by integrating early childhood education, adult literacy and parenting education into a unified family literacy program. Transportation services may be included if necessary to ensure participation in the adult literacy component of this program. Cooperative partnerships that include local public or tribal education agencies are eligible applicants. For more information, contact Patricia McKee, Grants Administration Branch, Office of Compensatory Education Programs, Dept. of Education, 600 Independence Ave. S.W., Room 4400, Washington, DC 20202; phone 202.260.1695. Web site: <www.ed.gov>.

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Administration for Children and Families

Temporary Assistance for Needy Families
FY 1999 Funding: $16.8 billion

This program, known by its abbreviation as TANF, was created in the 1996 welfare reform law, replacing JOBS, Aid to Families with Dependent Children, and certain other income-based assistance programs. States receive their TANF funds as block grants, and establish their own priorities for providing assistance. States often consider using a portion of TANF funds to provide transportation assistance to persons on — or moving off of — public assistance. For more information, contact Alvin Collins, Office of Family Assistance, Administration for Children and Families, Department of Health and Human Services, 5th Floor, Aerospace Building, 370 L'Enfant Promenade, SW, Washington, DC 20447; phone 202.401.9275. Web site: <www.acf.dhhs.gov/programs/dfa>.

Social Service Research and Demonstrations
FY 1999 Funding: $27.0 million

To help states implement the welfare reforms enacted in 1996, the government has set aside funds to support demonstrations of innovative strategies for moving people from welfare to work. It is likely that transportation services would play a role in some of these demonstrations. For more information, contact Howard Rolston, Office of Planning, Research and Evaluation, Administration for Children and Families, DHHS, 370 L'Enfant Promenade S.W., 7th Floor, Washington, DC 20447; phone 202.401.9220. Web site: <www.acf.dhhs.gov/programs/opre>.

Refugee Resettlement Programs
FY 1999 Funding: $415.0 million

This program distributes funds on a formula basis to state refugee agencies for purposes of providing health services, medical assistance and social services to refugees. Transportation is supported when provided as a component of these services. Only state refugee agencies are eligible applicants. For more information, contact Lavinia Limon, Director, Office of Refugee Resettlement, Administration for Children and Families, DHHS, 370 L'Enfant Promenade S.W., 6th Fl., Washington, DC 20447; phone 202.401.9246. Web site: <www.acf.dhhs.gov/programs/orr>.

Community Services Block Grants
FY 1999 Funding: $500.0 million

Under this program, states and Indian tribes receive funding to provide a broad range of social services for low-income persons. Community Services Block Grant funds are awarded on a formula basis to states, which pass the majority of these funds on to local nonprofit community action programs. Transportation services commonly are provided by many of these local programs. For more information, contact Margaret Washnitzer, State Assistance Division Director, Office of Community Services, Administration for Children and Families, DHHS, 370 L'Enfant Promenade S.W., 5th Fl., Washington, DC 20447; phone 202.401.2333. Web site: <www.acf.dhhs.gov/programs/ocs>.

Head Start
FY 1999 Funding: $4.7 billion

Head Start is a program of comprehensive services for economically disadvantaged preschool children. Funds are dis-
tributed to tribes and local public and nonprofit agencies to provide child development and education services, as well as supportive services such as transportation. Head Start funds are used to provide transportation services, acquire vehicles, and provide technical assistance to local Head Start centers. For more information, contact Helen Taylor, Associate Commissioner; Head Start Bureau, Administration for Children and Families, DHHS, 330 C Street S.W., Room 2050, Washington, DC 20201; phone 202.205.8572. Web site: <www.acf.dhhs.gov/programs/hsb>.

Native American Programs
FY 1999 Funding: $34.9 million

Through this program, funds are provided to promote the social and economic development of Native American communities. Funds are provided for capital costs, operating costs and technical assistance, as well as for revolving loans. Transportation services may be funded if they are part of a tribal social or economic development program. Tribal entities and public and nonprofit organizations serving Native American populations are eligible applicants. For more information, contact Gary Kimberle, Commissioner, Administration for Native Americans, Administration for Children and Families, DHHS, 200 Independence Ave. S.W., Room 339-D, Washington, DC 20201; phone 202.690.7776. Web site: <www.acf.dhhs.gov/programs/ana>.

Developmental Disabilities Grants
FY 1999 Funding: $119.2 million

This program provides formula grants to state agencies serving the developmentally disabled for the purpose of enabling them to become fully integrated into their communities. Funds are used for a variety of support services, including transportation. For more information, contact Sue Swenson, Commissioner, Administration on Developmental Disabilities, Administration for Children and Families, DHHS, 200 Independence Ave. S.W., Room 337-D, Washington, DC 20201; phone 202.690.6590. Web site: <www.acf.dhhs.gov/programs/add>.

Social Services Block Grants
FY 1999 Funding: $1.9 billion

Also known as Title XX, this program provides formula funds to state welfare agencies to provide needed social services, including transportation services, that help individuals reduce welfare dependency, achieve self-sufficiency or forestall unnecessary use of institutional care. For more information, contact Margaret Washnitzer, State Assistance Division Director, Office of Community Services, Administration for Children and Families, DHHS, 370 L'Enfant Promenade S.W., 5th Fl., Washington, DC 20447; phone 202.401.2233. Web site: <www.acf.dhhs.gov/programs/ocs>.

Through the Administration on Aging's Title III-B program, funds are awarded on a formula basis to state and area agencies on aging for the purpose of providing supportive services for older persons, including the operation of multipurpose senior centers. Many area agencies on aging use these funds to help meet the transportation needs of older persons. Public bodies and private nonprofit organizations are the ultimate recipients of these formula funds. For more information, contact Carol Crezcy, Office for State and Community Programs, Administration on Aging, DHHS, 330 Independence Ave. S.W., Room 4735, Washington, DC 20201; phone 202.619.0011. Web site: <www.aoa.gov>.

Programs for Native American Elders
FY 1999 Funding: $18.4 million

The Administration on Aging's Title VI program supports nutrition, information and referral, multipurpose senior centers, and other supportive services for Native American elders. Transportation is among the supportive services receiving Title VI assistance. Indian tribes are the only eligible applicants. For more information, contact Yvonne Jackson, Office of American Indian, Alaskan Native and Native Hawaiian Programs, Administration on Aging, DHHS, 330 Independence Ave. S.W., Room 4257, Washington, DC 20201; phone 202.619.2957. Web site: <www.aoa.gov>.

Research, Demonstration, Training and Discretionary Projects for the Elderly
FY 1999 Funding: $30.1 million

The Administration on Aging's Title IV program supports research and demonstration programs for better addressing the circumstances of older people. Many of these grants have been used to support innovative programs of transportation for the elderly. Public bodies and private nonprofit organizations are eligible applicants. For more information, contact Al Duncker, Office of Program Development, Administration on Aging, DHHS, 330 Independence Ave. S.W., Room 4274, Washington, DC 20201; phone 202.619.1269. Web site: <www.aoa.gov>.

Health Care Financing Administration
Medicaid
FY 1999 Funding: $103.3 billion (est.)

Medicaid is a program of medical assistance for qualified low-income persons and persons with disabilities. Under Medicaid, states are required to arrange for transportation of beneficiaries to and from medical care. Individual states determine how transportation costs are to be paid and which transportation providers are eligible program participants. For more information, contact Sally Richardson, Director, Medicaid Bureau, Health Care Financing Administration, DHHS, 6325 Security Blvd., Room 200, Baltimore, MD 21207; phone 410.786.3870. Web site: <www.hcfa.gov>.

Health Care Research and Demonstrations
FY 1999 Funding: $75.0 million
The Health Care Financing Administration’s (HCFA) research and demonstration program supports activities in all areas of health care, including costs, access, quality, service delivery models, and financing and payment approaches. While most of this program’s grants and contracts are for research activities, some state Medicaid agencies have received support for demonstration projects; this HCFA program also has supported Medicare demonstration programs including transportation components. For information, contact Marilyn Lewis-Taylor, Health Care Financing Administration, Office of Internal Customer Support, Acquisition and Grants Group, 7500 Security Boulevard, C2-21-15, Baltimore, MD 21244-1850; phone 410.786.5701. Web site: <www.hcfa.gov>.

**Health Resources and Services Administration**

**Consolidated Health Centers**

FY 1999 Funding: $925.0 million

This program supports primary health care centers in medically underserved areas and among populations such as migrant farm workers, public housing residents and homeless individuals. Funds may be used to provide transportation services as necessary to provide health care services. Private nonprofit and public health agencies are eligible applicants. For more information, contact Richard Bohrer, Director of Community and Migrant Health, Bureau of Primary Health Care, Health Resources and Services Administration, DHHS, 4350 East-West Highway, 7th Fl., Bethesda, MD 20814; phone 301.594.4300. Web site: <www.hrsa.dhhs.gov>.

**Healthy Start**

FY 1999 Funding: $105.0 million

This initiative set out to build a community-oriented approach to reducing infant mortality. A total of 22 Healthy Start communities have been designated to implement this program. Transportation services that help link pregnant women and new mothers with necessary health care and related services may be provided. For more information, contact Dr. Thurma McCann Goldman, M.D., Healthy Start Division Director, Maternal and Child Health Bureau, Health Resources and Services Administration, DHHS, 5600 Fishers Lane, Room 11A-05, Rockville, MD 20857; phone 301.443.0509. Web site: <www.healthystart.net>.

**Maternal and Child Health Services Grants**

FY 1999 Funding: $700.0 million

The Health Resources and Services Administration provides formula funding to states for the purpose of providing health services to mothers, infants and children, with particular emphasis on caring for children with special health care needs and children in low-income families. Funds can be used to support transportation that is a part of these services. For more information, contact Dr. Peter van Dyck, M.D., Director, Office of State and Community Health, Bureau of Maternal and Child Health, Health Resources and Services Administration, Department of Health and Human Services, 5600 Fishers Lane, Room 18-20, Rockville, MD 20857; phone 301.443.2204. Web site: <www.os.dhhs.gov/hrsa/mchb>.

**Medicare Rural Hospital Flexibility Grants**

FY 1999 Funding: $25.0 million

This new program is intended to help elders in rural areas continue receiving basic Medicare-financed health care through partnerships involving rural hospitals, health care providers and providers of related supportive services (such as transportation providers) in the community. These competitive grants will be administered by the Health Resources and Services Administration’s Office of Rural Health Policy. For more information, contact Dr. Wayne Myers, M.D., Director, Office of Rural Health Policy, Health Resources and Services Administration, Department of Health and Human Services, 5600 Fishers Lane, Room 9-05, Rockville, MD 20857; phone 301.443.0835. Web site: <www.nal.usda.gov/orhp>.

**Rural Health Services Outreach Grants**

FY 1999 Funding: $38.9 million

This is a program of demonstration grants to expand or enhance the availability of health services in rural areas. Transportation services that improve the availability of rural health care have been funded through this program. Public agencies and private nonprofits are eligible applicants. For more information, contact Dr. Wayne Myers, M.D., Director, Office of Rural Health Policy, Health Resources and Services Administration, DHHS, 5600 Fishers Lane, Room 9-05, Rockville, MD 20857; phone 301.443.0835. Web site: <www.nal.usda.gov/orhp>.

**Ryan White CARE Act Grants**

FY 1999 Funding: $1.4 billion

The Health Resources and Services Administration provides formula assistance to state and local governments to furnish HIV care services. Funds can be used to support transportation that is a part of these care services. Private nonprofit and nonprofit organizations, public bodies and Indian tribes are eligible subrecipients of this funding. For more information, contact Dr. Joseph O’Neill, M.D., Associate Administrator, HIUV/AIDS Bureau, Health Resources and Services Administration, DHHS, 5600 Fishers Lane, Room 7A-55, Rockville, MD 20857; phone 301.443.1993. Web site: <www.hrsa.dhhs.gov>.

**U.S. Department of Housing and Urban Development**

**Office of Community Planning and Development**

**Community Development Block Grants**

FY 1999 Funding: $4.8 billion

The Community Development Block Grant (CDBG) program supports a wide variety of community and economic development activities, with priorities determined at the local level. Some communities have used CDBG funds to assist
in the construction of transportation facilities. CDBG funds are distributed on a formula basis to states and cities. Portions of the CDBG program are earmarked for the Tenant Opportunity Program, the Economic Development Initiative, Family Self Sufficiency and other public housing supportive services. For more information, contact Richard Kennedy, Office of Block Grant Assistance, Office of Community Planning and Development, HUD, 451 Seventh St. S.W., Room 7286, Washington, DC 20410; phone 202.708.3587. Web site: <www.hud.gov>.

Housing Opportunities for Persons with AIDS
FY 1999 Funding: $215.0 million
This program provides grants for housing and supportive services to low-income persons with AIDS. Grants may be used to provide transportation services. Most of this program’s funding is awarded on a formula basis to state and city governments. For more information, contact David Vos, Office of HIV/AIDS Housing, HUD, 451 Seventh St. S.W., Room 7154, Washington, DC 20410; phone 202.708.1934. Web site: <www.hud.gov>.

Office of Housing
Supportive Housing for Persons with Disabilities
FY 1999 Funding: $194.0 million
This program provides grants to nonprofit organizations to develop and construct or rehabilitate rental housing with supportive services for very low-income persons with disabilities. Grantees are required to address these supportive services, including transportation. For more information, contact Charles Wehrwein, Deputy Assistant Secretary for Multifamily Housing Programs, Office of Housing, Department of Housing and Urban Development, 451 Seventh St., S.W., Room 6106, Washington, DC 20410; phone 202.708.2495. Web site: <www.hud.gov>.

Supportive Housing for the Elderly Program
FY 1999 Funding: $660.0 million
This program helps expand the supply of affordable housing with supportive services for the elderly. It provides low-income elderly with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. Grantees are required to address these supportive services. For more information, contact Charles Wehrwein, Deputy Assistant Secretary for Multifamily Housing Programs, Office of Housing, Department of Housing and Urban Development, 451 Seventh St., S.W., Room 6106, Washington, DC 20410; phone 202.708.2495. Web site: <www.hud.gov>.

Office of Public and Indian Housing
Public Housing Drug Elimination Program
FY 1999 Funding: $310.0 million
The primary purpose of this program is to reduce drug-related crime and criminal activities in and around public housing developments. Funds may be used to support transportation activities or services that help reduce drug-related criminal activity. Public and Indian housing authorities are eligible applicants. For more information, contact Sonia Burgos, Office of Crime Prevention and Security, Office of Community Relations and Involvement, HUD, 451 Seventh St. S.W., Room 4102, Washington, DC 20410; phone 202.708.1197. Web site: <www.hud.gov>.

U.S. DEPARTMENT OF LABOR

Employment and Training Administration
Senior Community Service Employment
FY 1999 Funding: $440.2 million
This program, authorized by Title V of the Older Americans Act, provides formula grants to states and national nonprofit organizations for subsidized employment and related services for low-income elders. Transportation is among the services provided through this program. For more information, contact Erich Larisch, Division of Older Worker Programs, U.S. Department of Labor, Employment and Training Administration, 200 Constitution Ave., N.W., Room N-4641, Washington, DC 20210; phone 202.219.5904. Web site: <www.wdsc.org/cwprog/index.html>.

Workforce Investment Act Programs
FY 1999 Funding: $5.3 billion
The Workforce Investment Act of 1998 transformed the Job Training Partnership Act (JTPA) and other federal job training programs into a network of formula grants to states and Indian tribes for youth and adult job training services through local workforce investment areas. The new legislation starts taking effect July 1, 1999. States and local areas are to consider program participants’ transportation needs, and may use program funds to help provide these and other supportive services. For more information on the current JTPA program, contact Charles Atkinson, Deputy Administrator, Office of Job Training Programs, U.S. Department of Labor, Employment and Training Administration, 200 Constitution Ave., N.W., Room N-4459, Washington, DC 20210; phone 202.219.6236; Web site: www.doleta.gov. For information on the Workforce Investment Act and its implementation, contact Eric Johnson, Workforce Investment Implementation Taskforce, U.S. Department of Labor, Employment and Training Administration, 200 Constitution Avenue, N.W., Room S-5513, Washington, DC 20210; phone 202.219.0316; Web site: <www.usworkforce.org>.

U.S. DEPARTMENT OF TRANSPORTATION

Federal Highway Administration
Highway Planning and Construction
FY 1999 Funding: $24.6 billion
The funding of federal aid for highways has many components, most of which can only be used for highway construc—
tion and rehabilitation projects. Two major highway programs, the Surface Transportation Program (STP) and the Congestion Mitigation and Air Quality Improvement Program (CMAQ), plus a number of smaller, more specialized programs, may be used for either highway or public transportation capital projects, as determined by state-approved transportation planning processes. The majority of these funds are awarded to state transportation departments on a formula basis, although some, such as Indian Reservation Roads and other public lands highway funds, are administered through separate mechanisms. One percent of each state’s STP allocation must be spent on transportation enhancements (e.g., pedestrian and bicycle access, preservation, beautification). Under limited circumstances, CMAQ funds may be used to support the operating costs of public transportation. For more information, contact Thomas Ptak, Associate Administrator for Program Development, Federal Highway Administration, U.S. Department of Transportation, 400 Seventh St. S.W., HPD-1, Washington, DC 20590; phone 202.366.0371; Web site: <www.fhwa.dot.gov/programs.html>.

**Federal Transit Administration**

**Transit Capital Improvement Grants**

FY 1999 Funding: $2.3 billion

This program, often known as Section 5309, provides capi-
tal assistance for new rail systems, modernization of exist-
ing rail systems, and new and replacement buses and bus facilities. Only public bodies are eligible recipients. By law, at least 5.5 percent of this programs bus and facility grants must be made in rural areas. Nearly all Section 5309 funding decisions are made by Congress. For more information, contact Joyce Larkins, Office of Programs Management, Federal Transit Administration, 400 Seventh St., S.W., TPM-10, Washington, DC 20590; phone 202.366.1650; Web site: <www.fta.dot.gov/office/program>.

**Metropolitan Transit Planning Grants**

FY 1999 Funding: $43.8 million

Metropolitan planning organizations (MPO’s) receive these funds on a formula basis to carry out federally mandated transit and highway planning requirements. In addition to the Section 5303 funding from FTA, MPO’s also receive a percentage of FHWA funds. For more information, contact Charles Goodman, Office of Planning, Federal Transit Administration, 400 Seventh St., S.W., TPL-12, Washington, DC 20590; phone 202.366.1944; Web site: <www.fta.dot.gov/office/planning>.

**Transit Capital Grants for Urbanized Areas**

FY 1999 Funding: $2.5 billion

Commonly known by its authorizing legislation as Section 5307, this program provides formula funding to areas of 50,000 or greater population. Funds may be used primarily to support capital expenses, except in areas of between 50,000 and 200,000 population, where there is no restriction on operating assistance (in addition, up to 10 percent of these funds may be used to assist with the operating costs of ADA-mandated complementary paratransit services). Only public bodies are eligible recipients. Funding for areas of less than 200,000 population are passed to state transit agencies for distribution. Recipients must spend one percent of their funding allocations on safety and security measures, and one percent must also be spent on transit enhancements. For more information, contact Melton Baxter, Office of Programs Management, Federal Transit Administration, 400 Seventh St., S.W., TPM-10, Washington, DC 20590; phone 202.366.1659; Web site: <www.fta.dot.gov/office/program>.

**Public Transportation for Nonurbanized Areas**

FY 1999 Funding: $177.9 million

Commonly known by its authorizing legislation as Section 5311, this is a program of formula funding to states for the purpose of supporting public transportation in areas of less than 50,000 population. Funds may be used to support administrative, capital or operating costs of local transportation providers. States are to spend 15 percent of their funding allocation on rural intercity bus needs, unless their governor certifies these needs already are being met. States may distribute funding to public, private non-profit, or tribal organizations. For more information, contact Mary Martha Churchman, Office of Program Management, Federal Transit Admini-
Capital Assistance for Elderly and Disabilities Transportation
FY 1999 Funding: $67.0 million
Known by its authorizing legislation as Section 5310, this program provides funding to states for the purpose of meeting the transportation needs of elders and persons with disabilities. Funds may be used only for capital expenses. Historically, recipients of this assistance are private nonprofit organizations, but public bodies who are the lead agency of a coordinated transportation arrangement (or who are the sole provider of transportation services in a community) also are eligible recipients. For more information, contact Sue Masselink, Office of Program Management, Federal Transit Administration, 400 Seventh Street, SW., TPM-10, Washington, DC 20590; phone 202.366.2053; Web site: <www.fta.dot.gov/office/program>.

Transit Planning and Research
FY 1999 Funding: $39.8 million
The Federal Transit Administration provides support for a variety of nationally significant planning, research and technical assistance activities. Some of these projects include the RTAP National Program, Project ACTION, the National Transit Institute and the JOBLINKS employment transportation initiative. Other topics FDA addresses in this program include advanced technology, Clean Air Act compliance, transit finance, human resource management and civil rights issues. Public bodies and private entities are eligible applicants. For more information, contact Tony Yen, Office of Research, Demonstration and Innovation, Federal Transit Administration, 400 Seventh St. S.W., TRI-2, Washington, DC 20590; phone 202.366.4047; Web site: <www.fta.dot.gov/office/research/>.

Rural Transit Assistance Program
FY 1999 Funding: $5.3 million
Best known by its abbreviation as RTAP, this is a state-managed program of training and technical assistance, intended to address the needs of transportation providers in rural areas. Activities vary widely from state to state, but include the sponsorship of training classes, the support of state association-based information and assistance, peer-to-peer networking, state conferences, and more. In addition, the RTAP National Program helps support the National Transit Resource Center and sponsors the development of training materials for rural transit providers. For more information, contact Mary Martha Churchman, Office of Program Management, Federal Transit Administration, 400 Seventh Street, SW., TPM-10, Washington, DC 20590; phone 202.366.2053; Web site: <www.fta.dot.gov/office/program>.

Job Access and Reverse Commute Grant Program
FY 1999 Funding: $75.0 million
This new program supports projects to transport welfare recipients and low-income persons to jobs and employment-related activities, as well as projects that help the general public better access suburban employment opportunities. Eligible applicants include states, public entities and nonprofit organizations. As one of the conditions for receiving these competitive grants, communities must undertake a coordinated regional planning process that involves not only transportation planners and providers, but also agencies administering public assistance, job training, welfare-to-work and related social programs. For more information, contact Doug Birnie, Office of Research Management, Federal Transit Administration, 400 Seventh Street S.W., TRI-30, Washington, DC 20590; phone 202.366.1666; Web site: <www.fta.dot.gov/ww>.

CORPORATION FOR NATIONAL SERVICE
National Senior Service Corps
FY 1999 Funding: $172.7 million
The National Senior Service Corps consists of three related programs that provide community service opportunities for older persons. The Foster Grandparent Program places volunteers in services for infants, children and youths with special needs. The Retired Senior Volunteer Program places volunteers in service activities such as health care, education, economic development, environmental and social services. The Senior Companion Program places volunteers in service activities helping elders with physical, mental or emotional impairments. In all cases, program participants receive stipends to cover transportation and related expenses. For more information, contact Thomas Endres, National Senior Service Corps, Corporation for National Service, 1201 New York Ave. N.W., Washington, DC 20525; phone 202.606.5000; Web site: <www.nationalservice.org/senior>.

U.S. DEPARTMENT OF VETERANS AFFAIRS
Veterans Health Administration
Veterans Hospitalization and Outpatient Care
FY 1999 Funding: $22.8 billion (est.)
Veterans are eligible for a wide range of hospital-based and outpatient medical services. The Dept. of Veterans Affairs (VA) will reimburse eligible veterans for some transportation to VA Medical Centers or approved outpatient care providers. For more information, contact Kenneth Kizer, Under Secretary for Health, U.S. Department of Veterans Affairs, 810 Vermont Ave. N.W., Room 80C, Washington, DC 20420; phone 202.273.5781; Web site: <www.va.gov/health/index.htm>.
**Program Purpose**

The Access to Jobs Program provides competitive grants to local governments and non-profit organizations to develop transportation services to connect welfare recipients and low-income persons to employment and support services. [3037]

**Program Features**

A coordinated transportation/human service planning mechanism is required to develop Access to Jobs programs; transit agencies must approve these programs.

Also authorizes a reverse commute program, to provide services to suburban employment centers from urban centers, rural areas and other suburban locations.

- Directed to making suburban connections for all populations.
- Criteria for selection include the need for additional services as identified in the transportation plan and the extent to which services will address these needs.

**Funding Features**

Split funded from both the Mass Transit Account and General Funds.

Guaranteed funding (Mass Transit Account & general revenues) increases from $50 million in 1999 to $150 million in 2003.

Not more than $10 million per year may be used for reverse commute activities.

Provides 50% Federal share.

Other Federal transportation-eligible funds could be used to meet the local match including Temporary Assistance for Needy Families (TANF) and Welfare to Work funding for Access to Jobs projects.

**Grant Award Criteria**

- the percentage of population that are welfare recipients
- the need for additional services
- coordination with and the use of existing transportation providers
- coordination with State welfare agencies implementing the TANF program
- use of innovative approaches, the presence of a regional plan and long term financing strategies and consultation with the community to be served.

**Eligibility for Funding**

Makes local governments and private non-profit organizations eligible for discretionary grants for operating and capital expenses for Jobs Access transportation service.

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**JOB ACCESS AND REVERSE COMMUTE GRANTS**

<table>
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Funds promotion of employer-provided transportation, use of transit for non traditional and transit voucher programs.

MPOs would designate applicants in areas above 200,000 population; States (State's chief executive officer) would designate applicants in areas 200,000 population or lower.

September 14, 1998

Job Access and Reverse Commute Notice
Year One - Highlights

$75m available in FY 99
$45m - Major urbanized areas (200,000 or more population)
$15m - Smaller urbanized areas (50,000 - 200,000 population)
$15M - Non-urbanized areas (Below 50,000 population)

Average Grant Sizes
Places 1m or more population $1,000,000
Places between 200,000 - 1m pop. $500,000
Places between 50,000 - 200,000 pop . $200,000
Places that are non-urbanized areas $150,000

Applications due December 31, 1998 -- Announcements of grant selection in February 1999

- MPOs select applicants in places 200,000 population or more states select applicants in places below 200,000 population
- FTA urges a consolidated application by a single recipient, may pass money through to subrecipients.
- Grants restricted in FY 99 to new and expanded services.
- Multi-year commitments possible
- Requires regional job access and reverse transportation plans developed by a coordinated transportation/human planning process.

Two stage grant process:
1. Applicant submits proposal and responds to grant selection criteria. Applicants selected for funding in this phase.

2. Selected applicants submit documentation of compliance with all FTA grant requirements prior to grant award.

50/50 DOT/Non-DOT match requirements, other Fed. funds may be applied to Non-DOT match.

Notice is a product of intradepartmental and interagency working group and was subject to extensive public consultation process.
Job Access and Reverse Commute Questions & Answers

Round One - Deadline: Dec. 31, 1998

1. Question: Must an applicant secure the local match when the application is submitted by December 31, 1998?

Answer: When the application is submitted in December 1998, the applicant should identify the expected source of matching funds and state that there is a reasonable expectation that the intended source(s) of local match will be available. However, applicants do not have to submit a firm commitment of local share until they submit the final Job Access and Reverse Commute (JARC) grant application certifications which are expected no later than March 31, 1999.

2. Question: Can the state, in concert with all the individual municipalities, authorities, non-profit organizations, etc. that wish to have a project, submit a single grant application which is a compilation of individual project applications prepared by the individual proposers? What additional statewide information does FTA expect to be included in such an application?

Answer: Yes, a state may submit a single statewide application consolidating all large urban, small urban and rural/non-urbanized projects selected by MPOs and the state. Such an application must still maintain the identity of individual projects and is still subject to all application requirements, including the documentation of a collaborative planning process, MPO selection of projects, ranking of individual projects, and average grant size limitations by population category.

Statewide applications need to distinguish between urban, small urban, and rural/non-urbanized projects. If a comprehensive, integrated statewide project is contemplated, with multiple implementation regions, then the approximate percentages of urban, small urban, and rural/non-urbanized beneficiaries needs to be given so that FTA can ensure that its grant awards are in compliance with the Congressionally-mandated funding categories. The Job Access and Reverse Commute Notice specifically urges states to undertake consolidated applications for small urban and rural areas. In such consolidated applications, states should rank and prioritize the projects within each consolidated application population category in order to aid in making project award if full funding of the consolidated application is not possible.

3. Question: What level of information is expected in the Regional Job Access and Reverse Commute Plan? How much consolidation of projects is possible? Should it include projects that support access to jobs activities but are ineligible for Job Access and Reverse Commute funding (e.g., car buying programs, transit passes, construction of child care and employment support facilities at transit stations)?

Answer: The Plan is expected to fulfill the criteria required in section I 2, "Regional Job Access and Reverse Commute Transportation Plan," as specified in the Job Access and Reverse
Commute Notice. The identity of individual projects must be maintained, because MPOs need to rank individual projects in the context of creating their overall program, and FTA needs to understand how individual projects relate to the overall regional approach to JARC when making its final funding decisions.

Projects that are clearly ineligible for Job Access and Reverse Commute funding but that may be nonetheless integral to a community's access to jobs activities should be included in the plan. While funds expended for ineligible projects can not constitute match dollars, the award criteria does include bonus points for linkages to employment-related support services and for utilizing strategies that are effective in meeting program goals. Transit pass programs, ineligible car-related activities and facilities for supportive services may fit under this criteria. However, funding requests for these activities should not be included in the Job Access and Reverse Commute application.

4. Question: In awarding Job Access and Reverse Commute grants, how will the FTA evaluate and credit the degree to which MPOs and Transit Agencies work with grassroots organizations?

   Answer: FTA will evaluate the participation of non-traditional organizations, including grass-roots organizations from the communities to be served, as part of its review of the regional collaborative Job Access and Reverse Commute planning process. Applicants will be awarded up to 25 points for the comprehensiveness and quality of this process. Since localities are competing, the better and more extensive the local outreach and consensus-based decision-making process, the higher the score a locality will receive for its collaborative planning process.

   The JARC Guidance indicates that FTA will expect to see evidence that the partners involved in the collaborative planning process support the application and the regional plan which is developed. Letters of endorsement, commitments to specific activities, or other indications of furthering job access goals developed through the collaborative planning process by partnering agencies are indications of their support of the JARC Plan and Program. It is expected that this JARC collaborative planning process take place within the context of, or be coordinated with, the metropolitan transportation planning process.

5. Question: Do MPOs and states have to have a public involvement process for JARC plans?

   Answer: As with other standard FTA requirements, public involvement requirements must be met before a Job Access and Reverse Commute project is finally awarded. It is recognized that these requirements may be not be entirely completed prior to submission of an application. Sections 450.212 and 450.316(b) of the FHWA/FTA Statewide and Metropolitan Planning Rule describes the public involvement process that applies to all FHWA/FTA related planning efforts. Because Job Access and Reverse Commute (JARC) service proposals must be coordinated with metropolitan transportation planning processes, it is expected that these public involvement provisions will be followed. Public involvement calls for broad community involvement and outreach. Special efforts may be needed to engage grassroots organizations in the JARC-related
public involvement process, and it is expected that JARC grant applicants will work with MPOs and states to make sure that this happens.

The public involvement process requires States or MPOs to demonstrate explicit consideration and response to public input received during the planning and program development processes. Concerns about the JARC planning process that are expressed during the public involvement process should be submitted by the States or MPOs with their responses as part of the TIP/STIP amendments as part of the final JARC grant certifications submission.

6. Question: Can state funds expended as match for Job Access and Reverse Commute grants count towards a state’s Maintenance of Effort (MOE) requirement for Temporary Aid to Needy Families (TANF)?

Answer: No. By Federal statute, state funds expended as a condition of receiving Job Access and Reverse Commute funds can not count towards a state’s MOE.

7. Question: What type of MPO action is acceptable for the MPOs role in the project endorsement process? Is an MPO vote required? Will a recommendation from the MPO’s Technical Coordinating Committee suffice? Will a letter of endorsement from the Chair of the MPO suffice?

Answer: Since the MPO must eventually program the proposed project into its official Transportation Improvement Program before award and receipt of a Federal Job Access & Reverse Commute grant, the form of the MPO’s endorsement at the time of initial application will be left to the discretion of each MPO and its policy makers. Any form of endorsement, including those above, will be acceptable.

8. Question: Do non-profit organizations require sponsorship by a FTA grantee or can they directly apply for a JARC grant?

Answer: The guidance identifies non-profit organizations among the list of eligible applicants for the program. Therefore, non-profits may apply directly and need not be sponsored or be a part of an application by a traditional FTA grantee. As with all applicants, proposals put forward by non-profit organizations in urbanized areas of more than 200,000 population would need to be "selected" by the MPO, while applicants in areas less than 200,000 must be selected by the state. However, FTA has urged states and MPOs wherever possible to develop consolidated applications with a designated lead agency applying on behalf of all participants. In such a case, FTA has urged that an applicant be an agency which has experience with the FTA program and its requirements. This will facilitate the meeting of FTA requirements for all participating agencies.

Please remember, that in such consolidated applications, states and MPOs should rank and prioritize the projects within the consolidated application so as to aid in project selection if full funding of the consolidated application is not possible.

For more information, see http://www.fta.dot.gov/ptrw.
Requests for Proposals

The first step in the contracting process is often to issue a request for proposals, or RFP, to solicit bids for the transportation services required. The RFP is a formal process and should only be used in those cases where informal contracting procedures cannot be used. In most cases, a Workforce Development Agency will be able to contract directly with their local transit agency without going through an RFP process. Refer to the applicable DOL procurement regulations for further guidance.

If you decide that you need to issue an RFP to receive the transportation services you have determined are necessary, here are the elements you will need to address:

1. The name of the agency issuing the RFP
2. A brief statement of the services being sought
3. Some background explaining the need for the service
4. A detailed description of the required services
5. The proposed contractor’s responsibility in providing the services
6. Proposal requirements including:
   - Maximum length
   - Number of copies to submit
   - Specific areas to be addressed
7. Submission requirements including
   - Deadline (day, date and time)
   - Address for submission
   - Contact person and telephone number
8. Any special instructions or considerations.
Appendix 5 - Sample Contract

SAMPLE

CONTRACT

This sample contract is provided courtesy of Sweetwater County Transit Authority, Rock Springs, Wyoming.
FUNDING AGREEMENT BETWEEN
YOUNG AT HEART SENIOR CENTER AND
THE SWEETWATER COUNTY TRANSIT AUTHORITY

This funding agreement is made and entered into this __________ day of __________, 1997, and between Young at Heart Senior Center and the Sweetwater County Transit Authority herein after referred to as SCTA.

WHEREAS, SCTA was formed for the purpose of providing elderly, handicapped, special and general public transportation services in Sweetwater County and,

WHEREAS, the Young at Heart Senior Center desires to obtain services provided by SCTA, and SCTA is desirous of providing the services herein set forth.

NOW, THEREFORE, in consideration of the mutual covenants, promises, and conditions set forth hereunder, the parties agree as follows:

1. The term of the agreement shall be for a period of one year, commencing October 30, 1997, and terminating November 1, 1998. Funding will be requested monthly in advance of services rendered.

2. The parties agree that the total funding agreement price for services provided by SCTA as approved by Young at Heart Senior Center shall be payable in monthly payments of $3,968.10.

3. SCTA agrees to provide the following services:

   a. To operate a transportation system for the elderly and handicapped of the City of Rock Springs and within a ten-mile radius.

   b. To provide transportation services from approximately 8:30 A.M. to 4:30 P.M., five days per week, based on the client's program as appropriate. Any program changes which necessitate a change in SCTA routes or time schedules must be coordinated at least 30 days in advance.

   c. To offer and provide assistance as needed getting passengers from door to door, i.e., from the door of the client's pick-up point to the bus and from the bus to the door of the building and vice-versa, to assure passengers are safely delivered; also to assist in carrying packages when needed.
d. SCTA agrees to wait three (3) minutes for no-shows, then knock on the door to assure the passenger is/is not available. If no answer, SCTA will advise the client of a no-show as soon as possible so a check can be made on the status of the passenger.

e. To provide other related services which, from time to time, may be mutually agreed upon by both parties.

4. SCTA agrees to keep and maintain good and proper business and passenger records of all services and charges provided for under this agreement and to provide such information to Young at Heart Senior Center upon request. SCTA will provide ridership (names of passengers and trip records) figures on a monthly basis by the 3rd day of the following month. This report may be made by telephone. SCTA will also provide a breakdown of costs (administrative, operational, capital) on an annual basis.

5. Young at Heart Senior Center agrees to determine eligibility of all clients utilizing SCTA services. Young at Heart Senior Center also agrees to encourage passengers to provide SCTA at least 24 hours in advance (unusual and/or emergency circumstances excepted) the time and location of passenger pick-ups and points of discharge, as well as passengers' names, addresses, telephone number and any special transportation needs (e.g., wheelchair lifts, etc.).

Passengers must be able to sit on their own and not require assistance during the transporting (they may be accompanied by an able-bodied helper if needed).

6. All services provided under this agreement will be in compliance with Title VI of the Civil Rights Act which provides that no recipient of services provided by this agreement shall be discriminated against on the basis of race, color, creed, national origin, ethnic background, sex, age or handicap.

7. Any penalty for failure by SCTA to adequately or properly perform the terms of this agreement is hereby waived by the Young at Heart Senior Center; if such failure is caused by:
FUNDING AGREEMENT BETWEEN
YOUNG AT HEART SENIOR CENTER AND
THE SWEETWATER COUNTY TRANSIT AUTHORITY

a. Adverse weather conditions or other emergencies that would create hazardous driving conditions. SCTA and client jointly shall agree on closure.

b. Shortage of fuels or lubricants beyond the control of SCTA;

c. Acts of God or other unforeseen circumstances whether of the class of causes herein enumerated or not.

8. Nothing herein contained shall be construed so as to extend or modify SCTA’s liability under the Wyoming Governmental Claims Act or any other laws of the State of Wyoming of these United States.

9. This agreement may be modified or renewed in writing, as needed by mutual consent of the parties, or in one-year increments, unless otherwise canceled by either party providing thirty (30) days’ notice prior to cancellation and only if such notice is in writing.

SO MADE AND ENTERED the date above written; witness our hands and seals:

FOR YOUNG AT HEART SENIOR CENTER: FOR SWEETWATER COUNTY TRANSIT AUTHORITY:

_________________________ Date ______  ___________________________ Date ______
Chairman  

Board Chairman

Attest:

_________________________ Date ______  ___________________________ Date ______
Secretary  

Secretary

_________________________ Date ______  ___________________________ Date ______
Director  

Director
Employer Provided Benefits

Transit or Vanpool Benefits

The federal tax code allows employers to offer up to $65/month in federal-tax-exempt transit or vanpool benefits. This amount will increase to $100/month for taxable years beginning after December 31, 2001.

Transit:

Description:
Transit can include bus's, trains, subways, commuter rail, and ferries. Riders can pay per trip for all forms of mass transit, or a time limited transit pass can be purchased. A transit pass allows the person to ride free or at a reduced rate, regardless of how much each employee uses the system. Some transit operators now have special annual pass programs that offer employers the chance to purchase transit passes for a significantly reduced rate provided that they agree to purchase a certain amount, such as one pass for every eligible employee. As stated above, employers may provide mass-transit passes or subsidies for work commutes as a tax-free bonus in addition to wages (up to $65 a month per employee). Or, these passes can be provided out of regular wages before taxes (up to $65) if the employee requests the benefit. Marketing representatives from most mass transit agencies will visit companies to discuss transit services and special pass programs with employees. In addition, Human Resources departments can distribute transit route maps and schedules and sell transit passes, perhaps through payroll deductions.

Examples:

In Oregon, Intel Corp. bought bus and light-rail passes from Tri-Met for $10 a piece instead of the retail annual passholder’s price of $505. They got the discount by purchasing passes for all eligible members of their work force. The corporation purchased 10,400 passes and will provide them free of charge to all employees. Under the State's new commute-reduction law, businesses that provide transit passes for their employees can take a 35 percent State tax credit. This benefit would also allow them to deduct the $104,000 from their Federal business income taxes.

In a program in place at the University of California at San Diego since 1969, for example, San Diego Transit has provided unlimited access to anyone with student, faculty, or staff identification for a flat rate per year. From July 1997 through June 1998, the cost is $178,000, or about $5 for each of UC San Diego's 35,200 faculty, students and staff. The program avoids the transaction cost of purchasing individual transit passes, instead buying one pass for the entire campus community. Private employers in Silicon Valley in California have similar arrangements with the local transit agency. Transit pass programs could be a component of a broader educational program as described above.

Related Link: Transit Center [http://transitcenter.com/](http://transitcenter.com/) (Other relevant or pertinent links are being sought. Please contact us at the Transportation Air Quality Center by calling 734-214-4100 or e-mailing RSPD-TRAQ@epa.gov)

Vanpools:

Description:
Vanpooling -- an arrangement in which several people (usually 7-15) share the ride to work in a van -- can become a key component in a company's or businesses commuter choice program. A qualified van must seat at least 6 adults, not including the driver (per IRS code). At least 80% of the mileage must be for transporting employees to and from work, with employees occupying at least one-half of the seats
(not including the driver). Vanpooling benefits are subject to the same monetary limits as transit.

- ZIP Code searches can gather co-workers living in the same area and introduce them to possible vanpoolers.
- Most vanpools operate between a central meeting place, like a convenient parking area, and the work place.
- The cost of participating in vanpools depends upon the distance traveled and the seating capacity of the van.
- Vanpools basically fall within four categories:
  1) Owner-Operated: Use an employee-owned van.
  2) Employer-Sponsored: Use vans owned or leased by an employer.
  3) Third-Party: Use vans contracted from a vanpool management agency. The agency may also administer the program.
  4) Public Transit-Owned or operated


Advantages:

- Vanpooling and other work options prove popular for people suffering from long distance commutes and a relative lack of public transportation, and for people who have co-workers or others in a proximate work areas living nearby.
- Companies have found that vanpoolers have arrived at work more relaxed and more productive, because the stress of individual long commutes in heavy traffic has been eliminated. To ensure an appealing trip, vans can be equipped with individual reading lamps, reclining seats, and AM/FM radios. Vanpooling should provide comfort and convenience.

Example:

A Washington, D.C. program called Commuter Connections, for example, aims to help businesses voluntarily reduce employee driving to work. Its services include promoting and organizing ridesharing. Using a Geographic Information System software program, Commuter Connections matches commuters for ridesharing. The program has also launched a regional Guaranteed Ride Home program to “take the worries out of ridesharing.”

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**Park and Ride**

**Description:**
Park and Ride programs make it easier for commuters to use public transit or busses when the pickup/dropoff point is not very close to home. A central parking lot exists adjacent to the train, subway, vanpool or bus stops. Commuters may park at this lot for a specified rate, or sometimes free of charge, and then take public transit the remaining distance to work.

The cost of parking in Park and Ride lots -- specifically for the use of transit and vanpool from those lots -- is eligible to be excluded from gross Federal income taxes up to the $175 monthly parking limit. This benefit is covered in the tax laws as a qualified parking benefit.

**Advantage:**
Appendix 7 - National Contacts

National Organizations:

The National Transit Resource Center

For information on any issue raised in this toolkit, your first stop should be the National Transit Resource Center (NTRC). The NTRC provides in-depth technical assistance on all aspects of employment transportation efforts. The toll-free Transit Hotline (800.527.8279) is your gateway to the resources housed in the NTRC. Whatever the topic, help is available through the hotline. You may also contact the NTRC through the world wide web at www.ctaa.org.

The National Association of Private Industry Councils

The National Association of Private Industry Councils (NAPIC) represents the interests of the nation's Private Industry Councils (PICs), local public-private partnerships charged, under the federal Job Training Partnership Act (JTPA), with planning and overseeing education, job training, and employment programs for low-income youth and adults as well as dislocated workers.

World Wide Web: www.work-web.com/NAPIC
Telephone: (202) 289-2950

The Welfare Information Network

The Welfare Information Network (WIN) is a foundation-funded project to help states and communities obtain information, policy analysis and technical assistance on welfare reform activities.

World Wide Web: www.welfareinfo.org
Telephone: (202) 628-5790

The National Governor's Association

NGA is the only bipartisan national organization of, by, and for the nation's Governors. Its members are the Governors of the fifty states, the commonwealths of the Northern Mariana Islands and Puerto Rico, and the territories of American Samoa, Guam, and the Virgin Islands.

The NGA is has funded 25 state programs to promote coordinated transportation planning for welfare reform.

World Wide Web: www.welfaretowork.org
Telephone: (202) 955-5005

Government Agencies:

The United States Department of Labor (DOL)

The United States Department of Labor provides funding for workforce development activities across the country. This includes more than $3 billion in welfare-to-work grants. On its website the DOL offers guidance on how to use welfare-to-work grants to fund transportation initiatives.

World Wide Web: www.dol.gov

The United States Department of Transportation, Federal Transit Administration (FTA)

The FTA provides funding to local transit systems throughout the United States. Just launched, the Access to Jobs initiative will provide support to innovative activities to help low-income people access work.

World Wide Web: www.fta.dot.gov/whw

The United States Department of Health and Human Services, Administration for Children and Families (ACF)

ACF administers the Temporary Assistance to Needy Families (TANF) funds in block grants to the states. The ACF website has current information about welfare reform and guidance on using TANF funds for transportation.

World Wide Web: www.acf.dhhs.gov
National Transit Resource Center

The National Transit Resource Center is the Community Transportation Association of America's clearinghouse on transportation. It provides support, publications, referrals and funding information to individuals seeking to improve transportation access to jobs, job training, health care, and other destinations.

National Transit Resource Center Services:

- Individual consultations and advice via a toll-free number. Call 800.527.8279 to speak with an Information Specialist. Hours: Monday - Friday, 8:30 a.m. to 5:30 p.m. ET;

- A 24-hour fax-on-demand service for transportation information. Call the 800 number above, select option 2, and punch in "1" to receive an index of available documents;


- A library of employment transportation-related documents and research materials; and

- A peer-to-peer network of experts in the field of employment transportation who can provide you with technical assistance by telephone, in writing, on site, and at your conferences.

Call today to order your free copy of:

- The Link to Employment: Case Workers as Mobility Managers

- Mobility: Key to Welfare Reform


Transportation Questions? We Have Answers!

Call Us Today at 800.527.8279

The National Transit Resource Center is supported by:
U.S. Department of Health and Human Services,
U.S. Department of Transportation - Federal Transit Administration
National Transit Resource Center
Glossary

Like other industries, community transit has a language of its own, one that is often thick with acronyms and terms that are not easily understood. This summary provides clear, concise definitions for these terms. From AAA (Area Agency on Aging) to Vanpool, you'll not only understand what each term means but how it relates to community transit. Call the National Transit Hotline (800.527.8279) or e-mail us (adams@ctaa.org) whenever you run across an unfamiliar term in your daily work that is not defined in this glossary.

National Transit Resource Center
When you have questions, we have answers.

800.527.8279
1341 G Street, N.W.
Suite 600
Washington, D.C. 20005
http://www.ctaa.org/ntrc

National Transit Resource Center is funded by FTA's National Rural Transit Assistance Program and DHHS's Community Transportation Assistance Project.
AAA: Area Agency on Aging. The local entity that plans senior services and advocates for the elderly within their communities, administering provisions of the Older Americans Act (see OAA).

Access Board: Common name for the Architectural and Transportation Barriers Compliance Board, an independent Federal agency whose mission is to develop guidelines for accessible facilities and services, and to provide technical assistance to help public and private entities understand and comply with the Americans with Disabilities Act (ADA).

Access to Jobs: Federal funding for programs to increase work-related transportation available to low-income individuals. Authorized in TEA-21. Non-profit organizations and municipalities can apply to FTA for funding.

Accessibility: The extent to which facilities, including transit vehicles, are barrier-free and can be used by people who have disabilities, including wheelchair users.

AFDC: Aid to Families with Dependent Children. The joint Federal-state welfare program until 1996 when welfare reform ended AFDC and created TANF.

Alternative Fuels: Vehicle engine fuels other than standard gasoline or diesel. Typically, alternative fuels burn cleaner than gasoline or diesel and produce reduced emissions. Common alternative fuels include methanol, ethanol, compressed natural gas (CNG), liquified natural gas (LNG), clean diesel fuels and reformulated gasoline.

Americans with Disabilities Act (ADA): Passed by the Congress in 1990, this act mandates equal opportunities for persons with disabilities in the areas of employment, transportation, communications and public accommodations. Under this Act, most transportation providers are obliged to purchase lift-equipped vehicles for their fixed-route services, and must assure system-wide accessibility of their demand-responsive services to persons with disabilities. Public transit providers also must supplement their fixed-route services with paratransit services for those persons unable to use fixed-route service because of their disability.

AoA: Administration on Aging. The agency within the U.S. Department of Health and Human Services that oversees the implementation of the Older Americans Act, including senior nutrition programs, senior centers and supportive services for elders.

Bridges-to-Work: A research demonstration project intended to link poor but job-ready inner-city residents with suburban jobs. The five demonstration sites are Baltimore, Chicago, Denver, Milwaukee and St. Louis.

Brokerage: A method of providing transportation where riders are matched with appropriate transportation providers through a central trip request and administrative facility. The transportation broker may centralize vehicle dispatch, record keeping, vehicle maintenance and other functions under contractual arrangements with agencies, municipalities and other organizations. Actual trips are provided by a number of different vendors.

Bus Testing: Originally drafted in 1989, the Federal Transit Administration (FTA) Bus Testing regulations mandate that all transit vehicle models purchased with FTA money must undergo testing at FTA's Altoona, Pa. bus testing site.
Buy America: Federal transportation law which requires that all purchases of vehicles, equipment or any other manufactured item be of US-made and assembled components, unless the purchase price is less than $100,000 or the DOT has given the purchaser a Buy America waiver.

Capital Costs: Refers to the costs of long-term assets of a public transit system such as property, buildings and vehicles. Under TEA-21, FTA has broadened its definition of capital costs to include bus overhauls, preventive maintenance, and even a share of transit providers' ADA paratransit expenses.

Clean Air Act: Federal regulations which detail acceptable levels of airborne pollution and spell out the role of state and local governments in maintaining clean air.

Commercial Drivers License (CDL): The standardized driver's license required of bus and heavy truck drivers in every state. Covers drivers of any vehicle manufactured to seat 15 or more passengers (plus driver) or over 13 tons gross vehicle weight. The CDL is mandated by the Federal government in the Commercial Motor Vehicle Safety Act of 1986.

Community Transportation: Transportation services that address the transit needs of an entire community, including the needs of both the general public and special populations.

Complementary Paratransit: Paratransit service that is required as part of the Americans with Disabilities Act (ADA) which complements, or is in addition to, already available fixed-route transit service. ADA complementary paratransit services must meet a series of criteria designed to ensure they are indeed complementary.

Congestion Mitigation and Air Quality Project (CMAQ): A flexible funding program administered by the Federal Highway Administration (FHWA) which funds projects and programs to reduce harmful vehicle emissions and improve traffic conditions. CMAQ funds may be used flexibly for transit projects, rideshare projects, high-occupancy vehicles lanes or other purposes.

Coordination: A cooperative arrangement between transportation providers and organizations needing transportation services. Coordination models can range in scope from shared use of facilities, training or maintenance to integrated brokerages or consolidated transportation service providers.

Curb-to-Curb Service: A common designation for paratransit services. The transit vehicle picks up and discharges passengers at the curb or driveway in front of their home or destination. In curb-to-curb service the driver does not assist the passenger along walks or steps to the door of the home or other destination.

CTAA: Community Transportation Association of America. A national professional association of those involved in community transportation, including operators, vendors, consultants and Federal, state and local officials.

CTAP: Community Transportation Assistance Project. This program of the U.S. Department of Health and Human Services offers training materials, technical assistance and other support services for community transportation providers across the country. CTAP services are currently delivered by CTAA through the National Transit Resource Center.
Demand-Response Service: The type of transit service where individual passengers can request transportation from a specific location to another specific location at a certain time. Transit vehicles providing demand-response service do not follow a fixed route, but travel throughout the community transporting passengers according to their specific requests. Can also be called "dial-a-ride." These services usually, but not always, require advance reservations.

Deviated Fixed Route: This type of transit is a hybrid of fixed-route and demand-response services. While a bus or van passes along fixed stops and keeps to a timetable, the bus or van can deviate its course between two stops to go to a specific location on demand.


Disabled: Any person who by reason of illness, injury, age, congenital malfunction or other permanent or temporary incapacity or disability is unable, without special facilities, to use local transit facilities and services as effectively as persons who are not so affected.

DOL: U.S. Department of Labor.

DOT: U.S. Department of Transportation.

Door-to-Door Service: A form of paratransit service which includes passenger assistance between the vehicle and the door of his or her home or other destination. A higher level of service than curb-to-curb, yet not as specialized as "door-through-door" service (where the driver actually provides assistance within the origin or destination).

Drug and Alcohol Testing Regulations: DOT implemented the Omnibus Transportation Employee Testing Act in December 1992. The act requires drug and alcohol tests for all safety-sensitive employees of agencies receiving Section 5307, 5309 or 5311 funding (Section 5310 agencies are not included), including drivers, maintenance workers, dispatchers and supervisors.

Economic Development: The improvement of an area's employment, production or industrial well being. The availability of public transit can play an important role in economic development.

Employment Transportation: Transportation specifically designed to take passengers to and from work or work-related activities.

Empowerment Zones / Enterprise Communities (EZ/EC): These areas, so designated by the Department of Housing and Urban Development (HUD) and the Department of Agriculture (USDA), are eligible for preferences and flexibility in many federal grant programs. EZ/ECs are chosen competitively based on community poverty characteristics and local strategic planning processes.

Fare box revenue: The monies or tickets collected as payments for rides. Can be cash, tickets, tokens, transfers and pass receipts. Fare box revenues rarely cover even half of a transit system's operating expenses.

FHWA: Federal Highway Administration. A component of the U.S. Department of Transportation, provides funding to state and local governments for highway construction and improvements, including funds which must be used for transit. FHWA also regulates the safety of commercial motor vehicle operations (vehicles which require a CDL to drive). FHWA is the lead agency in federal intelligent transportation activities and regulated interstate transportation.
Fixed-route: Transit services where vehicles run on regular, pre-designated, pre-scheduled routes, with no deviation. Typically, fixed-route service is characterized by printed schedules or timetables, designated bus stops where passengers board and alight and the use of larger transit vehicles.

FTA: Federal Transit Administration (before 1991, Urban Mass Transportation Administration). A component of the U.S. Department of Transportation that regulates and helps fund all public transportation. FTA provides financial assistance for capital and operating costs and also sponsors research, training, technical assistance and demonstration programs. FTA was created by the passage of the Urban Mass Transportation Act of 1964.

Grant: The award of government funds to an entity. Federal funds are typically awarded either as formula (or "block") grants, where a predetermined legislative process establishes the level of funding available to an entity, or discretionary grants, where the funding agency is free to determine how much (if any) funding an entity will be given based on the relative merits of the proposal. Private foundations also give grants based on much the same criteria.

Head Start: A program of comprehensive services for economically disadvantaged preschool-age children. Services, including transportation, are provided by local Head Start agencies and are funded by the Administration for Children and Families, part of DHHS.

Human Services Transportation: Transportation related to the provision of human or social services. Includes transportation for the elderly and people with disabilities when the transportation is provided by an arrangement other than the public service available to all.

Intercity Transportation: Transportation service between two urban areas. Under FTA's Section 5311 (f), intercity transportation service must receive no less than 15 percent of each state's total Section 5311 funding, unless a state's governor certifies that these needs are already being met.

Jitney: A privately-owned small vehicle that is operated on a fixed route but not on a fixed schedule.

JOBLINKS: A demonstration program of the Federal Transit Administration, operated by CTTA. The JOBLINKS program tests new ways of providing employment transportation to unemployed and underemployed people through local partnerships between transportation providers and human service agencies.

Match: State or local funds required by the federal government to complement federal funds for a project. A match may also be required by states in funding projects which are joint state/local efforts. Some funding sources allow services, such as the work of volunteers, to be counted as an in-kind funding match. Federal programs normally require that match funds come from other than Federal sources.

Medicaid: Also known as Medical Assistance, this is a health care program for low-income and other "medically needy" persons. It is jointly funded by state and federal governments. The Medicaid program pays for transportation to non-emergency medical appointments if the recipient has no other means to travel to the appointment.

MPO: Metropolitan Planning Organization. The local bodies that select projects in urban areas to be funded by TEA-21.
MRO: Medical Review Officer. An accredited physician who can review the results of drug and alcohol tests for transit employees. A MRO is mandatory for certain transit agencies under the DOT Drug and Alcohol Regulations. The definition and qualifications for a MRO are included in 49 C.F.R. Part 40.

National Transit Database Reports: Annual reports formerly known as "Section 15," based on financial and operating data, required of almost all recipients of transportation funds under Section 5307.

National Transit Resource Center: CTAP and RTAP funded service housed at CTAA. Provides technical assistance, information, and support to the community transportation industry. Most services and materials are available at no charge.

OAA: Older Americans Act. Federal law first passed in 1965. The act established a network of services and programs for older people. This network provides supportive services, including transportation and nutrition services, and works with public and private agencies that serve the needs of older individuals.

Operating costs: Non-capital costs associated with operating and maintaining a transit system, including labor, fuel, administration and maintenance.

Paratransit: Types of passenger transportation that are more flexible than conventional fixed-route transit but more structured than the use of private automobiles. Paratransit includes demand-response transportation services, subscription bus services, shared-ride taxis, car pooling and vanpooling, jitney services, and so on. Most often refers to wheelchair-accessible, demand-response van service.

PIC: Private Industry Council. See Workforce Investment Board.

Pre-Award/Post-Delivery Audit Requirements: Since 1991, FTA has required recipients of Sections 5307, 5309, 5310 and 5311 funds to carry out audits of vehicles and other rolling stock purchased with FTA money. These audits are to ensure that vehicles are manufactured according to specification and comply with applicable Buy America and Federal Motor Vehicle Safety Standards.

Risk Management: An element of a transit system's safety management program. Includes identification and evaluation of potential safety hazards for employees, passengers and the public.

RTAP: Rural Transit Assistance Program. This project of the FTA offers training materials, technical assistance and other support services for rural transit systems across the country. RTAP funds help to support the National Transit Resource Center.

Section 5307: The section of the Federal Transit Act that authorizes grants to public transit systems in all urban areas. Funds authorized through Section 5307 are awarded to states to provide capital and operating assistance to transit systems in urban areas with populations between 50,000 and 200,000. Transit systems in urban areas with populations greater than 200,000 receive their funds directly from FTA.

Section 5309: The section of the Federal Transit Act that authorizes discretionary grants to public transit agencies for capital projects such as buses, bus facilities and rail projects.

Section 5310: The section of the Federal Transit Act that authorizes capital assistance to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local operators in both rural and urban settings, who are either nonprofit organizations or the lead
Section 5310: The section of the Federal Transit Act that authorizes capital assistance to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local operators in both rural and urban settings, who are either nonprofit organizations or the lead agencies in coordinated transportation programs.

Section 5311: The section of the Federal Transit Act that authorizes capital and operating assistance grants to public transit systems in areas with populations of less than 50,000.

Service Route: Another hybrid between fixed-route and demand-response service. Service routes are established between targeted neighborhoods and service areas riders want to reach. Similar to deviated fixed routes, service routes are characterized by flexibility and deviation from fixed-route intervals. However, while deviated fixed routes require advanced reservations, service routes do not. A service route can include both regular, predetermined bus stops and/or allow riders to hail the vehicle and request a drop-off anywhere along the route.

TANF: Temporary Aid to Needy Families. Created by the 1996 welfare reform law, TANF is a program of block grants to states to help them meet the needs of families with no income or resources. It replaces AFDC, JOBS, Emergency Assistance and some other preceding federal welfare programs. Because of TANF-imposed time limits, states are using TANF to try placing recipients in jobs as quickly as possible, often using program funds to pay for transportation, child care and other barriers to workforce participation.

TEA-21: Transportation Equity Act for the Twenty-first Century. This 1998 legislation authorizes approximately $217 billion for highways, highway safety and mass transportation until Fiscal Year 2003.

Trip: A one-way movement of a person or vehicle between two points. Many transit statistics are based on "unlinked passenger trips," which refer to individual one-way trips made by individual riders in individual vehicles. A person who leaves home on one vehicle, transfers to a second vehicle to arrive at a destination, leaves the destination and has to transfer to yet another vehicle to complete the journey home has made four unlinked passenger trips.

USDA: U.S. Department of Agriculture. Among its many other functions, USDA is the federal government's primary agency for rural economic and community development.

Vanpool: A prearranged ridesharing service in which a number of people travel together on a regular basis in a van. Vanpools may be publicly operated, employer operated, individually owned or leased.

Workforce Investment Act: This 1998 legislation consolidates the former Job Training Partnership Act (JPTA) and many other federal job training programs into state-managed block grants. This law also replaces Private Industry Councils (PICs) with Workforce Investment Boards.

Workforce Investment Board: Formerly known as Private Industry Council (PIC). Workforce Investment Boards are concerned with training and developing workers to meet the needs of local business. They are responsible for most local job training programs and related welfare-to-work efforts.
Appendix 10 - Bibliography


The documents listed above are referred to in the toolkit. For a more complete list of publications relating to employment transportation, contact the National Transit Resource Center at 800.527.8279.

To find out how to obtain the publications listed above, call the National Transit Resource Center.