

# Working with Agencies

This chapter summarizes the creative work that local and regional agencies have accomplished in providing welfare-related transportation. The agencies profiled here provide transportation and social services at the state, regional, and county level. Programs include the following:

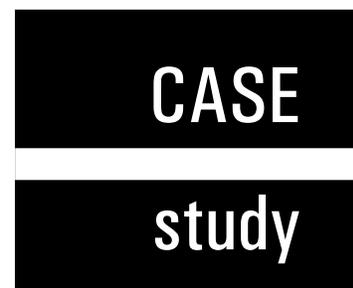
- **AdVANTage Van Service Entrepreneurs Project**, in Anne Arundel County, Maryland, which trains welfare recipients to operate van services.
- **Contra Costa County Social Services Department**, in Martinez, California, which is making vans available to TANF participants to provide transportation services for community organizations and child-care facilities.
- **Metropolitan Transportation Commission**, in California's San Francisco Bay Area, which is facilitating a county-based planning process and developing transportation resource guides.
- **AC Transit Neighborhood Circulator**, which provides nighttime connections between rail stations and a residential community in North Richmond, California.
- **Pinellas County Metropolitan Planning Organization**, in Clearwater, Florida, which administers transportation options for TANF recipients.
- **Santee Wateree Regional Transportation Authority**, in Sumter, South Carolina, which coordinated new work-related transportation services with existing services for clients of human service agencies.
- **State of New Jersey**, which developed a comprehensive county-based transportation planning process.
- **State of South Carolina**, which developed an interagency planning program to support local efforts.
- **Transit Authority of River City**, in Louisville, Kentucky, whose services include a one-stop center and a late-night subscription shuttle to support second- and third-shift workers.

- **TransPac** in Pleasant Hill, California, a regional planning agency that provides transportation incentives and traveler information.

With welfare reform, transportation and social services agencies have come together to collaborate on serving a new constituency of TANF recipients making the transition from welfare to work. As the following pages show, the programs profiled here have incorporated a wide range of nontraditional elements into their programs. Strategies have included regional planning efforts, programs to train welfare recipients to operate their own transportation services, specialized late-night services, and coordination between work-related and agency-based transportation.

## **AdVANtage Van Service Entrepreneurs Project**

Anne Arundel County is located in central Maryland, approximately 27 miles from both Washington, D.C., and Baltimore. In July 1996 the Anne Arundel County Department of Social Services (DSS) collaborated with the Young Women's Christian Association (YWCA) of Annapolis, Anne Arundel County and the YWCA of the Greater Baltimore Area to develop and implement a transportation micro-enterprise program to address the region's unmet transportation needs. The program was designed to train and subsidize public assistance recipients to become entrepreneurs; they, in turn, would offer transportation services to other DSS recipients for job searches, commuting to approved job training programs, and work trips.



The AdVANtage Van Service Entrepreneurs Project was funded in 1997-1998 by the Federal Transit Administration and sponsored by the Community Transportation Association of America (CTAA).

### **The AdVANtage Model**

The AdVANtage project is a vehicle ownership program that trained and capitalized four DSS clients as entrepreneurs. The entrepreneurs contracted with DSS to provide welfare-to-work employment transportation:

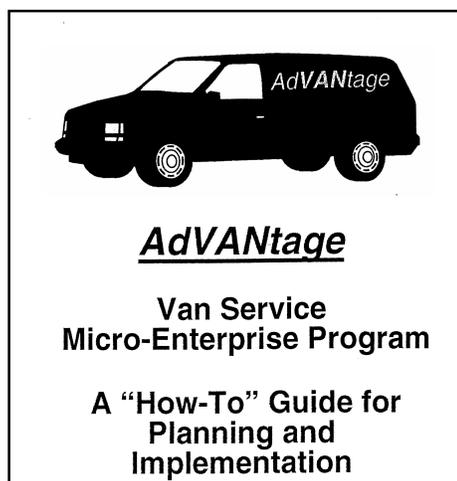
- To provide feeder service to public transportation, taking DSS clients to bus stops or park-and-ride lots; and
- To provide an alternative means of travel for DSS clients who need transportation to work, job training, or job-search activities.

After extensive outreach, seven individuals were selected as potential program candidates. After screening for credit history, criminal background, health, and

general interest in starting their own business, six were selected for enrollment in the AdVANtage program. Participants attended a four-month training and development program. The training curriculum included computer training, business development, professional development, financial planning and management, communication, safe driving, and marketing.

Six members from the Service Corps of Retired Executives Association (SCORE) served as mentors and advisors to the participants. Local businessmen served as speakers on a variety of topics throughout the project. Support and guidance was also available from the Annapolis Regional Transportation Management Association and the Public Service Commission. Other community support and recognition came from the County Executive, who honored the participants at a business reception attended by over 200 community members.

At the conclusion of the training program, four participants were in operation by early 1998. (Two participants were dismissed from the process for undisclosed reasons.) The entrepreneurs operate as sole proprietors assigned to a core regional county area, but not limited to a specific jurisdiction. One of the original four entrepreneurs stopped operations immediately after start-up, but a new entrepreneur began another operation in early 1999.



## The AdVANtage Service

The entrepreneurs own and operate 15-passenger vans. DSS does not maintain records on the number of clients using the AdVANtage service, but estimates that 500-700 monthly trips are provided during the morning and evening peak hours, Monday through Friday; a total of \$2,000 is paid to the four entrepreneurs monthly.

AdVANtage farecards are issued to recipients who have no other means of transportation; each farecard pays for 40 one-way trips. DSS encourages job counselors to consider other alternatives first because of the cost of AdVANtage service. The client is responsible for reserving AdVANtage service 24 hours in advance. The AdVANtage entrepreneur is paid \$10 per trip up to 10 miles, \$13 per trip for 11-20 miles, and \$18 per trip for more than 21 miles. They receive an additional \$3 for each child riding with a parent. DSS does not provide on-going financial or mentoring support to the entrepreneurs, but micro-grants of approximately \$3,500 will be available for service improvements and expansion.

## Program Evaluation

DSS stated that the AdVANTage program has increased access to transit between home and job sites, and “has eliminated the client’s excuse that lack of transportation makes them unable to work.” DSS could not indicate the number of clients who have obtained or retained jobs because of the AdVANTage program but reported a 75 percent decrease in its caseload due to welfare reform initiatives.

DSS considers the program a success and describes it as “a rest stop to the top.” The project has successfully:

- Trained and capitalized four cash assistance recipients as van company owners in Anne Arundel County
- Contracted with the new entrepreneurs to provide transportation services to other public assistance recipients
- Developed a “how-to” guide to help other jurisdictions to replicate the AdVANTage program, which is available free of charge from the Anne Arundel County Department of Social Services
- Developed a replicable business training program combined with a transportation component<sup>1</sup>
- Expanded the entrepreneur’s client base to include contracts to provide transportation service for private schools, United Cerebral Palsy, Department of Occupational Rehabilitation Services, Fresh Air Accessible Services (non-emergency), and Baltimore Washington International Airport (BWI)

A formal evaluation of the program is currently underway.

## The Entrepreneur’s Perspective

Entrepreneurs had a different perspective of the challenges and successes of the AdVANTage program, summarized here. The entrepreneurs operate their business out of their homes as sole proprietors. Each is responsible for scheduling, dispatching, driving the vehicles, insurance costs, vehicle maintenance, repairs, soliciting contracts, writing proposals, and all other aspects of the business. Contact was possible with only 3 of the entrepreneurs, who described the fourth entrepreneur as “having a hard time,” “given up,” “not doing well,” and “has not operated for more than three months.”

- **Vendor A** owns 2 vans and provides weekday peak-period service. The vendor reported transporting 549 DSS clients in the first month of service,

394 clients in the second month, and 353 in the third month. DSS referrals have dwindled to 30 trips per month. The entrepreneur attributes this decline to the fact that DSS gives its clients only one farecard. After the first month, the DSS client must find another way to travel.

The entrepreneur reported transporting an average of 8 passengers per day. In July 1999, the entrepreneur was awarded a contract with a YWCA for 30 trips per month at a rate of \$2.50 per mile. In addition to the management and operational responsibilities of the business, the entrepreneur also has to find new contracting opportunities. The entrepreneur reported that no on-going support from any source is available. The mentor assigned from SCORE is "too busy to help" with problems encountered.

- **Vendor B** described the assigned core area as "remote and isolated." She uses 1 15-passenger van, fraught with mechanical problems, to provide service. Initially, the entrepreneur scheduled and drove the vehicle, 10-12 hours Monday through Friday, but now receives occasional assistance from a relative. During the first year of operation, the entrepreneur earned \$40,000 but only netted \$15,000 to cover the living expenses for her and her three young children.

The entrepreneur emotionally reported struggling to stay in business because of expensive overhead, high cost of insurance, vehicle maintenance and repair costs. Vendor B is not eligible for child support payments because the absent parent has a disability and receives federal Supplemental Security Income benefits. Due to Vendor B's precarious financial situation, it is highly likely that she will apply for food stamps. The entrepreneur wants to stay in business because of the community's need for some source of transportation. She receives support from a staff member at the YWCA.

- **Vendor C** operates 1 15-passenger vehicle and is in the process of obtaining a second vehicle. The entrepreneur reports earning a small profit which covers personal expenses. In February 1999, the entrepreneur earned over \$11,000, but netted \$2,000 due to vehicle repairs.

Vendor C averages 177 DSS trips per month and is paid an average of \$1,860 - \$2,000 monthly. The entrepreneur is licensed to provide pre-scheduled pick-ups at BWI Airport. (A BWI employee distributes the entrepreneur's business card to BWI customers.) Airport customers are charged \$1.50 per mile for service. Vendor C averages 350 trips per month. The entrepreneur currently receives no cash support from DSS, but does receive Medicaid for the children and half of the original amount of food stamps. The entrepreneur reports receiving on-going support and guidance from the YWCA trainer and mentor.

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All entrepreneurs reported that the greatest challenge was the fact that the “cards are stacked against them” from the start due to bad credit, lack of transportation knowledge, lack of business expertise, low self-esteem, lack of confidence, and the very real challenge of having to make the transition from welfare to work.

The challenge of a 4-month training and development program proved to be overwhelming for the entrepreneurs, causing 1 to fold within 1 month of start-up. They reported that it was impossible to learn all that they needed to know to operate a business in a 4-month period. Once the “glamour” of the project dissipated, so did on-going support for the businesses.

## **Lessons Learned**

**Social services departments need to be aware of the real life issues of public assistance recipients.** The issues should be resolved prior to enrolling them in a program such as AdvANTage.

**Participant recruitment was difficult** because caseworkers were not trained to recognize the characteristics of successful entrepreneurs. Recipients also encountered numerous problems as they transitioned from welfare to owning and operating a business.

Finally, **all of the entrepreneurs reported a need for on-going emotional and professional support** from social services, local businesses, transportation associations, and local public transportation providers. Neither Annapolis Transit nor the Maryland Mass Transit Administration offers any coordination with the AdvANTage service.

## Contra Costa County

Contra Costa County is located in the San Francisco Bay Area, in California. The county, which is largely suburban, received funding from the U.S. Department of Labor to develop a series of strategies to help participants in the California Work Opportunity and Responsibility to Kids program (CalWORKs) overcome the barriers associated with work-related travel.

These include coordinating trips involving multiple transit operators, with different fare structures and schedules, and lack of weekend and late-night service. DOL funded the following program elements:

- Train trip planners in one-stop centers (TransPac)
- Create owner/operator shuttle program
- Create children's transportation and fare voucher program
- Conduct GIS mapping analysis

### TransPac Travel Information and Incentive Program

TransPac, the cooperative transportation planning committee for six jurisdictions in Central Contra Costa County, is using DOL funding to support a series of trip planning activities and ridesharing incentives (see Figure 10-1). Five desktop kiosks (similar to computer terminals) will be installed at One-Stop Centers. These kiosks will allow caseworkers to access information on the Internet about transportation programs and services, including incentive programs to encourage transit use and ridesharing. In addition, through the grant, three welfare recipients will be trained to use the computer terminals and to serve as travel planning assistants at the One-Stop Centers.

The program also includes a series of incentives to support approximately 60 days of transit use or ridesharing activities. Recipients may receive transit passes, gasoline vouchers for carpool or "school-pool" participation, or vanpool fare subsidies.

### Shuttle/Children's Transportation

The Contra Costa County Social Services Department (SSD) is administering both the shuttle program and children's transportation program. The program was designed to eliminate 2 of the biggest barriers preventing parents from getting jobs: transportation and child care. Through the van/shuttle program, CalWORKs participants will be trained to operate vans to provide community transportation services, including transportation to school and child care. The program was modeled after AdVANTage in Anne Arundel County, Maryland.

CASE

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Sponsored by TRANSPAC/TRANSPAN  
Funded by the Bay Area Air Quality Management District  
and the Contra Costa Transportation Authority

Figure 10-1. TransPac offers incentives to use transit and ridesharing alternatives.

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SSD contracted with a private transportation operator, which will lease 15-passenger vans for CalWORKs clients to operate. (The grant cannot be used to purchase capital equipment.) SSD caseworkers will identify and refer candidate clients for the program based on SSD and DOL criteria. The private operator will screen and train shuttle drivers. Screening will identify those with felonies, outstanding warrants or DUI tickets. The operator will fingerprint candidates, conduct drug and alcohol tests, and help them obtain a commercial drivers license.

SSD will identify potential transportation service areas through a GIS analysis and inventory of available transportation services. Potential markets include social service agencies, public housing authorities, and Head Start. (Although Head Start already operates some transportation, this program may be able to serve some unmet needs.)

The program will initially focus on East County: Brentwood, Antioch, Pittsburg, and Oakley. This area has a high concentration of Hispanic welfare clients, and

the fewest transit opportunities in Contra Costa County. In addition, many of the county's social service agencies are located in East County. If the program is successful, it would be expanded to West County, which has the highest concentration of welfare clients. Finally, the program would be expanded to Central County.

SSD is setting up a voucher system to cover fares for van passengers. Fares may be subsidized with funds from the participating community agencies and from CalWORKs.

SSD is setting up an evaluation program. This may include tracking the following:

- Cost per passengers
- Number of passengers
- Increased employment opportunities (GIS)
- Changes in travel time
- Changes in out-of-pocket costs

The goals of the children's transportation component of this program are to carry at least 85 children (of hardest to serve clients) on the children's shuttle in the first year, and another 85 children the following year. SSD will be able to easily track program use because children will be required to register for the transportation services.

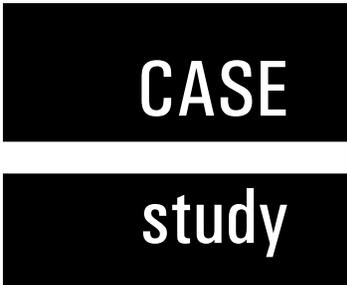
## **Lessons Learned**

Program staff believed that the restrictions of DOL funding, limiting program participation to a narrowly defined group of hardest to serve clients, "tied their hands." They questioned whether creating 10 jobs and transporting 85 children out of the pool of "hardest to serve clients" was providing enough help for the community.

In retrospect, SSD would have prepared a market analysis earlier in the planning stages ("know the market in advance") in order to (1) assess needs, (2) understand the client base, and (3) identify markets. With this information in advance, SSD could have incorporated more detailed performance specifications in the request for proposal for a van operator.

# Metropolitan Transportation Commission/ AC Transit

The Metropolitan Transportation Commission (MTC) is the transportation planning, coordinating and financing agency for the nine-county San Francisco Bay Area. Created by the state legislature in 1970, MTC functions as both the regional transportation planning agency and as the region’s MPO. As such, it is responsible for the Regional Transportation Plan, a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities. The Commission also screens requests from local agencies for state and federal grants for transportation projects to determine their compatibility with the plan.



MTC has undertaken a number of initiatives to address transportation issues facing participants in the California Work Opportunity and Responsibility to Kids program (CalWORKs). MTC has worked with transportation planners, social service staff, private industry councils, community-based organizations and other stakeholders to identify transportation-related barriers for the CalWORKs population and to develop practical solutions. MTC projects include:

- **Regional Transportation Working Group.** MTC has created a staff-level working group comprising transportation providers and county social service agencies from each of its nine counties. Members of the working group review the status of welfare-to-work transportation planning at the county level, share ideas for local implementation, and identify planning and implementation activities that may be best approached from a multicounty or regional perspective. MTC has disseminated information on state and federal welfare-to-work funding opportunities related to transportation to members of the working group for use in their local planning.
- **Transportation Resource Guides.** MTC is developing Transportation Resource Guides for each of its nine counties. The guides provide detailed information on all available transportation services in each county, including highway, transit, employer and private shuttles, and bicycle programs. The Guides are designed to be used by CalWORKs program staff to help program participants make decisions on their transportation options.
- **County-Level CalWORKs Transportation Plans.** MTC is funding county-based activities to develop transportation plans for CalWORKs programs. The

planning process is designed to bring together the key participants involved in implementing welfare reform in each of the counties (e.g., social service agency staff, private industry councils, and job training and education providers) with their counterparts in transportation and with CalWORKs participants to identify potential transportation-related barriers to obtaining and retaining a job and develop workable options to eliminate these barriers.

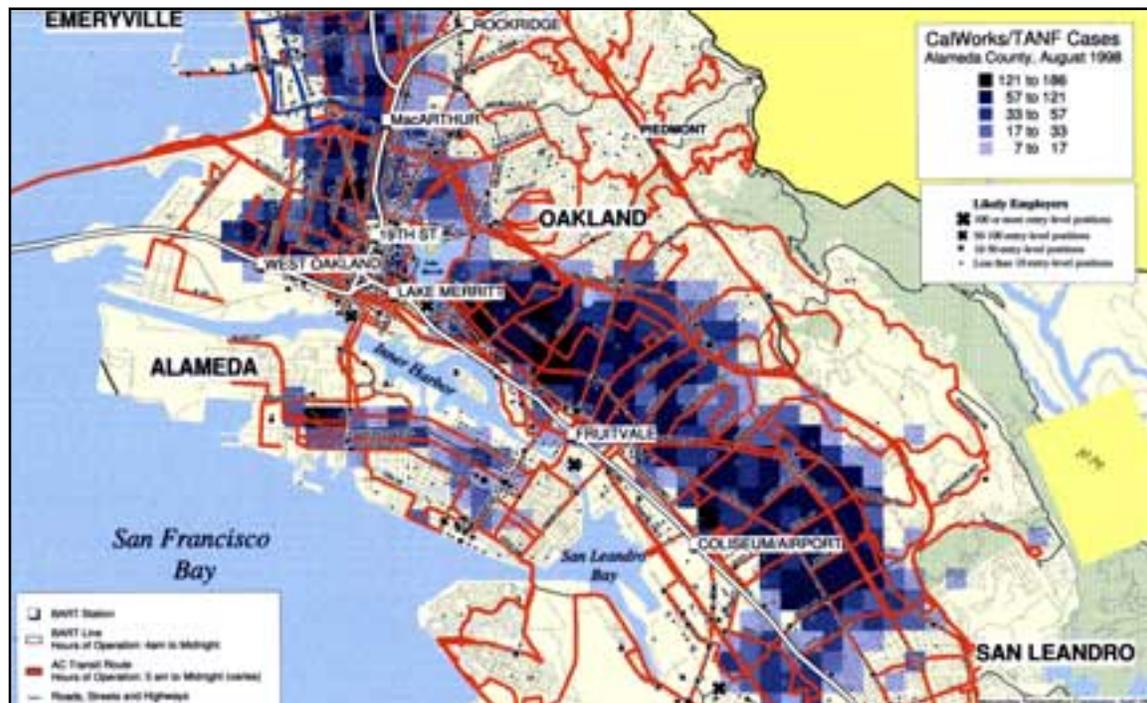
- **GIS Maps for CalWORKs Planning.** To support county planning activities, MTC is creating GIS-based maps showing the home locations of welfare recipients, potential job sites, licensed child-care facilities, subsidized housing sites, job training locations, major medical facilities, and transit routes and bus stops in each county. These maps illustrate the extent of transit coverage and highlight service gaps.
- **Regional Transit Trip Planning System.** The Regional Transit Trip Planning System will provide a computer-generated itinerary for persons wanting to know how to reach any destination served by public transit in the Bay Area based on their origin, destination, the time the trip needs to be taken and the fare. This user-friendly tool will help CalWORKs participants plan public transit trips to jobs and programs and also identify trips where transit is not a viable alternative.

## County Transportation Plans

MTC used planning funds to support county-based transportation plans. As a first step, an advisory committee was established for each county with representation from transportation operators, ridesharing coordinators, CalWORKs program staff, child-care agencies, job developers/trainers, and private industry councils.

The planning effort relied heavily on public involvement and made special efforts to involve CalWORKs clients in the process. In Alameda and San Francisco Counties, for example, MTC held focus groups with CalWORKs clients. Meetings were scheduled during the day and lasted two hours. Clients received \$30 for participating in Alameda County and “good marks” were noted in their CalWORKs files; in San Francisco County they received a supermarket gift certificate and child care was provided during the meeting. According to an MTC planner, “I’m paid to attend these meetings; so should they.” In Santa Clara and Alameda Counties, clients helped identify transportation barriers to employment and participated in brainstorming sessions to find solutions. MTC considered appointing clients to project Advisory Committees, but the required time commitment proved to be too burdensome; instead, community-based organizations represented the client voice on the Advisory Committee. Throughout the process, MTC considered client participation “invaluable.”

Figure 10-2. Welfare clients and likely employers in Alameda County.



Clients offered very practical solutions (“They cut to the chase.”), asking for telephones at bus stops and identifying language barriers in gaining access to transportation information.

For each county, MTC prepared GIS maps to illustrate transit services, employment, and welfare transportation needs (see Figure 10-2). To protect client confidentiality, information about the location of CalWORKs clients was aggregated to the street level and mapped by quarter-mile grid. Employment information was screened to eliminate jobs that were not appropriate for CalWORKs clients, most of whom are women; the analysis did not present information about heavy industrial and construction jobs, as well as jobs with no permanent address (e.g., temporary jobs, landscaping).

Not only did the maps support the analysis of transportation needs and service gaps, but it helped gain political support for the project. MTC distributed the maps to various stakeholders in the planning process, which helped build good will and support. In addition, AC Transit, which provides service in Alameda and Contra Costa Counties, was able to use GIS maps to build a case to restore 24-hour service on key bus routes. MTC planning funds supported these projects: \$150,000 was budgeted in FY 1999 and \$200,000 for FY 2000.

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## **Challenges**

One of the biggest obstacles in the planning process was the lack of information on employment placements for CalWORKs clients. Job developers, including those in the private industry councils and municipalities, proved to be the best source for this information.

Another major challenge was engaging employers in the process. Employers were willing to participate in transportation programs if it benefited all their employees – not just CalWORKs clients. MTC found that the most receptive employers were those who were already providing benefits like transportation vouchers and transit passes. But frequently, transit agencies encountered a “reality gap” when working with employers on transit alternatives – employers simply did not understand how much it cost to modify existing transit services to better serve their facilities.

## **Issues/Sustainability**

Looking toward the future, planners were debating the advantages of subsidizing individuals versus funding systems improvements. Should MTC advocate policy

### AC Transit Neighborhood Circulator

The Alameda-Contra Costa Transit District (AC Transit) serves Western Alameda and Contra Costa Counties in the San Francisco Bay Area. Representatives from the community of North Richmond asked AC Transit for additional service in this low-income area near Oakland.

In response, AC Transit worked with the Richmond Jobs Collaborative to design Route 376. The route ran once an hour from 7:00 p.m. to 2:00 a.m. and provided local circulation with limited route deviation in a residential neighborhood. Connections were provided to the Bay Area Rapid Transit (BART) rail station and to a major commercial district. Ridership started at about 200 trips per night, and stabilized at about 150.

AC Transit received an FTA Access to Jobs grant for \$143,000, allowing the transit agency to increase service to 30-minute headways. AC Transit allocated \$300,000 in operating funds, and county sales tax revenues covered the local match for the federal grant. The FTA grant supports additional route planning, evaluation, and support.



changes in the CalWORKs legislation that address the difference between a systems and an individual approach? Transportation is one element of this debate, but it extends to other support systems as well, including child care and job training. Staff phrased their concerns: "Do you focus on providing trackable individual subsidies or open the process up to fund a more enriched service for everyone?"

A major concern among planners was sustainability of the program benefits. What happens when the targeted CalWORKs population moves off welfare? As the “working poor,” these individuals still need transportation and other support services, but there are no funding programs to support them.

MTC is working with the counties to help move the plans toward implementation. In Alameda County, transportation planners are working with social service agencies to identify potential funding sources for the recommended strategies. In Contra Costa County, the final plan included commitment letters from key players. In addition, the county social service agencies have hired transportation coordinators, which has provided a centralized source of information and established a mechanism for following through with recommendations.

## Lessons Learned

Program planners and staff offered the following advice:

- **Agencies learned to build on what they have.** Transportation providers were seen as the logical lead agencies in the process rather than social service organizations. Transit agencies, in particular, could build upon existing services to support new customer needs. At the same time, the resource guides developed through the planning process have enabled social service agencies to see the range of available transportation options – transit, ridesharing, fare vouchers – and allowed them to support their clients more effectively.
- **The process should err on the side of inclusion.** Planners strongly agreed on the importance of inviting individuals even if they are not initially expected to participate. People tend to come to the table throughout the process; until the process begins, no one knows who all the participants will be. Moreover, programs benefit from having clients involved as intimately as possible. To this end, program staff should use all available mechanisms – including paying clients – to encourage their participation.
- **Expect to encounter both a lack of information and misinformation.** As part of the planning process, participants will encounter obstacles and barriers. But the job of the planning group is to ferret out the truth – on how to get information, how to get involved, and the demand for new services.
- **Consider long-range solutions.** In many urbanized areas, fixed-route services have been cut back over the years, especially at off-peak times. In these locales, people may not want innovative services – they just want to get their bus back. Transit planners, in particular, believe that riders are looking for service that will be around after their first entry-level job; fixed-route service has a permanence that jitneys or shuttles do not have and should be considered in these areas.

## New Jersey Statewide County and Community Transportation Plans

The State of New Jersey conducted a yearlong planning process to address the transportation needs created by the Work First New Jersey welfare reform initiative. With coordination and direction at the state level, each of the state's 21 counties developed a community-based transportation plan.



The project included 4 major phases: (1) develop goals and objectives, (2) conduct inventory of existing transportation services, (3) identify transportation needs and service gaps, and (4) develop service alternatives. At the conclusion of the planning process, the state incorporated selected county-level plans into its application for FTA Access to Jobs funding.

### Planning Process

A Project Oversight Group (POG) was convened at the state level. Original representation included New Jersey Department of Transportation, New Jersey Transit Corporation (NJ TRANSIT, the state transit operator), and New Jersey Department of Human Services. As the project moved forward, the New Jersey Department of Labor and the State Employment & Training Commission joined the committee. The state hired a consultant team to facilitate the planning process and to provide technical assistance to the county steering committees.

Each county set up a local steering committee to oversee the planning activities. Steering committee membership varied among counties, but was intended to include representation from county and local transportation/planning offices, social service agencies, transportation providers, child-care providers, workforce investment board staff, and major employers. Committees met periodically throughout the planning process to set direction and to review technical materials prepared by the consultant.

Two statewide "transportation summit" meetings were convened during the course of the project. Meetings were intended to disseminate information about the progress of the project and to build county-level support. The first summit served as the project kick-off meeting and was designed to introduce the project to county planners. At this all-day meeting, representatives from the state summarized the overall goals of the project and asked each county to complete, with the assistance of the consultant team, the 4 tasks outlined below.

- Establish a county steering committee to oversee the planning process; adopt planning goals and objectives; identify barriers to service coordination

- Prepare an inventory of existing transportation services; identify Work First and transit-dependent populations; identify major origins and destinations for these groups
- Identify transportation service gaps; estimate demand for transportation services
- Develop transportation service design and service delivery alternatives; prepare final plan for selected alternatives

These would form the basis of each county's coordinated transportation plan.

## **Needs Assessment**

As part of the planning process, local steering committees evaluated the mobility needs of Work First New Jersey clients, along with other transit-dependent groups, including seniors, persons with disabilities, and other clients of human service agencies. This project incorporated several strategies for identifying these transportation needs, including extensive use of GIS software to map the location of welfare clients and travel destinations, surveys and focus groups with Work First participants, and interviews with transportation stakeholders.

GIS software was used to map locations of welfare clients, major employers, support services, and day-care facilities, along with public and private transit routes. This provided a visual and statistical comparison of travel patterns and transit availability that enabled counties to identify transit needs and potential solutions. Of particular value were the computer-generated maps that showed differences in service availability by time of day or day of week; this information helped target areas with limited access to jobs with nontraditional shifts.

Several counties distributed brief written surveys to Work First clients to assess their transportation needs. Survey findings were used to help estimate demand for new transit services in each county. Among individuals surveyed in Atlantic County, for example, about one in five had access to a road-worthy vehicle and more than 40 percent said they would or might need child-care transportation.

When steering committees compared the availability of existing transit services to the identified mobility needs, a picture of transportation service gaps emerged. (For example, Figure 10-3 shows service gaps in Atlantic County.) Although New Jersey has an extensive network of bus, rail, and paratransit services, especially in the state's urbanized areas, the needs assessment showed service schedules and frequencies did not necessarily accommodate the travel needs of Work First New Jersey participants. Major service gaps included the following:

- Lack of transit services in rural and suburban communities
- Lack of service at night to accommodate third-shift work trips

- Lack of weekend service in some communities
- Inadequate service frequency
- Long travel times, especially for regional trips

In addition, existing paratransit or human service agency transportation systems were widely used, but often operating at capacity and unable to meet the growing demand for services. Other concerns included the high costs of transportation and limited information about transportation alternatives.

## **Service Recommendations**

Steering committees developed a wide range of services and programs to respond to the identified service gaps. Typical strategies included the following:

- Modifications to existing bus routes to increase frequency, add destinations, or provide connections to other services
- New services, operating on fixed or flexible routes and schedules, to link county residents with regional transit services or major destinations
- Increased coordination of existing paratransit services, including establishment of transportation brokers
- Expansion of paratransit systems to offer service to new user groups or during additional hours
- Programs to help low-income individuals purchase and operate vehicles
- Employer shuttles
- Increased distribution of public transportation information to passengers, including trip planning services
- Introduce incentives for using transit passes
- Encourage ridesharing

Each county plan summarized the projected demand for each service recommendation, estimated costs, and implementation issues.

## **Lessons Learned**

One key factor in the success of the program was the strong support from the Governor. Her support meant that commissioners and senior policy staff members were at the table from the beginning and met regularly throughout the course of the project. At the same time, finding or developing local leadership was critical. Some places already had a strong local leader and vision. But for

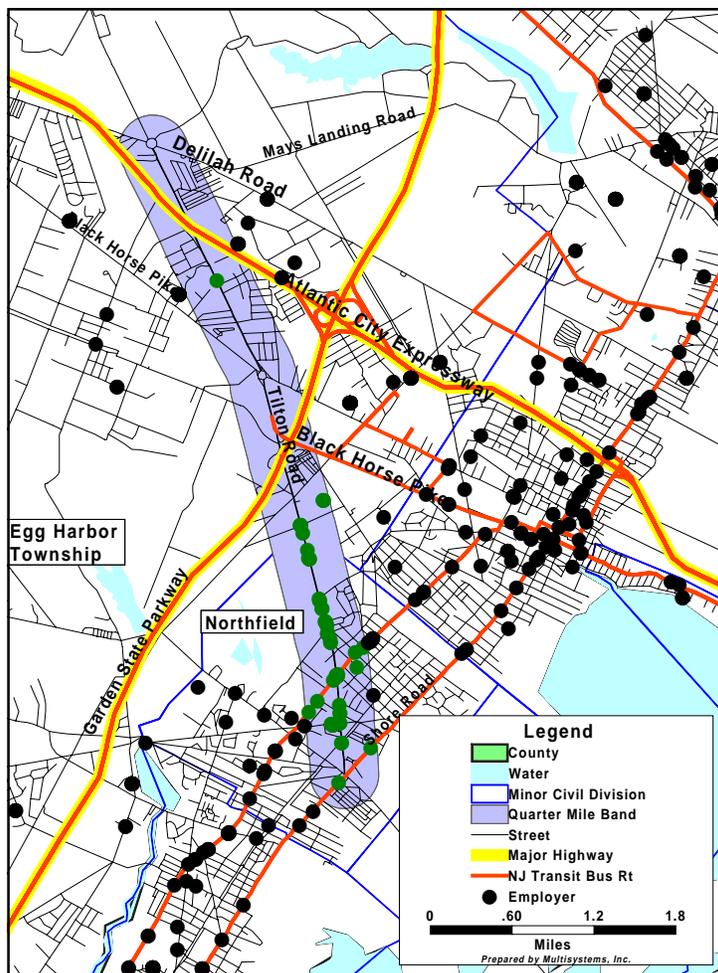


Figure 10-3. This commercial corridor in Atlantic County has a high volume of jobs but no direct transit access.

some, the process created the structure to build leadership at the county level. In addition, the most successful local programs developed a real partnership between transportation and social services.

While the state did not encounter turf issues at the department level, some counties did not welcome state involvement. It took a long time to overcome local resistance to this project in several counties. One incentive for participation was financial. The state established a Transportation Innovation Fund to support selected programs developed through the planning process. Counties were required to complete their local transportation plans in order to apply for those funds. Peer pressure was another incentive. Eventually, even the most reluctant counties participated in the process once it became clear that their colleagues in other counties were on-board.

The state identified the following conditions for success:

- Establish a very specific – and not too lengthy – product-oriented process

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- Establish clear goals
- Nurture relationships to support the development of leadership
- Set up parallel management structures at state and local levels (i.e., the state-level POG and county-level Steering Committees had representation from the same types of agencies and organizations)

Finally, welfare reform was considered to be a very visible issue with a diverse constituency and the timing was right to support this planning initiative.

## Pinellas County

### Transportation Disadvantaged Program

Pinellas County is a narrow peninsula located on Florida’s west coast. Tampa Bay borders the County on the east and the Gulf of Mexico on the west; St. Petersburg is the major city. The Pinellas County Transportation Disadvantaged (TD) Program was established in 1979. The Metropolitan Planning Organization (MPO) manages the County’s TD Program and coordinates the provision of all TD services in Pinellas County.

The MPO contracts with Greater Pinellas Transportation Management Services (GPTMS) to broker transportation services for the TD Program. In 1997, the local WAGES Coalition began to purchase transportation through GPTMS’ brokered

CASE

study

services. (Florida's welfare reform program is known as WAGES after the 1996 Work and Gain Economic Self-Sufficiency Act.) The Pinellas County WAGES transportation allowance covers the cost of the following transportation services for program participants for up to a year (unless otherwise indicated):

- **Bus Pass Program.** Free 31-day bus passes are provided through the Pinellas Suncoast Transportation Authority (PSTA) Bus Pass Program. The passes are good for unlimited trips on more than 40 local routes. About 100 passes a month are distributed to WAGES clients.
- **Gas Credit Cards.** A \$50 per month gas credit card is provided for eligible WAGES clients who own cars. About 210 gas cards are distributed per month.
- **Vanpooling.** Bay Area Commuter Services (BACS), a nonprofit organization based in Tampa, has been working to develop vanpooling as an option for WAGES clients. One of the difficulties has been finding qualified drivers who are able to pass the required credit check. Another issue has been whether the vanpools may transport children. During the summer of 1999, three vanpools were started: two for employment trips and one for training trips. Two additional vanpools are planned for training trips.
- **Mileage Reimbursement.** Under this program, owners of vehicles used to transport WAGES clients are reimbursed at the rate of 29 cents per mile for employment-related transportation. Before June 1999, the reimbursement was only 13 cents per mile and attracted few participants. There currently are no participants in this program; however, once the new reimbursement rates are advertised the MPO expects to see individuals take advantage of this option.
- **Ridesharing Allowance.** Ridesharing allowances of \$50 per month are provided to drivers who rideshare (this allowance may be provided in addition to the mileage reimbursement described above). There were no participants at the original reimbursement rate of \$15 per month. However, the MPO expects to see individuals take advantage of the new higher rate.
- **Taxi Transportation.** Taxi transportation is provided for employment-related trips (including job interviews and day care and after-school transportation). At the time of the site visit, taxi service was being granted for up to 30 days. After 30 days, additional trips may be authorized on a case-by-case basis. WAGES clients currently make about 500 taxi trips per month.
- **Charity Cars.** From August 1998 until June 1999, 55 Charity Cars were provided to WAGES participants who needed an auto. Charity Cars is a

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Florida-based program that provides refurbished automobiles to economically disadvantaged individuals. Although the program was well received in Pinellas County, Charity Cars has stopped participating as a WAGES contractor anywhere in Florida, and the TD Project is reviewing alternatives.

- **New Service: Tri-County Initiative.** One of the fastest growing employment hubs in the Tampa Bay region is the Oldsmar area, with approximately 1,200 companies and 7,500 jobs. In response to the area's need for workers, the MPO launched a Tri-County Initiative in June 1999 to establish express van and bus services to Oldsmar from lower income urban centers in Pasco, Pinellas, and Hillsborough counties. The service will transport newly trained clients of the region's WAGES programs from these areas to job sites within the Oldsmar area. The Tri-County Initiative is being funded by state grant funds intended to support welfare-to-work initiatives.

## **Program Evaluation**

In 1998, the MPO was awarded the "Innovation of the Year Award" from the Florida Commission for the Transportation Disadvantaged for its work with the local WAGES Program. Although there has been no formal evaluation, on the whole, those interviewed agreed the Pinellas WAGES Transportation Program is very successful. Much of the credit was given to David McDonald of the MPO staff for his on-going effort to make the program work for the agencies and WAGES clients.

A few problem areas have already been identified, such as poor taxi driver attitudes, which are being addressed. Some other programs are underutilized; however, modifications have been made to stimulate interest and participation. The MPO is actively working with BACS to develop vanpool opportunities, both

for training and employment transportation. The 5 areas most in need of attention, according to McDonald, include:

- Need to implement vanpools (in process)
- Need to develop more commuter express routes
- Need for more employer involvement (e.g., supporting vanpool programs)
- Need to raise incentives for rideshare and mileage allowances (in process)
- Need to replace Charity Cars with a new vehicle voucher program (in process)

## **Lessons Learned**

Providing transportation choices has been a key element in the success for the Pinellas County WAGES Program. Developing and implementing a variety of transportation programs rather than a 1- or 2-dimensional approach to providing service has proven very effective. According to the WAGES Coalition, case managers have a good set of tools from which to draw on for providing transportation services. Other coalitions that rely on simple solutions – such as gas credits or vehicle fix-up programs – are at a disadvantage because they can only offer one, according to a One-Stop Center Director.

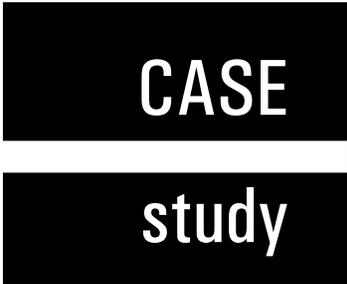


Another key element in the success of the Pinellas County WAGES Program appears to be the ability of the program to respond to change. According to everyone interviewed for the case study, the keys to success in Pinellas County center on the cooperation and flexibility exhibited by all of the agencies involved in the process of developing and implementing the transportation program. For example, when the ridesharing allowance failed to attract WAGES clients, the MPO, in consultation with the other stakeholders, decided to increase the incentive from \$15 per month to \$50 per month in order pique interest. When Charity Cars dropped out of the program, the MPO began looking for other options and is in the process of developing an alternative vehicle voucher program.

## Santee Wateree

### Regional Transportation Authority

The Santee Wateree Regional Transportation Authority (RTA) serves four counties in central South Carolina: Clarendon, Kershaw, Lee, and Sumter. The service area is predominantly rural, with the exception of the City of Sumter. The RTA provides fixed-route, demand-response, subscription, and commuter services; the fixed-route system is oriented around the City of Sumter. In addition, the authority has contracted with state and local human service agencies to provide client transportation throughout its four-county area. Finally, implementation of the Family Independent Act (FIA), South Carolina’s welfare reform initiative, has allowed the RTA to serve new markets.



In an effort to reduce costs and to serve its markets more efficiently, the RTA introduced a Flex Route system. These routes combine the RTA’s traditional door-to-door transportation for eligible agency clients with newly designed fixed-route service for the general public. The fixed-route component, which required no additional resources, allows the RTA to serve the work transportation needs of low-income area residents (see Figure 10-4).

### Service Description

Three routes are currently in operation:

- **Kershaw Connection**, which serves the county’s Route 1 corridor and the county seat in Camden
- **Lee County Connection**, which serves the corridor from Lynchburg to the county seat in Bishopville
- **Columbia Connection**, an intercounty route, which provides service three days a week to Bishopville, Camden, and the state capital in Columbia

This Kershaw Connection began operation in July 1998 after six months of planning and design. The system provides demand-response service for clients of human service agencies, including Medicaid transportation, in combination with scheduled service for the general public at designated bus stops. In addition, there is limited curb-to-curb demand-response service for the general public with 48-hour advance notice. Agency-funded participants still receive curb-to-curb transportation service, but they now must conform to scheduled



Figure 10-4. The Santee Wateree RTA was able to incorporate new work trips on its existing medical transportation services at no additional cost to the agency.

transportation times; previously service was available on demand. Human service agency recipients residing outside the Kershaw Connection service zones continue to receive demand-response service as they always have. In emergencies or unusual instances, where program participants cannot make the time-scheduled arrangements, the system has promised to provide demand-response service (the “old fashioned” way); this solution has taken away the concerns that some agencies and recipients may have. Four round trips operate daily, Monday through Friday, from approximately 7:00 a.m. to 6:00 p.m.

The Kershaw Connection did not require any additional resources. The demand-response and Flex Routes are operationally integrated via the scheduling and dispatching system so that drivers and vehicles are intermixed between the two types of service. Service was expanded to Lee County and to Columbia in 1999. Four weekday round trips were established in Lee County, and three daily round trips serve Columbia on Mondays, Wednesdays, and Thursdays.

## **Design and Implementation**

In January 1998, the Kershaw County Collaborative, including the County Department of Social Services (DSS), formally requested that their county become a pilot project for the Santee Wateree Flex Route System. An interagency transportation subcommittee was formed to work with the RTA on the detailed service approach. The RTA used a GIS system to locate the residences of the human service agency recipients using the existing transportation system and found that most were located along the Route 1 corridor. A system was developed that enabled one vehicle on a fixed-route schedule to provide both:

- Residence-to-destination agency funded trips, with the destination located in Camden, the county’s largest town, on Route 1 near the center of the county
- Time- and location-specific bus stops along the Route 1 artery, consisting of four inbound and four outbound routes terminating at Camden

The Kershaw County Transportation Subcommittee participated fully in this process, working to establish routes and schedules, inform recipients and medical service providers, involve the community, and so forth. The Subcommittee even took on the unusual task of getting medical service providers and other agencies in Camden to schedule appointments within 15 minutes after scheduled bus arrival at the nearest stop. This collaborative planning effort facilitated a smooth implementation of the system.

All parties to the Kershaw Connection’s development believe that the leadership and direction provided by the Transportation Subcommittee were crucial to the system’s development. Further, the Kershaw County DSS Director and the Santee-Wateree planner were instrumental in soliciting Lee County’s interest in participating in the system.

## **The State's Constructive Role**

The State of South Carolina has undertaken a number of activities that support the local coordination demonstrated between Kershaw human service officials and the SWRTA. In the mid-1990s, the South Carolina Department of Transportation initiated the Interagency Steering Committee on Coordinated Transit. The goals of this Committee were "to enhance transportation services through improved, cost efficient and stable transportation delivery; to promote coordinated transit through the provision of transit services by a public transportation provider or a designated human service agency." The Steering Committee represents a consortium of state governmental entities and statewide organizations and meets monthly to share activities and concerns.

The Committee has been instrumental in getting support for coordination demonstrations and in getting legislation to encourage and support coordination. The Steering Committee has specifically recognized and supported the Santee Wateree RTA Flex Route project. The Transportation Subcommittee, in December 1996, requested that Kershaw County's federal program funds be used to develop the Flex Route System – particularly the GIS mapping and other technology to be used – instead of the usual use of these funds for vehicle purchase.

The South Carolina Department of Social Services has established a Transportation Resource Office which has been instrumental in developing information and policy to support welfare-to-work transportation, statewide transportation coordination, and other transportation issues. Using a National Governors Association grant, this office prepared a county-by-county directory of qualified transportation providers, forms and procedures for Family Independence Program transportation service authorization and payment, and a presentation of best practices in welfare-to-work transportation.

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**Operating and Service Characteristics**

In the first 10 months of service (August 1998 through May 1999), the Kershaw Connection provided 39,743 agency trips and 3,634 fixed-route trips. The fixed-route trips were achieved using the same system resources that were previously used in this county for demand-response agency service only – essentially a “free” benefit from the Flex Route System. Ridership is expected to increase to 4,500 or 5,000 trips per year. At approximate system costs of \$10 per trip, this is a savings of \$36,340 in the first year to county residents. The second year’s savings promise to be even greater, with anticipated ridership increases.

The RTA has not collected detailed information about its Flex Route riders. Accordingly, it is not known how many of these fixed-route trips represent additional travel by existing clients of human service agencies and how many are new trips taken by the general public. Also, while the overall level of use for welfare-related travel is not known, agency personnel know that two FIA “graduates” now ride the Flex Route for work trips. Future on-board surveys may be needed to identify characteristics of fixed-route riders.

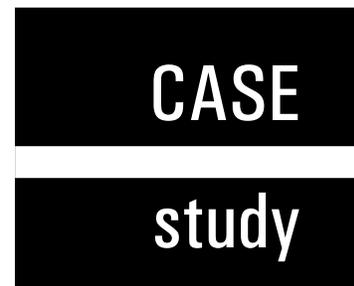
**Lessons Learned**

Implementation of the Flex Route System in Kershaw and Lee Counties has shown that, when local conditions favor interagency participation and when all parties participate, system development can be expedited and efficient. In Kershaw, aggressive local leadership spearheaded by the Director of the Department of Social Services and the Director of the Board of Disabilities and Special Needs took actions that seemed to say: “We will do this in the best interest of our clients and our community and we will accept no excuses.” The Santee Wateree planner’s GIS mapping and technology enabled agency staff to plan the system from the ground up in only six months. So strong were the commitments and interest that the DSS Director helped the RTA to sell the system to adjacent Lee County.

The Flex Route has limited potential for contributing to welfare-to-work transportation in Kershaw County because there are so few employable Family Independence Program participants (only about 17 in 1998). The potential is higher in Lee County, however, where there are far more participants and a greater incidence of poverty, low income, and dependence on out-of-county jobs. The new Connection to Columbia will provide even more opportunities, particularly if and when this connection expands from 3 to 5 days per week.

## Transit Authority of River City

The Transit Authority of River City (TARC), in Louisville, Kentucky, has been involved in numerous efforts to serve low-income residents by providing public transportation resources in support of community goals. These efforts preceded the national welfare reform initiative and were tied to local programs to aid families at risk and support economic development. This case study focuses on two specific programs:



- **Nia Travel and Employment Center**, in the West Louisville empowerment zone, which is a one-stop center with employment resources, small businesses, and transit services
- **Nia Night Owl Service**, which provides door-to-door service between 11:00 p.m. and 5:00 a.m. in the empowerment zone

Both programs build on the concept of coordination among organizations. The Nia Center puts related agencies under one roof, offering “one-stop shopping.” After obtaining a job through Career Resources, for example, an individual can walk across the hall and get information on TARC bus service or apply for the Nia Night Owl.

## Service Area

TARC was formed in 1974 and is the primary provider of transit services in the five-county Kentuckiana region: Jefferson (including the City of Louisville), Bullitt and Oldham counties in Kentucky, and Floyd and Clark counties in Southern Indiana. TARC serves approximately 15 million people a year on 67 routes. Its network includes express and local service to suburban job locations, and special routes in cooperation with United Parcel Service (UPS) to serve its hub in Louisville and its Metropolitan College Program.

TARC has committed itself to collaborating with the community to eliminate the lack of transportation as a barrier to accessing job opportunities in the metropolitan area. As is the case in many urban areas, there is a mismatch

between workers and employment opportunities. The Louisville metropolitan area has decentralized to the point that traditional transit approaches are limited in their ability to meet all needs. This is extremely evident in most of the outlying portions of the region where service hours on regular routes have been reduced, due to low density resulting in low ridership. These areas were prime candidates for nontraditional approaches to the delivery of transit services such as the Nia Night Owl. In addition, the better paying jobs tend to be on the night shift. Often the shift differential will be enough to enable the person to become self-sufficient, but individuals may not be able to take these jobs because bus schedules do not match work shifts.

## **Nia Travel and Jobs Center**

The Nia Travel and Jobs Center is a one-stop facility in the West Louisville Empowerment Zone that provides public transportation connections, job training, small business development, and access to capital funding. The word Nia means “purpose” and is one of the seven principles of Kwanzaa. The purpose and mission of the Nia Center is:

- To provide a seamless one-stop environment that builds on the strengths of area residents
- To enhance business growth and development
- To cultivate a marketable workforce
- To improve mobility through increased access to public transportation

The center is open from early morning until past midnight. Some of the current tenants include small business and employment resource centers, the Louisville Business Resource Center (United States Small Business Administration), SCORE, TARC, and a local recruitment office for UPS.

TARC operates a customer service center in the Nia Center, which provides pass and ticket sales, transit routing and service information (see Figure 10-5). The Nia Night Owl service also is managed from this location. The facility includes a small transit center and an interior waiting lounge. Seven fixed routes serve the Nia Center, including two of TARC’s most heavily traveled fixed-bus routes, two other fixed routes, two circulator routes, one express route, and Nia Night Owl buses that transport preregistered passengers directly from their homes to their places of employment. Approximately 20 percent of TARC’s ridership uses the routes that serve the Nia Center.

Passengers also can find TARC bus schedules and other informational materials at the customer service center, purchase monthly passes and discount tickets, and obtain identification cards. A TARC Coordinator and Transit Center Specialist

are on site and serve as liaisons to other tenant partners and the community, including employers and government agencies serving the surrounding area.

## Nia Night Owl Service

TARC began operating the Nia Night Owl service in May 1997. The Night Owl provides door-to-door service for work trips for people living or working within the boundaries of the empowerment zone in West Louisville who cannot rely on a TARC bus. Service operates seven days a week from 11:00 p.m. to 5:00 a.m., when few or no other TARC buses are on the street. The Nia Night Owl is intended for second- and third-shift workers, many of whom can use the bus for only part of their trip. The fare is \$1.50 per trip.

Trips on the Nia Night Owl are available through application. To date, virtually all trips have been accommodated, if they met the parameters of the program. The coordinator has the ability to add vehicles to the service when capacity warrants. Once the trip is entered on the schedule, TARC treats it like a standing order. Passengers call the TARC staff at the Nia Center only when their work schedule changes. Otherwise, the trip is operated as scheduled.



Figure 10-5. TARC provides a range of customer services at the Nia Center.

Night Owl ridership turns over frequently and has been described as a “fluid” population. Some change their schedules from week to week. Others change job locations and may no longer need the program (e.g., the new location is served by a TARC bus). TARC staff indicates there are about 5 new riders each week. Between 3 and 4 riders drop out of the program each week, primarily because of a change in job or access to an automobile.

The Nia Night Owl does not serve those with jobs that start earlier than the prescribed hours, those who lack convenient home to child care to work connections, or those living outside the boundaries of the Louisville Empowerment Zone. TARC is expanding the program with an FTA Access to

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Jobs Grant, which was awarded in May 1999. Beginning in September 1999, TARC began accommodating requests for origins and destinations throughout Jefferson County with service expansion planned.

Drivers bid on the Nia Night Owl like any other route in the TARC system. It has attracted the most senior drivers, and no regular or substitute driver has less than 20 years of experience. The drivers in the program like the work hours, as well as the fact that the run is an "eight-hour straight." They enjoy the interaction with the passengers, the satisfaction of knowing how much their services are appreciated, the lack of traffic, and the independence they have operating a demand-responsive service.

TARC needed to extend dispatcher shifts to provide coverage during the additional Night Owl service hours and now keeps the operating division open at all hours. This expansion also was required for TARC service to UPS during these hours. The dispatchers are available to assist drivers and take calls regarding cancellations. The service policy specifies 24-hour advance notice for cancellations, though emergency cancellations will be accepted by midnight prior to service pick-up. Since the schedule is fixed each night, there is little flexibility to respond to riders who finish early or have to stay late. Drivers will wait up to 5 minutes for a passenger. The vehicle is considered on time using a 15-minute window around the scheduled pick-up time. Staff and riders indicate on-time performance has not been a problem.

## **Operating Expenses and Service Performance**

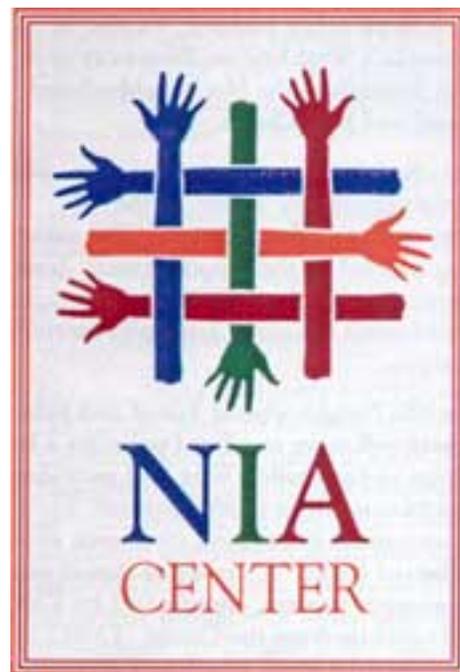
TARC incurs on-going costs for both its role as a tenant at the Nia Center and its operation of the Nia Night Owl service.

- **Staff for Nia Center.** A total of \$99,180 is incurred per year for the salaries and fringes for two positions.
- **Nia Center Operating Expenses.** TARC pays \$18,972 per year for its share of the operating expenses of the center. This covers services such as utilities, maintenance, and security.
- **Nia Night Owl Operations.** TARC's marginal cost per hour is \$43. In the twelve months ending August 1999, TARC operated 8,643 hours of service on the Nia Night Owl. Thus, it incurred operating expenses of \$371,649.
- **Operational Supervision.** TARC had to create a new night supervisor position to cover Nia Night Owl road operations and UPS contract service, as well as early fixed-route service. The Night Owl is estimated to be approximately 40 percent of these expenses, or \$22,496.

Night Owl expenses total \$394,145, or less than one percent of TARC's annual operating expenses. Operating costs were \$24.04 per actual trip and \$20.65 per scheduled trip. This is slightly higher than TARC's ADA paratransit service, which is contracted out to a private firm.

However, TARC chose to operate the Nia Night Owl service in-house because it afforded more control over this experimental program and because it would help send a consistent message to customers.

Today, nearly 100 individuals use Nia Night Owl service nightly to get to and from work. For the 12 months ending August 1998, TARC provided 16,395 trips on the Nia Night Owl. Monthly ridership has increased steadily, though the rate of increase has slowed. This reflects the constant turnover of the ridership base. Passenger productivity levels have averaged about 2 passengers per hour and 0.18 passengers per mile. Since the service area has been expanded to all of Jefferson County, this is expected to drop somewhat.



Although the Nia Night Owl serves a relatively small number of people, it makes a major contribution to the lives of those it serves. The Nia Night Owl enables individuals without transportation options to take jobs during the more lucrative night and swing shifts, in locations throughout the region. Moreover, it provides this critical service while incurring only incremental costs to the transit system.

## Project Planning

The City of Louisville and TARC received a \$3 million grant from the Federal Transit Administration's Livable Communities Initiative. This allowed TARC to purchase and restore a building in the heart of West Louisville into the Nia Center. Also as part of the grant, TARC purchased 10 shuttle vehicles to provide neighborhood access to the center and to link the center to outlying employment areas through the Nia Night Owl service.

TARC staff planned the Nia Night Owl service. The need for the service became apparent as part of TARC's participation in community activities, both on-going and specific to the Nia Center. Staff received many requests for service to outlying growth areas, where most of the entry-level jobs were, and for service for later shifts, which paid higher wages. The final catalyst for the service came when staff heard about a rider who could not leave his job when he finished around 3:00 a.m. because there was no bus service. He would sleep at the work site for a few hours until the buses resumed operation, then travel home and continue his sleep. To this, the TARC Executive Director responded, "Everyone is entitled to a one pillow sleep."

TARC is expanding the Nia Night Owl with funds made available from an FTA Access to Jobs and Reverse Commute grant. Welfare-to-work grant funds received by the local Workforce Investment Board from the U. S. DOL will support this program as well, providing a portion of the local matching funds. The service area was expanded in September 1999, and an expansion of service hours is planned.

## Program Evaluation

Though all involved judge the Nia Center and Nia Night Owl service to be successful, there have been no formal evaluations of these programs. Most of the written materials about the programs have been prepared primarily as promotional pieces or for grants seeking additional funds.

The Nia Center provides a wide range of services under one roof. Individual tenants are pleased with their role in the center and their individual successes. The tenants would like to see more people use the center and to have more of the space occupied. To this end, there may be a need for further publicity and outreach. The Nia Center was set up as a partnership, with all participants having equal roles. In retrospect, some participants believe that a lead organization or individual should have been charged with the overall management and promotion of the Center.

There is no central point of intake at the Nia Center. Instead of a receptionist, there is a directory of tenants. Since the TARC customer service counter and offices are closest to the center of the first floor, TARC staff often intercepts and assists visitors who are unfamiliar with the building.

Prior to expanding the service area in September 1999 to all of Jefferson County, the Nia Night Owl was able to accommodate all trip requests that met the service parameters (within the operating hours with either origin or destination in the empowerment zone). Staff anticipates a need to establish trip by trip eligibility in the future to ensure that the service is carrying only trips that cannot be made on transit.

As noted earlier, the Nia Night Owl service has a profound impact on the lives of those who use it. Jobs in outlying areas on shifts with the highest differentials now are available. For someone living in the empowerment zone, virtually any job in the TARC service area now is a possibility. With the expansion of the program, other City of Louisville and Jefferson County residents will have the same opportunities.

The availability of a reliable source of transportation also enhances job retention. Ironically, the greater job retention may lead to fewer Night Owl riders. As riders achieve financial self-sufficiency, many purchase an automobile. Others may move on to better paying jobs in locations or hours that are served by TARC fixed-route buses, again obviating the need for the Night Owl service.



TARC has identified both short-term and long-term constraints to the Night Owl operation. In the short term, the authority has limited flexibility to respond to unplanned changes in work schedule (e.g., finishing early or staying later). As a prescheduled standing order, the Night Owl has limited ability to change a pick-up time once the schedule has been established. Over the long term, the agency needs to identify funding sources to sustain the operation.

## Lessons Learned

Participants view the programs as successful, primarily because they were conceived by the community for the community. This grass roots style was very appealing and created a sense of ownership by all involved. While the emphasis has been on coordination among the many participating entities, some say that communication was more essential than cooperation. One key to success was getting people at the table who were interested in helping, not just those who were at the table just to be there. At the same time, TARC cites the critical need to implement new programs thoughtfully and to make sure that they are sustainable.

TARC strives to be an active participant in many community activities. Through their extensive networking, the staff members are able to hear and respond to comments regarding the lack of transportation. In some cases, erroneous statements have to be corrected. For example, transportation often is cited as the reason a company has difficulty attracting employees. Sometimes, transportation is available but the jobs may not be attractive in terms of wages, hours, and responsibilities. It is easier for these employers to use transportation as a scapegoat rather than assessing their own characteristics and competitiveness. By being present in the community, TARC has the opportunity to correct and counteract these misconceptions.

While many welfare-related programs have created one-stop centers, they rarely include transit staff who can provide one-on-one trip planning information. This provides a far higher level of service than installing a schedule rack and expecting potential workers to plan their own itineraries.

## Notes

- <sup>1</sup> Copies are available from the YWCA of Annapolis and Anne Arundel County, 1517 Ritchie Highway, Arnold, MD 21012, at a cost of \$100 per copy.

Part 4: *C*onclusions

# Lessons Learned

Communities have responded to the challenges of moving people from welfare to work with a wide range of strategies, from modest bus route extensions to creative collaborations with community-based organizations. Approaches to welfare-related transportation generally reflect the characteristics of the community, the complexity of the transportation barriers that welfare clients encounter, and sometimes the requirements of the funding sources. Many cities already have extensive transit networks; in these locations, programs have often focused on transporting individuals from urban neighborhoods to suburban job sites. Rural and suburban programs have faced a different challenge: providing a means for people living in widely dispersed locations to access urban and suburban job centers. Irrespective of operating setting, many programs have also addressed the specialized transportation needs of shift workers and parents with young children.

Because traditional transportation approaches often do not address these needs, communities have developed creative transportation strategies. Innovations, as shown in the case studies, range from late-night subscription shuttles to automobile donation programs to transportation services operated by TANF clients themselves.

Although the program details vary substantially, the lessons that have emerged from these programs are quite similar. They fit into five general categories:

- Collaboration
- Leadership
- Communication
- Creativity
- Sustainability

The lessons learned from these programs are discussed in more detail below.

**Foster collaboration among human service, transportation and other organizations.** Sometimes the new partnerships associated with welfare-related transportation were mandated, as in New Jersey where the state called for county-based interagency steering committees. Sometimes they took form throughout the planning process; such was the case in places like Alameda County, California, and Louisville, Kentucky, where the philosophy of inclusion encouraged participants to come to the table throughout the planning process.



Joining forces enabled social service and transportation programs to translate their agency-specific experience into cooperative efforts. Oftentimes agency representatives could serve as guides to the regulatory and programmatic elements of their respective fields. Staff from more than one program acknowledged the challenges of navigating these previously unknown territories characterized by mystifying acronyms and complex funding requirements.

For several programs, the involvement from faith-based, community-based, and grass roots organizations was a key factor. The “helping” mission of these organizations guided program development and allowed program staff to tap into a ready-made network of volunteers, donations, and supporters. Community-based organizations, like Sojourner-Douglass College or the East Bay Asian Local Development Corporation, often shared a cultural or linguistic background with their clients, facilitating close connections and understanding.

**Start at the top.** Much has been said about the gap between transportation and social services. Building coordination into the process has the potential to narrow the distance between the two. For example, state TANF plans could be modified to require supporting transportation plans. California planners lobbied vigorously for this approach; the result was a requirement for each county to develop a welfare-to-work transportation plan. New Jersey as well required each county to develop a transportation plan to support the needs of welfare recipients and other low-income residents and – perhaps more important – provided the technical assistance to support their efforts. Beyond the purely practical benefits – facilitating data collection and expanding funding opportunities among others – such collaboration encourages creative and holistic approaches to addressing the needs of welfare recipients.

**The committed leadership of an individual or organization can help to carry a project from planning to implementation.** While steering committees and advisory groups play a critical role in planning welfare-related transportation, a strong leader can motivate diverse stakeholders and ensure that their differences enrich the planning process. Sometimes an individual has inspired and encouraged program participants to work toward a common goal. The Good News Garage attributes much of its success to its director, citing his

personal faith and dedication to the program and its mission. And, on a day-to-day basis, some programs found that religious leaders were well positioned to resolve conflicts when meetings ran off course. Committed institutional leadership can also encourage broad-based program participation and at the same time garner political and financial support. In New Jersey, the governor's strong support ensured participation from senior policy staff throughout the course of the project, and similarly in Kershaw County, South Carolina, aggressive local leadership from county agencies helped move the project to implementation and expand its service area to a neighboring county.

**Do not underestimate the importance of maintaining communication among program staff, participants, and stakeholders.** Clear communication starts with consensus on program goals and extends throughout planning and implementation. Thanks in part to its director's clear communication of the program mission to all involved, the Good News Garage was able to build support for its innovative approach to welfare-related transportation. Besides building support, clear communication can address misunderstandings and correct misconceptions. AC Transit viewed the planning process as an opportunity to "ferret out the truth" about transportation services, information, and needs. And TARC used its extensive community network to address concerns and comments about work-related transportation as they arose.

Communication with potential participants allows planners to tailor programs to address real-life concerns and challenges. To maximize client participation in the planning process, some programs tailored outreach efforts to the specific needs of their clients. EBALDC, for example, conducted focus groups in multiple languages and MTC made child care available during its meetings; both groups compensated focus group participants for their time. Maintaining on-going communication with program participants can identify areas of strength and weakness. For example, some of the entrepreneurs capitalized through the AdVANtage program were less than positive about the program's success in contrast to the perceptions of the sponsoring agencies. Feedback from these individuals included frustration with the lack of long-term support; such information can be an important component of program review and evaluation.



**Incorporate creative approaches to welfare-related transportation.** Because traditional transportation services do not easily meet the transportation needs of welfare recipients, many communities developed innovative responses to welfare reform. The strategies profiled in this guidebook exemplify the best of these creative approaches. These include new broad-based planning efforts;

programs designed to provide welfare recipients with the skills they need to operate their own transportation services; transportation services tailored to serve reverse commuters and late-night shifts; service coordination; one-stop centers that concentrate transportation and other support services in a convenient location; and automobile donation programs. Service providers have moved beyond the traditional transit operators and human service agencies and include community organizations, collaborations among houses of worship, and even welfare participants themselves.

Despite their diversity, these programs share one common trait: program planners were “thinking outside the box.” Not only were new collaborations forged among unlikely partners, but in many cases the concept of publicly supported transportation services was redefined to include new modes – specifically automobiles. Despite the wide range of transit solutions developed in response to welfare reform, driving to work will always be the preferred mode of choice for some welfare recipients. For those living in areas without transit, for women with child-care responsibilities, and for those working late-night or weekend shifts, automobiles can provide the flexibility and access to make the transition to work. In recognition of this fact, some communities have developed automobile-based programs. In addition to the more conventional ridesharing programs found in places like Pinellas County, Florida, automobile ownership programs have been developed to make long-term transportation available to welfare recipients. These programs are especially well suited to rural areas with few transit alternatives and provide an ideal opportunity for public/private collaboration. Programs can be administered by nonprofit agencies, and they may accept donated vehicles or labor. As one of the most successful automobile donation programs, the faith-based Good News Garage provides personal mobility to a small but growing group of welfare recipients.

**Design programs for the long run.** Successful programs have incorporated strategies to ensure that results can be sustained over time for targeted TANF clients and in some cases the general public. Some programs learned that they have to extend support services to clients over time. The AdVANTage programs in Anne Arundel County and at Sojourner – Douglass College both identified the need for on-going support for entrepreneurs, including mentoring and financial support. The San Diego Workforce Partnership has worked to build capacity within the community to sustain the program beyond the start-up grant; a faith-based organization will take over program management and some income sources have been identified.

Some organizations, especially transportation agencies, have built upon existing services and capitalized on available support services. For example, AC Transit complemented an existing bus route with night service (see Figure 11-1); the Santee Wateree Regional Transportation Authority made more efficient use of



**376 AC TRANSIT SCHEDULE**

EFFECTIVE: March 1, 1998

- ▶ *Richmond*
- ▶ *North Richmond*
- ▶ *Parchester Village*
- ▶ *Hilltop Mall*
- ▶ *Pinole Vista*

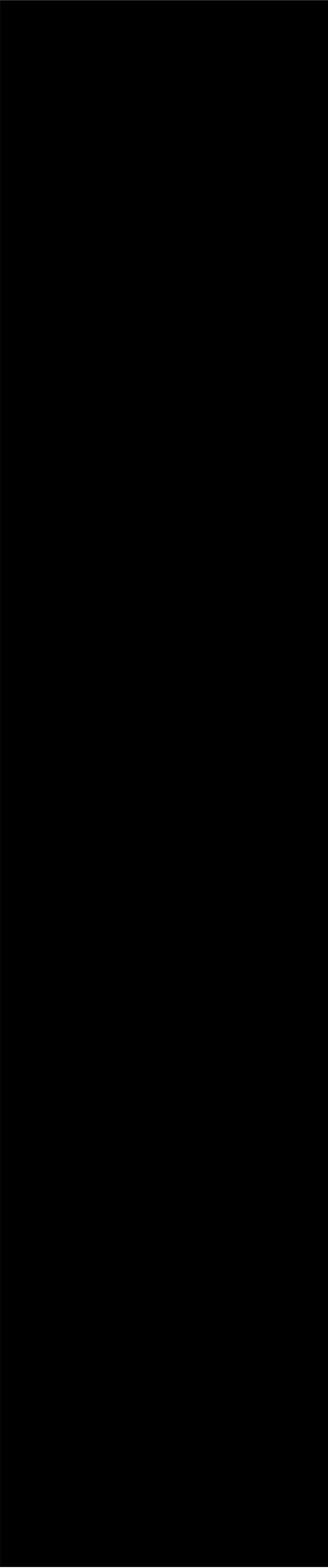
Contra Costa College  
Doctor's Medical Center  
Hilltop Mall  
UPS  
BART Richmond



IH-668020

Figure 11-1. By designing its night shuttle to complement the system's existing route structure, AC Transit hopes to develop widespread rider support.

existing medical transportation services by incorporating work trips into available services. Transit agencies, in particular, may be able to adapt transportation services to serve community transportation needs beyond welfare to work. Given recent changes in the job market – including the growth of suburban employment, service industries, and the “24/7” culture – many transportation strategies designed for welfare recipients can easily serve other commuters as well. Moreover, as welfare recipients become self-sufficient, they lose their eligibility for services targeted to TANF participants and have to rely on transportation alternatives available to the general public. While some may buy automobiles, others will choose transit. This new market (sometimes referred to as the “working poor”) can help support transit programs designed originally to serve welfare-related transportation needs. As ridership grows, transit agencies may be able to integrate these new welfare-related services into their agency operating plans, providing passengers with long-term stability.



# *Appendices*

# Resources

## Federal Agencies

### United States Department of Health and Human Services Administration for Children and Families

The Administration for Children and Families administers the Temporary Assistance to Needy Families block grants. This site provides information and statistics about welfare reform and guidance on using TANF funds.

[www.acf.dhhs.gov](http://www.acf.dhhs.gov)

### United States Department of Labor Employment and Training Administration

The Department of Labor funds workforce development activities and administered Welfare-to-Work formula and competitive grants. The Employment and Training Administration site provides information about federal funding sources and welfare-to-work program support.

[wtw.doleta.gov](http://wtw.doleta.gov)

### United States Department of Transportation Federal Transit Administration

The Federal Transit Administration provides funding to U.S. transit systems and oversees the Job Access and Reverse Commute grant program.

[www.fta.dot.gov](http://www.fta.dot.gov)

### United States Census Bureau

The Census Bureau is a clearinghouse for U.S. demographic and economic data. Census statistics include population characteristics, poverty indicators, income, employment, and commuting data; statistical files to support GIS analysis are also available.

[www.census.gov](http://www.census.gov)

## Transportation Organizations

### American Public Transportation Association (APTA)

APTA is a membership organization for transit systems and the organizations responsible for planning, designing, constructing, financing and operating them. This site has links to transportation agencies, associations, advocacy groups, and private businesses supporting the transportation industry.

[www.apta.com](http://www.apta.com)

### Community Transportation Association of America (CTAA)

The Community Transportation Association of America is an association of organizations and individuals committed to improving mobility. The association offers technical assistance on transportation issues through its National Transit Resource Center and has conducted research on welfare-related transportation.

[www.ctaa.org](http://www.ctaa.org)

## Welfare and Urban Policy Organizations

### American Public Human Services Association

The American Public Human Services Association is a nonprofit, bipartisan organization of individuals and agencies concerned with human services. The organization focuses on welfare, health care reform, and other issues involving families and the elderly. (The organization was previously known as the American Public Welfare Association.)

[www.aphsa.org](http://www.aphsa.org)

### Welfare Information Network

This site serves as a clearinghouse for information, policy analysis and technical assistance on welfare reform. Resources include issue papers and links to an extensive network of organizations, current research, and welfare-related information.

[www.welfareinfo.org](http://www.welfareinfo.org)

### Welfare to Work Partnership

This national not-for-profit organization was created to encourage and assist businesses hiring individuals from public assistance without displacing current workers. Founded by several major employers, The Partnership supports small, medium and large businesses hiring former welfare recipients.

[www.welfaretowork.org](http://www.welfaretowork.org)

## The Urban Institute

The Urban Institute is a nonprofit research organization that focuses on economic and social policy. The Urban Institute has prepared numerous papers and policy briefs about welfare reform that are available on-line through this site.

[www.urban.org](http://www.urban.org)

## Government Organizations

### National Governors' Association

NGA is a bipartisan national membership organization for the governors of U.S. states, commonwealths, and territories. The association provides an opportunity for governors to exchange views and experiences; assistance in solving state focused problems; information on state innovations and practices; and a bipartisan forum for Governors to establish, influence, and implement policy on national issues

[www.nga.org](http://www.nga.org)

### National Association of Counties

NACo is a national organization representing county governments. The association acts as a liaison with other levels of government, works to improve public understanding of counties, serves as a national advocate for counties and provides them with resources to help them find innovative methods to meet the challenges they face.

[www.naco.org](http://www.naco.org)

### U.S. Conference of Mayors

The United States Conference of Mayors is the official nonpartisan organization of cities with populations of 30,000 or more. Each city is represented in the Conference by its mayor; member mayors contributes to developing national urban policy in economic development, transportation and communications, jobs, education, and workforce development, health and human services, and other issues.

[www.mayors.org](http://www.mayors.org)

# Federal Funding Programs

Several federal government departments and agencies sponsor programs that include funding for eligible transportation projects. The Community Transportation Association of America (CTAA) has identified approximately 90 programs available from more than 17 federal agencies. These programs are detailed in CTAA's *Building Mobility Partnerships: Opportunities for Federal Funding* and some are described below.<sup>1</sup>

- **U.S. Department of Agriculture**
  - Rural Community Advancement Program
- **U.S. Department of Commerce**
  - Economic Development Grants
- **U.S. Department of Education**
  - Vocational Rehabilitation Grants
  - Independent Living Programs
  - Office of Elementary and Secondary Education*
    - Even Start
- **U.S. Department of Health and Human Services**
  - Administration for Children and Families*
    - Temporary Assistance for Needy Families
    - Social Service Research and Demonstrations
    - Refugee Resettlement Programs
    - Community Services Block Grants
    - Head Start
    - Native American Programs
    - Developmental Disabilities Grants
    - Social Services Block Grants
  - Administration on Aging*
    - Supportive Services and Senior Centers
    - Programs for Native American Elders
    - Research, Demonstration, Training and Discretionary Projects for the Elderly

*Health Care Financing Administration*

- Medicaid
- Health Care Research and Demonstrations

*Health Resources and Services Administration*

- Consolidated Health Centers
- Healthy Start
- Maternal and Child Health Services Grants
- Medicare Rural Hospital Flexibility Grants
- Rural Health Services Outreach Grants
- Ryan White CARE Act Grants

• **U.S. Department of Housing and Urban Development**

*Office of Community Planning and Development*

- Community Development Block Grants
- Housing Opportunities for Persons with AIDS

*Office of Housing*

- Supportive Housing for Persons with Disabilities
- Supportive Housing for the Elderly Program

*Office of Public and Indian Housing*

- Public Housing Drug Elimination Program

• **U.S. Department of Labor**

*Employment and Training Administration*

- Senior Community Service Employment
- Workforce Investment Act Programs

• **U.S. Department of Transportation**

*Federal Highway Administration*

- Highway Planning and Construction

*Federal Transit Administration*

- Transit Capital Improvement Grants
- Metropolitan Transit Planning Grants
- Transit Capital Grants for Urbanized Areas
- Public Transportation for Non-Urbanized Areas
- Capital Assistance for Elderly and Disabilities Transportation
- Transit Planning and Research
- Rural Transit Assistance Program
- Jobs Access and Reverse Commute Grant Program

• **Corporation for National Service**

- National Senior Service Corps

• **U.S. Department of Veterans Affairs**

*Veterans Health Administration*

- Veterans Hospitalization and Outpatient Care

## Notes

- <sup>1</sup> The report is available free of charge from CTAA's National Transit Resource Center at 1-800-527-8279 or online at [www.ctaa.org](http://www.ctaa.org). A more detailed description of these programs can be viewed at [www.ctaa.org/ct/resource/funding\\_resources.shtml](http://www.ctaa.org/ct/resource/funding_resources.shtml) and a matrix of funding tables can be found in PDF format at [www.ctaa.org/ct/resource/funding\\_tbl.shtml](http://www.ctaa.org/ct/resource/funding_tbl.shtml).

# Federal Funding Guidance

(Downloaded from <http://www.fta.dot.gov/wtw/uofl.html>)

June 1, 2000

## **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. Even in metropolitan areas with extensive transit systems, studies have shown that less than half the entry-level jobs are accessible by transit. 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.

While many States and communities are working to develop innovative transportation strategies, existing public transit often fails to link to suburban job opportunities, cover evening and weekend hours, or serve rural communities. Having a car can make a tremendous difference. Data from the Urban Institute's National Survey of American Families show that twice as many welfare recipients with cars were working than those without cars. Studies of welfare recipients in Michigan and Los Angeles also underscore that access to a car is a critical factor in getting a job. The fact is, however, that many welfare recipients and low-income workers do not have a car.

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, tribes, 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. That guidance was updated on December 23, 1998. This update reflects subsequent legislative changes in the Welfare-to-Work (WtW) grant programs since the last update, discussion of "assistance" pursuant to the Temporary Assistance for Needy Families (TANF) Program final regulations (45 CFR 260.31), and clarification of the use of TANF funds in transportation projects.

### **AUTHORITY AND REFERENCES:**

Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 (Pub. L. 104-193) and Balanced Budget Act of 1997 (Pub. L. 105-33) amending Title IV-A of the Social Security Act; Transportation Equity Act for the 21st century (TEA-21) (Pub. L. 105-178), TEA-21 Restoration Act (Pub. L. 105-206), Child Support Performance and Incentive Act of 1998 (Pub. L. 105-200); Title VIII of H.R. 3424, enacted as part of the Consolidated Appropriations Act for FY 2000, contains the "Welfare-to-Work and Child Support Amendments of 1999;" Temporary Assistance for Needy Families Program Final Rule 45 CFR Part 260, et al (64 Federal Register 17720 (April 12, 1999)); Welfare-to-Work Grants Interim Final Rule, 20 CFR Part 645 (62 Fed. Reg. 61588 (Nov. 18, 1997)); Job Access and Reverse Commute Competitive Grants Notice 65 Fed. Reg. 13209 (March 10, 2000).

### **RESPONSE TO CHALLENGE:**

It is essential for all Federal, State, tribal, and local entities to collaborate to ensure 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 transportation resources and services. Employers should also be included in the development of transportation 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 such consultations, 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 to other employment opportunities.

### **PROMISING INITIATIVES:**

Most States are 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.

Ventura County also has a program in which cars are donated to a nonprofit group and leased on a long-term basis to TANF recipients through a county credit union. In Forsyth County, N. Carolina, Goodwill Industries and the TANF agency work together to utilize surplus county vehicles. Chautauqua County, New York is an area with very limited public transportation. As a result, the County implemented an "EARN A CAR" program in which TANF recipients, who have demonstrated reliability of work effort and have a driver's license, learn basic car maintenance by repairing a donated car. Employed graduates of the class may purchase a donated car and a local bank helps to work out manageable loan payments. Fairfax County, Virginia uses a non-profit agency to help TANF recipients buy used cars. The county also helps the recipient with the downpayment, the cost of the car inspection and a maintenance plan.

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/atj/pubs/>.

## **FUNDING 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 TANF block grant program administered by HHS, Administration for Children and Families (ACF); (2) the WtW formula and competitive grant program administered by DOL, Employment and Training Administration (ETA); (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, tribes, 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 depth 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 fiscal year (FY) 2002. In addition, each State must maintain its own expenditures at 80 percent of its FY 1994 spending level (or 75 percent if the State meets the work participation rates). This is known as the maintenance-of-effort (MOE) requirement and regulations are found at 45 CFR 263.2.

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, such as transportation, housing, and child care, 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:

1. provide assistance to needy families so that children may be cared for in their own homes or in the homes of relatives;
2. end the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;
3. 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
4. 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. Services can help a family move from welfare to work or support a low-income working family who is not on welfare succeed on the job. 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, tribe, 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 on cost allocation in section 4, "Cost Principles");
- the purchase of rider "slots," "passes," or vouchers on a public or private transit system;
- financial assistance in the form of loans or grants 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 on cost allocation in section 4, "Cost Principles");
- establishment of an Individual Development Account (IDA) 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);
- establishment of other types of IDAs or asset-building programs that permit car purchases and support a TANF purpose, pursuant to section 404 (a)(1) 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 help TANF-eligible individuals in similar ways.

Many States are also easing restrictions that deter TANF-eligible recipients from owning cars. Some Most States are have either increased the excluded value or discounted entirely the value of a motor vehicle in determining TANF eligibility. Such actions also promote access to job preparation and work. The Food Stamp program has also eased policy restrictions that deter owning a car. Households receiving TANF benefits (either cash or TANF-funded services) are deemed categorically eligible for participation in the Food Stamp program, even if the family owns a car whose value would make it otherwise ineligible for food stamps. This policy is especially helpful for working families in States with more generous TANF limits for vehicles. The Food Stamp program also helps TANF families living in a State with a less generous TANF vehicle policy. The State may request a food stamp waiver to implement a policy that would exempt any vehicle from the Food Stamp assets test, if its sale would net the household less than \$1000. This policy also helps families who are not eligible to receive TANF benefits.

### *TANF-Eligibles*

Within the basic parameters described below, States define who is eligible for both TANF and MOE-funded benefits and services. We refer to such eligible individuals or eligible family members as “TANF-eligible.”

As a general rule, States must use Federal TANF funds, and State MOE funds, to help eligible family members in ways that are reasonably calculated to accomplish one of the four purposes of the TANF program mentioned earlier. At a minimum, an eligible family must consist of a minor child who resides with a caretaker relative (or consist of a pregnant woman). Beyond this minimum configuration, States may add other household members to comprise the eligible family. States may also choose to define the noncustodial parent (NCP) as a member of the child’s eligible family. An eligible family must also be “needy.” “Needy” for TANF and MOE purposes means financial deprivation, i.e., lacking adequate income and resources according to the income and resource (when applicable) criteria established by the State to receive the particular benefit(s) or service(s).

If a State does not choose to define the NCP as a member of the eligible family, the State may still help the needy NCP in ways that are consistent with a TANF purpose (see TANF purpose 2). However, only Federal TANF funds, not MOE funds, may be used; and, the benefits must be limited to those that are not considered “assistance.”

Under certain circumstances, States do not have to limit services to the “needy.” Instead, under TANF purpose 3 or 4 only, States may choose to use Federal TANF funds, but not MOE funds, to extend benefits that are not considered

“assistance” to individuals or family members who are not “needy,” but who meet other objective eligibility criteria established by the State to receive the service.

### *Assistance*

Some Federal TANF or State TANF MOE-funded benefits or services are labeled as “assistance.” The term “assistance” is important because most of the TANF prohibitions, restrictions, and requirements in title IV-A of the Social Security Act apply only when clients receive “assistance.” “Assistance” may only be provided to a needy family that, at a minimum, consists of a child living with a caretaker relative (or consists of a pregnant woman). “Assistance” is defined in 45 CFR 260.31.

Basically, “assistance” includes benefits directed at ongoing basic needs (i.e., for food, clothing, shelter, utilities, household goods, personal care items, and general incidental expenses). These benefits are considered “assistance” even when conditioned on participation in a work experience or community service activity. “Assistance” also includes child care, transportation, and supports for families that are not employed.

“Assistance” does not include nonrecurrent, short-term benefits, which (1) are designed to deal with a specific crisis situation or episode of need; (2) are not intended to meet recurrent or ongoing needs; and (3) will not extend beyond four months. “Assistance” also does not include child care, transportation, and other supportive services provided to families that are employed. In addition, “assistance” does not include work subsidies (i.e., payments to employers or third parties to help cover the costs of employee wages, benefits, supervision, and training). Nor does “assistance” include education and training services (although stipends or allowances to cover living expenses would constitute “assistance”) “Assistance” does not include contributions to and distributions from Individual Development Accounts or refundable earned income tax credits. It does not include services such as counseling, case management, peer support, child care information and referral, job retention, job advancement and other employment-related services that do not provide basic income support. Finally, “assistance” does not include transportation benefits provided under a Job Access or Reverse Commute project to an individual who is not otherwise receiving “assistance.”

Under this definition, an investment in the start-up or operating costs of a transportation service would 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 unemployed recipients would otherwise have to pay is “assistance” (if the recipient is unemployed). If the individual is working, then neither the value of the fare nor any other transportation services, are considered “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. The data collection and reporting requirements are found in 45 CFR part 265.

Federal TANF “assistance” paid to a family counts toward the 60-month lifetime limit on the receipt of TANF benefits. 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. 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 the unemployed TANF family member to look for work, to receive counseling, or to participate in job training activities, States assess the impact of such assistance on the family’s time limit and advise the family of this impact. Generally, these families are also receiving cash assistance, which counts toward the time limits, so the transportation assistance itself does not have a specific impact on the time limit.

### *Other Considerations*

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 section 4 on Cost Principles 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 specifically authorized by the statute of the program (See Section 3 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 State's MOE requirement 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).

For more information on the use of TANF funds, refer to the guidance entitled *Helping Families Achieve Self-Sufficiency*, available through the Internet at <http://www.acf.dhhs.gov/programs/ofa/funds2.htm>.

## **2 . Welfare-to-Work (WtW) Grants**

The U.S. Department of Labor provides WtW grants to States, tribes, and local communities to create additional job opportunities for the hardest-to-employ TANF recipients and noncustodial parents. The grants total \$3 billion in 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 and certain noncustodial parents into unsubsidized employment.

### *Eligible Participants*

WtW funds can only be spent on eligible participants. In general, WtW participants are hard-to-employ long-term welfare recipients, noncustodial parents and certain individuals who appear likely to become long-term recipients. The 1999 Amendments (described below) significantly changed the WtW eligibility criteria. Eligibility criteria for the WtW program prior to the 1999 Amendments are described in the WtW Interim Final Rule at 20 CFR 645.212 and 645.213.

### *Formula Grants*

Seventy-five percent of WtW funds (less small set-asides for WtW Indian and Native American grants and for evaluation) were made 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 Workforce Investment Boards (Local Boards), formerly Private Industry Councils, (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 were made available through competitive grants to local communities as described at Section 403(a)(5)(B) of the Social Security Act. The Department of Labor awarded WtW competitive grants directly to political subdivisions (cities and counties) and Local Boards, as well as to other entities (such as community development corporations and community-based organizations, community action agencies, and other public and private organizations) which applied in conjunction with a Local Board or political subdivision. For the purposes of the competitive grants only, a public transit system could apply for a competitive grant in conjunction with the Local Board or political subdivision. As part of their competitive grant proposal, applicants were asked to describe the coordination and contributions of local housing and transportation authorities, in addition to other organizations. For information on the 191 WtW competitive grants already awarded, visit the WtW internet site at <http://wtw.doleta.gov>.

### *1999 WtW Amendments*

Title VIII of H.R. 3424, enacted as part of the Consolidated Appropriations Act for FY 2000, contains the "WtW and Child Support Amendments of 1999" (1999 Amendments). The 1999 Amendments make several significant changes to the WtW grant programs administered by the Department of Labor. These Amendments allow WtW grantees to more effectively serve both long-term welfare recipients and noncustodial parents of low-income children.

The most significant change in the 1999 Amendments is the expansion streamlining of eligibility. Under general eligibility criteria, the specific barriers to employment that were required prior to the 1999 Amendments are no longer necessary to enroll long-term welfare recipients in the program. Noncustodial parent eligibility is also simplified expanded, and now requires that such individuals enter into a Personal Responsibility Contract. Additionally, under new criteria, youth who have been in foster care and custodial parents with incomes below 100% of the poverty guidelines are eligible, in addition to TANF recipients with characteristics of long-term dependence.

Other changes in the 1999 Amendments allow limited vocational education and job training prior to placement in an employment activity, streamline WtW reporting requirements and allow certain grantees to provide direct services to participants. States can Formula grantees can implement the new changes on July 1, 2000, although, while formula grantees cannot expend Federal WtW funds to serve the newly eligible population until October 1, 2000. Competitive grantees were able to implement on January 1, 2000, and tribal grantees were able to implement the 1999 Amendments effective November 29, 1999, the date the legislation was signed.

For more information on the specific provisions of the 1999 Amendments, including legislative language and information on the regulatory process, visit <http://wtw.doleta.gov/laws-regs/99amend-index.htm>.

### *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 seven 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.
- 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 or from work or work-related activities is not allowable under WtW due to the more restrictive purposes of the WtW program, as described at CFR 645.110.

PICs or Local workforce investment boards 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 FY2000.

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 web site at <http://www.fta.dot.gov/wtw/>.

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, including individuals with disabilities. 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.

#### *Cost-Sharing Requirement*

The Job Access and Reverse Commute (Job Access) 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(h)(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.

#### *Use of TANF and WtW Funds for Job Access Cost-Sharing*

Both WtW and Federal TANF funds may be expended to help meet the Job Access cost-sharing requirement. WtW funds can only be spent on authorized activities and participants (see section 2 of this document). Certain statutory limitations apply to the use of TANF funds used in a cost sharing arrangement in the Job Access program. These limitations are found in section 404(k) of the

Social Security Act (as added by Section 403 of the Child Support Performance and Incentive Act of 1998). The limitations are as follows:

- 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)(iii) of the Social Security Act; and low-income individuals who are at risk of qualifying for TANF assistance. (States decide the TANF-eligibles from among this group.) (*are citations updated for WtW amendments?*)
- 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).

All applicable TANF or WtW programmatic requirements apply to any Federal TANF or WtW funds expended for Job Access or Reverse Commute transportation projects. This is because the cost-sharing arrangement does not constitute a transfer of funds to the Job Access and Reverse Commute grant program. For example, we previously mentioned (under the discussion of the TANF program) that funds or services received by eligible families that are not employed 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).

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.

There is also a statutory 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**

##### *General Points*

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 Federal funds. OMB Circular A-87 is available through the Internet at <http://www.whitehouse.gov/WH/EOP/OMB/html/circular.html>. Agencies responsible for administering programs in accordance with OMB Circular A-87 must have regulations that implement provisions of this circular and its Attachments. HHS' regulations are found at 45 CFR Part 92; DOL's at 29 CFR Part 97; and, DOT's at 49 CFR Part 18.22 and 49 CFR Part 19.27.

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.

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 assigns 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' Division of Cost Allocation publishes requirements for the preparation, submission, and approval of State agency cost allocation plans for public assistance programs.

### *Specific Points*

TANF funds, including Tribal TANF funds, may be used to procure or to share in the cost of transportation services that are reasonably calculated to accomplish a purpose of the TANF program. The same basic costs principles apply (described above and below) whether States use TANF funds alone or in combination with other funds from different funding streams (whether Federal, State, or local) to pay for a transportation project.

TANF funds may be used if the cost of the transportation project (including start-up costs) is necessary and reasonable. The amount of funds (fair share) expended on an activity must be based on a reasonable estimate of the TANF-eligibles benefiting from the project. States may use any sound reasonable basis for estimating the TANF-eligibles benefiting from the transportation project. When sharing costs with other entities or agencies, States may decide the methodology to use to estimate the TANF eligibles benefiting from the transportation project.

Permitting the State agency to arrive at a reasonable estimate allows the use of TANF funds for transportation investments that support the employment and employment-related needs of TANF eligibles without having to associate all such expenditures to individual families. As noted above, 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, to reflect the new estimate of ongoing operating costs. Any TANF funds used in a project after the start-up period (if applicable) must be based on a current estimate. States may use sampling to arrive at a new estimate.

Likewise, 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.

States may expend Federal TANF and WtW grant funds to share in a portion of the cost of the Job Access 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. 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.

*Examples:*

- The local social services district plans to contract with the public transit system to start a new bus service to provide TANF recipients with transportation to an employment site not currently served by the system. The service contract includes start-up costs. TANF riders would be given passes or vouchers to ride at no additional cost. Other passengers using the service will pay a fare.

General cost principles dictate that the contract cost (including start-up costs) must be reasonable and necessary and based on a reasonable estimate of TANF ridership. Farebox revenue would serve to reduce the cost of the contract over time.

- The State wishes to provide better community service by expanding public transportation services to low-income communities without such services. The transit agency will purchase vans or shuttle buses, as needed, and retain ownership of them.

TANF funds may be used to help with the purchase of the bus, provided the new bus service is reasonably calculated to accomplish a TANF purpose (e.g., enables TANF-eligible individuals to commute to work or work-related activities, or attend other activities that accomplish a TANF purpose). The amount of TANF funds used for this activity must be based on a reasonable estimate of the TANF-eligibles benefiting from the bus service.

- A developer has completed construction of a mega-mall in a locale that lacks adequate public transportation. The developer has assured the TANF agency that businesses that lease space in the mall are committed to providing employment opportunities for TANF-eligible individuals who are ready-to-work. The space is nearly 100 percent leased. The mall also includes a child care facility. However, there is no existing transportation service to the site.

The TANF agency has joined forces with a local bus company to provide transportation to the mall to individuals in a number of identified residential areas.

The TANF agency must have a sound mechanism to estimate the TANF-eligible ridership. Then, TANF funds may be used to pay for costs that are on behalf of TANF-eligible clients.

- This locale wishes to extend an existing bus route so that TANF recipients may travel to an employment site and day care center. TANF funds would only be used to pay for the increase in the cost of the extension.

The project must be reasonable and necessary and based on a sound mechanism to estimate TANF-eligible ridership. TANF funds may only be used to pay for costs on behalf of TANF-eligible clients.

- 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 and to share in the cost of the new bus line. The TANF agency and a local workforce investment board 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.

TANF funds may be used for this project because it meets the requirements of section 404(k) of the Social Security Act. 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-eligible 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. Any reasonable methodology agreed to by the involved agencies is acceptable for estimating the division of costs. Neither HHS, DOT, or DOL has a preferred standard for this purpose.

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 assigns 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.

## **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. In 1996, the Community Transportation Association of America's National Transit Resource Center staff 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. Federal funding source information is available on the Internet at [http://www.ctaa.org/ct/resource/funding\\_resources.shtml](http://www.ctaa.org/ct/resource/funding_resources.shtml). Other important transportation information is available at <http://www.ctaa.org/pubs>. 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 various Federal Transit Administration publications such as *The Challenge of Job Access*, *Access To Jobs Brochure (excerpts)*, and *Transportation Planning for Access to Jobs*. Each of these publications can be found online at <http://www.fta.dot.gov/wtw/notebk.html>. Further information on access to jobs resources, including peer networking, contacts, publications, and a guide to innovative practices, are available through the resource center of the Community Transportation Association of America at <http://www.ctaa.org/ntrc/atj/resources.shtml>. States should encourage local agencies to use all available transportation services in their area to facilitate access to good jobs for low-income Americans.

# Case Study Contacts

The following individuals were contacted for the case studies summarized in Chapters 9 and 10.

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[ccafrpk@njtransit.state.nj.us](mailto:ccafrpk@njtransit.state.nj.us)

## Pinellas County Transportation Disadvantaged Program

David McDonald  
Pinellas County Metropolitan Planning Organization  
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Clearwater, FL 33756  
727-464-4751  
727-464-4155 fax  
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## San Diego Workforce Partnership

Linda Womack, Administrative Coordinator  
San Diego Workforce Partnership, Inc.  
1551 Fourth Avenue, Suite 600  
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(619) 238-1445  
(619) 235-8105 fax  
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## Santee Wateree Regional Transportation Authority

### Flex Routes

Sonia B. Spivey  
Executive Director  
Santee Wateree Regional Transportation Authority  
21 Homes Gardner Road  
P.O. Box 2462  
Sumter, SC 29151-2462  
803-775-9347  
803-775-4048 fax

## Transit Authority of River City

Janene Grantz  
Market Development Coordinator  
Transit Authority of River City  
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Louisville, KY 40203  
502-561-5112  
502-561-5253 fax  
[tarc@aye.net](mailto:tarc@aye.net)

# Sample Survey Form

# Transportation Survey

Date: \_\_\_\_\_ Location: \_\_\_\_\_

***We would like to ask you a few questions about transportation for work and child care.***

1. Do you have a valid driver's license?  
 Yes  
 No
  
2. Do you own a car or other personal vehicle that you can use to travel to work or qualified work activities?  
 Yes ***(Go to Question 3)***  
 No

If you do not own a car, does someone in your household own a car or personal vehicle that you can use to travel to work or qualified work activities?

- Yes  
 No ***(Go to Question 5)***
  
3. If this vehicle in good working order?  
 Yes  
 No
  
4. Is this vehicle registered and insured?  
 Yes  
 No
  
5. Is there a bus stop or train station within a 5-10 minute walk of your home?  
 Yes  
 No  
 Don't know
  
6. Will you need transportation to child care for most or all of the days you will be working?  
 Yes  
 No  
 Don't know

***Thank you for taking the time to answer these questions.***

# Sample Data Collection Form

# Quarterly Data Collection Form

Reporting Period from \_\_\_\_\_ to \_\_\_\_\_

## Part 1: Project Summary Information

Project Name: \_\_\_\_\_

Organization: \_\_\_\_\_

Contact: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_

E-mail: \_\_\_\_\_

Brief description of transportation service(s) funded under this program: \_\_\_\_\_

\_\_\_\_\_

Tasks accomplished this quarter: \_\_\_\_\_

\_\_\_\_\_

Work to be accomplished next quarter: \_\_\_\_\_

\_\_\_\_\_

Problems encountered or anticipated: \_\_\_\_\_

\_\_\_\_\_

## Part 2: Program Expenses and Income

### Part 2a: Capital Expenses

Category	Current Quarter	Project to Date	Budgeted
Vehicles			
Purchase			
Lease			
Depreciation			
Non-Vehicle Equipment			
Purchase			
Lease			
Depreciation			
<b><i>Subtotal - Capital Expenses</i></b>			

### Part 2b: Administrative Expenses

Category	Current Quarter	Project to Date	Budgeted
Labor			
Fringe Benefits			
Services			
Professional and Technical			
Other			
Materials and Supplies			
Rent & Utilities			
Insurance			
Professional			
Other			
Taxes			
Miscellaneous			
Dues and Subscriptions			
Travel and Meetings			
Advertising			
Other			
<b><i>Subtotal - Administrative Expenses</i></b>			

Quarterly Data Collection Form

Part 2c: Operating Expenses

Category	Current Quarter	Project to Date	Budgeted
Labor			
Vehicle Operators			
Maintenance Salaries			
Other Salaries			
Fringe Benefits			
Vehicle Operators			
Maintenance Salaries			
Other Salaries			
Services			
Contract Maintenance			
Security			
Other			
Materials and Supplies			
Fuel and Lubricants			
Tires			
Parts			
Other Materials			
Rent & Utilities			
Casualty and Liability Costs			
Taxes			
Vehicle Registration			
Other			
Purchased Transportation			
Miscellaneous			
Tolls			
Other			
<b><i>Subtotal - Operating Expenses</i></b>			

<b><i>Total Expenses</i></b>			
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Part 2d: Non-Grant Income

Category	Current Quarter	Project to Date	Budgeted
Passenger Fares			
Other Income			
<b>Subtotal - Non-Grant Income</b>			

<b><i>Net Expenses</i></b>			
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### Part 3: Service Performance

Calculate the ridership, service delivery, and performance for services funded under this program.

#### Part 3a: One-Way Trips

Calculate ridership for each targeted market segment based on total one-way passenger trips:

Market Segment	Current Quarter	Project to Date	Budgeted
Welfare recipients			
Low-income individuals			
Hardest-to-serve welfare recipients			
Other target markets			
<i>Total one-way trips provided</i>			

#### Part 3b: Vehicle Hours

Calculate amount of service provided based on additional vehicle hours for the following time periods:

Service Indicator	Current Quarter	Project to Date	Budgeted
Weekday peak periods (5:00 a.m. -- 8:00 p.m.)			
Weekday off-peak (8:00 p.m. – 5:00 a.m.)			
Weekend (Saturday and Sunday all day)			
<i>Total additional vehicle hours</i>			

#### Part 3c: Vehicle Miles

Calculate amount of service provided based on additional vehicle miles for the following time periods:

Service Indicator	Current Quarter	Project to Date	Budgeted
Weekday peak periods (5:00 a.m. – 8:00 p.m.)			
Weekday off-peak (8:00 p.m. – 5:00 a.m.)			
Weekend (Saturday and Sunday all day)			
<i>Total additional vehicle miles</i>			

#### Part 3d: Performance Indicators

Calculate performance for services funded through this program:

Performance Indicator	Current Quarter	Project to Date	Budgeted
Net operating cost per vehicle mile			
Net operating cost per vehicle hour			
One-way passenger trips per vehicle mile			
One-way passenger trips per vehicle hour			
Net operating cost per one-way passenger trip			

## Part 4: Customer Benefits

Summarize improvements in transportation access to jobs, support services, and home locations resulting from expanded geographic coverage and service schedules. Determine the number of employers, jobs, entry-level jobs, child-care facilities, support services, and residences that that previously had no transit access and are now located within one-half mile of new transit services.

Element	Baseline	Increase	Total
Total employers			
Total jobs			
Entry-level jobs			
Child-care facilities			
Training and support services			
Residences of welfare recipients			
Residences of low-income individuals			
Residences of hardest to serve welfare recipients			
Residences of other targeted customers			

Please cite source(s) for data provided: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Please attach supporting materials, such as maps, if available.

## Part 5: Societal Benefits

Calculate the overall societal benefits that result from this program. Include participant earnings, public benefits received, program costs, and other relevant factors.

### Part 5a: Benefits Accrued

Estimate average annual earnings for each participant in work force \_\_\_\_\_

Estimate change in annual public benefits received for each participant \_\_\_\_\_

Calculate total benefits for each participant \_\_\_\_\_

Estimate number of program participants \_\_\_\_\_

Estimate total program benefits \_\_\_\_\_

### Part 5b: Program Costs

Estimate total annual program capital costs \_\_\_\_\_

Estimate total annual program administrative costs \_\_\_\_\_

Estimate total annual program operating costs \_\_\_\_\_

Estimate total annual program costs \_\_\_\_\_

### Part 5c: Compare Costs and Benefits

Subtract total program costs from program benefits \_\_\_\_\_

Calculate ratio of program benefits to program costs \_\_\_\_\_

## Part 6: Program Coordination

Summarize the financial and operating partnerships that were established to support this program. Identify the funding partnerships, amount of matching funds, and sources of matching funds for the following organizations:

Category	Matching Fund Amount	Program Source
Human Service Agencies		
Transportation Agencies		
Employers		
Nonprofit Organizations		
Others		

The **Transportation Research Board** is a unit of the National Research Council, which serves the National Academy of Sciences and the National Academy of Engineering. The Board's mission is to promote innovation and progress in transportation by stimulating and conducting research, facilitating the dissemination of information, and encouraging the implementation of research results. The Board's varied activities annually draw on approximately 4,000 engineers, scientists, and other transportation researchers and practitioners from the public and private sectors and academia, all of whom contribute their expertise in the public interest. The program is supported by state transportation departments, federal agencies including the component administrations of the U.S. Department of Transportation, and other organizations and individuals interested in the development of transportation.

The National Academy of Sciences is a private, nonprofit, self-perpetuating society of distinguished scholars engaged in scientific and engineering research, dedicated to the furtherance of science and technology and to their use for the general welfare. Upon the authority of the charter granted to it by the Congress in 1863, the Academy has a mandate that requires it to advise the federal government on scientific and technical matters. Dr. Bruce M. Alberts is president of the National Academy of Sciences.

The National Academy of Engineering was established in 1964, under the charter of the National Academy of Sciences, as a parallel organization of outstanding engineers. It is autonomous in its administration and in the selection of its members, sharing with the National Academy of Sciences the responsibility for advising the federal government. The National Academy of Engineering also sponsors engineering programs aimed at meeting national needs, encourages education and research, and recognizes the superior achievements of engineers. Dr. William A. Wulf is president of the National Academy of Engineering.

The Institute of Medicine was established in 1970 by the National Academy of Sciences to secure the services of eminent members of appropriate professions in the examination of policy matters pertaining to the health of the public. The Institute acts under the responsibility given to the National Academy of Sciences by its congressional charter to be an adviser to the federal government and, upon its own initiative, to identify issues of medical care, research, and education. Dr. Kenneth I. Shine is president of the Institute of Medicine.

The National Research Council was organized by the National Academy of Sciences in 1916 to associate the broad community of science and technology with the Academy's purpose of furthering knowledge and advising the federal government. Functioning in accordance with general policies determined by the Academy, the Council has become the principal operating agency of both the National Academy of Sciences and the National Academy of Engineering in providing services to the government, the public, and the scientific and engineering communities. The Council is administered jointly by both the Academies and the Institute of Medicine. Dr. Bruce M. Alberts and Dr. William A. Wulf are chairman and vice chairman, respectively, of the National Research Council.

Abbreviations used without definitions in TRB publications:

AASHO	American Association of State Highway Officials
AASHTO	American Association of State Highway and Transportation Officials
ASCE	American Society of Civil Engineers
ASME	American Society of Mechanical Engineers
ASTM	American Society for Testing and Materials
FAA	Federal Aviation Administration
FHWA	Federal Highway Administration
FRA	Federal Railroad Administration
FTA	Federal Transit Administration
IEEE	Institute of Electrical and Electronics Engineers
ITE	Institute of Transportation Engineers
NCHRP	National Cooperative Highway Research Program
NCTRP	National Cooperative Transit Research and Development Program
NHTSA	National Highway Traffic Safety Administration
SAE	Society of Automotive Engineers
TCRP	Transit Cooperative Research Program
TRB	Transportation Research Board
U.S.DOT	United States Department of Transportation

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