Part 1: Introduction

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In 1996, federal welfare reform legislation created a new emphasis on moving individuals from welfare to work. The Personal Responsibility and Work Opportunity Reconciliation Act replaced the Aid for Families with Dependent Children program with block grant funding and mandatory work requirements. The new welfare program, which shifted many administrative and policy responsibilities to the state level, imposed a five-year lifetime limit on welfare benefits and a two-year deadline for placing most recipients in jobs, job training, or vocational education programs.

As states and localities began to implement their welfare-reform programs, it quickly became apparent that providing reliable and affordable transportation to jobs, to job training, and to other employment support services was critical to the success of these programs. Because the transportation needs associated with welfare reform are difficult to serve with traditional transit services, state and local governments began to develop creative solutions to serve this new market.

Report Description

This is the final report for Transit Cooperative Research Program (TCRP) Project H-15A, *Welfare to Work: Integration and Coordination of Transportation and Social Services*. The project's goal was to examine the role of transportation in supporting welfare-to-work initiatives and to identify practical strategies to improve access to job opportunities for former welfare recipients making the transition to work. Research activities to support this project included an extensive literature review, focus groups with stakeholders in the welfare-to-work activities, and a series of on-site case studies. The research team identified traditional and innovative approaches to welfare-related transportation, including modifications to existing mass transit services, better coordination and integration of available transportation services, ride-sharing programs, automobile ownership programs, and subsidies for transportation costs. Of particular interest were the new collaborations between social service and transportation providers, involvement of faith-based and community-based organizations, and creative use of public and private funding sources to support improvements in mobility.

This report is presented in three parts.

Part 1 documents the challenges of providing welfare-to-work transportation and highlights some of the new partnerships and creative implementation strategies identified through the literature review and the field research. **Chapter 1** summarizes the issues and needs associated with welfare-to-work transportation. **Chapter 2** describes the noteworthy planning initiatives and associated partnerships participating in welfare-related transportation programs. **Chapter 3** describes the range of transportation approaches that have been developed in response to the travel needs of TANF participants. **Chapter 4** identifies major funding sources available for welfare-to-work transportation and describes specific strategies that some service providers have used to support their programs.

Part 2 documents the field research elements of this project. **Chapter 5** describes the focus groups conducted with transportation stakeholders in three locations. **Chapters 6-16** detail the case studies that profile exemplary welfare-related transportation programs.

Part 3 synthesizes the findings from the literature review and field work. **Chapter 17** includes a framework for evaluation the success of welfare-to-work transportation strategies, and **Chapter 18** summarizes the elements common to successful programs.

Appendices include relevant resources and contacts.

Issues and Needs

Welfare reform legislation changed the structure of the American welfare system. The strengthened emphasis on moving individuals from welfare to work has had significant implications for a wide range of support services, from child care to job training to transportation. Transportation plays a key role in meeting the goals of welfare reform. While welfare recipients face numerous obstacles on the path to employment, transportation has consistently been identified as a major barrier to finding and keeping a job. Without reliable transportation options, many welfare clients cannot make a successful transition to work.

Solving the transportation problem has required new collaborations among public agencies and private organizations, innovative services, and creative funding strategies. This section summarizes the provisions of federal welfare reform legislation, the demographic characteristics and travel patterns of welfare recipients, the unique challenges of welfare-related transportation, and the implications for service strategies.

Welfare Reform Legislation

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA) created a series of goals, incentives, support systems, and sanctions designed to move welfare recipients into jobs. The legislation shifted responsibility for welfare from the federal government to the states and replaced the Aid to Families with Dependent Children (AFDC) program with a block grant program. The block grants, known as Temporary Assistance for Needy Families (TANF), were designed for states to provide eligible families with time-limited cash assistance. States were required to submit a plan for the TANF block grant by July 1, 1997.

Key provisions of the federal welfare reform law include the following:

- **Work requirements.** Adults are required to work after receiving TANF assistance for 24 months, with some specific exemptions allowed. (Twenty-one states introduced shorter time limits.) The law sets specific participation goals for work activities.

- **Work activities.** TANF recipients are required to participate in unsubsidized employment, subsidized employment, on-the-job training, work experience, community service, vocational training, or provide child care services to individuals participating in community service. Some job search activities also count toward the work requirements.

- **Transitional support.** Increased funding is available for child care to help more mothers move into jobs. In addition, the law guarantees that women on welfare continue to receive health coverage for their families, including at least one year of transitional Medicaid when they leave welfare to work.

- **Time limit.** Individuals may not receive TANF assistance for more than five years; the 60-month clock is cumulative, not consecutive. States have the discretion of imposing shorter time limits, and 18 states have chosen to do so. States may exempt up to 20 percent of their caseload from the time limit and have the option of using non-cash assistance or state funds to assist families that have reached the five-year limit.

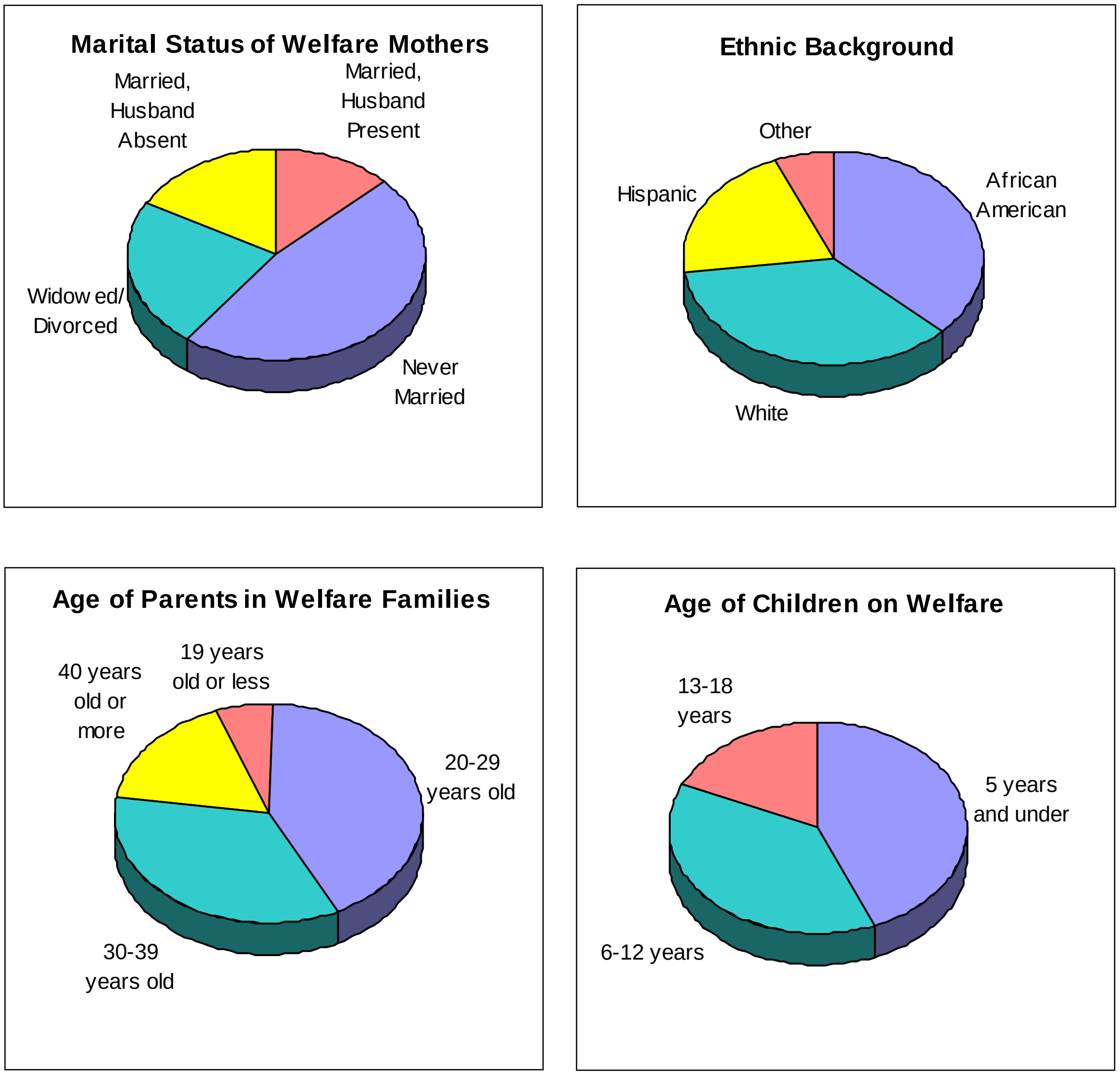
While welfare policy and administration had previously been a federal responsibility, welfare reform has shifted many of the traditional responsibilities of the Department of Health and Human Services (HHS) to the states. This policy change meant that the nation has moved from a single centralized welfare program to 50 separate programs – each with a unique set of transportation concerns and requirements.

The following sections describe the characteristics of welfare recipients who are making the transition to work and their special transportation needs.

Characteristics of Welfare Clients

Welfare clients are overwhelmingly single women with children.[1] According to the U.S. Department of Labor, only 13 percent of welfare mothers were married, with husbands present in the household; nearly half (48 percent) never married and others were widowed, divorced, or separated.[2] Most of these women have only one or two children (the average is 1.9), consistent with patterns in the general public, but these children tend to be young. About 44 percent of children in welfare families are five years old or younger, and nearly 38 percent are between six and twelve years old. The average age of children receiving welfare benefits is 7.6 years. The majority of parents in welfare families are in their twenties (42 percent) or thirties (35 percent). Only 6 percent are teenagers. Finally, welfare families are diverse. About 37 percent are

Characteristics of Welfare Recipients



Source: U.S. Department of Labor

African American, 36 percent are white, and 21 percent Hispanic. (The figure above presents a series of demographic characteristics.)

More than half of welfare recipients have, at a minimum, a high school degree or GED; 16 percent have at least some college experience. About 42 percent never completed high school.[3] Additionally, while 61 percent of welfare mothers reported prior work experience, many have worked only in low-wage, low-skill jobs.[4] For example, the Institute for Women's Policy Research reported that 37 percent of AFDC mothers worked as maids, cashiers, nursing aides, child-care workers, and waitresses. Most of these jobs were in the service industries, including restaurants, bars, nursing homes, private households, hotels and motels, department stores, hospitals, and temporary help firms; these industries employed 40 percent of welfare mothers, compared to 19 percent of all women.[5]

Cathie J. was a single mother in Vermont who raised three children on welfare after her divorce. When her children were grown, she enrolled in a training program and was hired as a pharmacy technician in Burlington. For a while she was able to drive a car that a friend had given her. But after the car broke down, she had to rely on her retired uncle to drive her to work – a forty-minute round trip twice a day.

Welfare recipients overwhelmingly live in the nation's metropolitan areas, but not necessarily the center cities. Among individuals receiving AFDC or General Assistance in 1992, 48 percent lived in central cities, 28 percent in suburbs, and 24 percent in rural areas.[6] The pattern is slightly different for women with children. In 1993, the Census Bureau looked at the characteristics of women of childbearing age (defined as 15-44 years) receiving AFDC benefits. Among these women, who make up the majority of people on welfare, 56 percent lived in center cities, 25 percent in suburbs, and 19 percent in rural areas.[7]

Transportation Barriers for Welfare Recipients

The commuting difficulties of individuals making the transition from welfare to work have been widely documented. Stories highlight the transportation challenges that many welfare recipients face in finding and keeping jobs – multiple bus trips, incompatible schedules, long walks to suburban job sites, concerns about safety, reliance on friends and relatives, and expensive taxi rides. In addition to this anecdotal information, survey data and statistical analyses have also documented the challenges associated with providing transportation to welfare recipients. The following is an overview of these various transportation barriers that welfare clients face.

Access to Transportation Services

Most welfare recipients do not own automobiles. The U.S. Department of Health and Human Services has estimated that, on average, about 7 percent of families receiving TANF benefits own an automobile and that these vehicles have an average reported value of $895.[8] As the table indicates, this national average shows significant local variation. California alone accounted for more than half of the reported automobiles, and ownership rates exceeded 20 percent in Kentucky, Kansas, and Hawaii. In contrast, fewer than 1 percent of TANF families reported autos in states like New York, Maryland, and Michigan. While these statewide averages can provide a snapshot of automobile availability, the numbers should be interpreted with caution. Until recently, families receiving welfare benefits were limited to one car valued at less than

TANF Families Reporting Motor Vehicles
October 1996-June 1997

State	TANF Families	Vehicles	Percent	State	TANF Families	Vehicles	Percent
Alabama	36,728	46	0.1%	Montana	9,442	802	8.5%
Alaska	12,312	n/a	n/a	Nebraska	13,481	165	1.2%
Arizona	56,020	456	0.8%	Nevada	12,120	421	3.5%
Arkansas	21,405	345	1.6%	New Hampshire	8,280	186	2.2%
California	832,009	160,255	19.3%	New Jersey	102,034	n/a	n/a
Colorado	31,182	245	0.8%	New Mexico	29,256	2,065	7.1%
Connecticut	56,051	599	1.1%	New York	391,000	638	0.2%
Delaware	9,900	146	1.5%	North Carolina	101,783	1,137	1.1%
District of Columbia	24,508	n/a	n/a	North Dakota	4,331	526	12.1%
Florida	179,170	5,278	2.9%	Ohio	191,437	4,892	2.6%
Georgia	111,924	2,555	2.3%	Oklahoma	31,750	185	0.6%
Guam	2,279	28	1.2%	Oregon	25,310	1,500	5.9%
Hawaii	22,487	5,480	24.4%	Pennsylvania	167,933	3,940	2.3%
Idaho	7,710	135	1.8%	Puerto Rico	48,143	n/a	n/a
Illinois	202,290	8,043	4.0%	Rhode Island	19,903	274	1.4%
Indiana	45,813	6,145	13.4%	South Carolina	35,895	540	1.5%
Iowa	29,365	247	0.8%	South Dakota	5,264	324	6.2%
Kansas	21,066	4,504	21.4%	Tennessee	73,763	4,492	6.1%
Kentucky	66,623	16,750	25.1%	Texas	222,162	2,639	1.2%
Louisiana	58,665	132	0.2%	Utah	12,613	282	2.2%
Maine	18,961	184	1.0%	Vermont	8,401	406	4.8%
Maryland	60,950	635	1.0%	Virgin Islands	1,298	n/a	n/a
Massachusetts	79,686	751	0.9%	Virginia	55,260	2,769	5.0%
Michigan	154,816	1,585	1.0%	Washington	94,619	8,138	8.6%
Minnesota	54,276	9,146	16.9%	West Virginia	34,747	839	2.4%
Mississippi	40,646	3,164	7.8%	Wisconsin	44,345	1,071	2.4%
Missouri	73,635	6,217	8.4%	Wyoming	3,084	109	3.5%
				Total	*4,058,131*	*271,412*	*6.7%*

Source
Temporary Assistance for Needy Families (TANF) Program
First Annual Report to Congress
U.S. Department of Health and Human Services
Administration for Children and Families
August 1998

$1,500. Most states have increased this asset ceiling, but participants may still under-report the number and value of household automobiles.

Without cars, welfare clients must rely on other modes of transportation – walking, bicycling, sharing rides with friends and relatives and, when available, mass transit. Urban residents generally have access to mass transit services. For example, in Essex County, New Jersey, which includes Newark, it has been estimated that 98 percent of welfare clients live within a five-minute walk of a bus route (calculated as one-quarter mile) and all live within a mile of bus service.[9] In rural and suburban areas, however, the picture changes noticeably. Some 38 percent of rural residents live in areas without any public transit service and another 28 percent live in areas with negligible service.[10] Suburbs fall somewhere in between. Looking this time at some of New Jersey's suburban counties, it has been estimated that 50-70 percent of welfare clients live within a five-minute walk of transit in places like Somerset, Gloucester, and Middlesex Counties.[11]

As the next sections show, however, living near transit is only part of the solution. Given changes in employment and commuting patterns, the transit services available to welfare clients may not take them where they need to go or when they have to get there.

Suburban Employment Trends

Growth in America's suburbs has had profound impacts on transportation and land-use patterns in the last several decades. Residents and jobs have both moved from the nation's center cities into surrounding suburbs, while transit systems have not kept pace. Between 1980 and 1990, the nation's suburbs gained 17.5 million people while the central cities lost 500,000.[12] Suburban employment has also grown in the last few decades, again at the expense of central cities. Between 1967 and 1987, Philadelphia lost 64 percent of its manufacturing jobs, and Chicago, New York City, and Detroit each lost more than half. In many cases, these jobs were relocated from center city to the suburbs. In Detroit, for example, the city lost 100,000 jobs during the 1980s, while the surrounding suburbs gained 250,000 jobs.[13] Nationally, nearly two thirds of new jobs created during the 1980s were located in the suburbs.[14] And by 1990, the suburban share of jobs grew from 37 percent to 42 percent.[15]

Spatial Mismatch

Many of these suburban jobs would be quite attractive to welfare recipients – if they could get there. Unfortunately, most transit systems focus on urban transportation needs, placing many of these jobs out of reach for prospective employees without cars. Even when suburban employers are located within walking distance of transit – and transit schedules match work shifts – trips tend to be long and may require transfers, and the walk from transit to job site may not be pedestrian friendly.

In Ohio, Case Western Reserve University's Center on Urban Poverty and Social Change, in collaboration with the Cuyahoga County Departments of Entitlement and Employment Services, was among the first to document this gap between suburban jobs and available transit services. Using Geographic Information Systems (GIS) software, researchers examined transit routes serving Cleveland neighborhoods with high concentrations of public assistance recipients. The study found that residents from these areas could not easily reach jobs that matched their skill levels. Inner-city residents with cars could reach about one-third of the available jobs in about 20 minutes; doubling their travel time gave them access to about three-quarters of the job openings. For those without vehicles, however, access worsened significantly. With a 40-minute commute on transit, inner-city residents could reach 8-15 percent of the appropriate jobs in the metropolitan area. Doubling their commute time to 80 minutes, these residents were only able to reach 40-44 percent of the appropriate job openings.[16]

In Louisville, Kentucky, a woman worked in a suburban hospital on the 3:00 p.m. to 11:00 p.m. shift. While she could take the bus to work in the afternoon, no public transportation was available for her return trip at night. Instead, she had to choose between walking for four hours or riding a bicycle for two hours – both of which required travel on suburban roads with limited visibility.

Other studies have identified similar examples of the "spatial mismatch" between suburban job opportunities and concentrations of unemployed city residents. Joseph Coughlin, Director of the New England University Transportation Centers Program at the Massachusetts Institute of Technology, and Michael Rich, Associate Professor of Political Science at Emory University, used GIS to document a similar situation in the Atlanta metropolitan area. Using GIS, they plotted the locations of entry-level jobs in Cobb County, support services such as day care and training, and available mass transit. Their analysis determined that only 43 percent of entry-level jobs in Cobb County were accessible by the Metropolitan Atlanta Regional Transit Authority (MARTA), and most of these required a 1-2 hour commute.[17]

Similarly, Annalynn Lacombe documented conditions in Waltham, Massachusetts, a high-growth suburb west of Boston. One area in North Waltham is home to 77 employers with about 3,000 entry-level workers. Although the regional transit system serves Waltham, none of the existing bus routes is within walking distance of these employers. Lacombe determined that welfare clients living in Boston could reach just 14 percent of these employers within 60 minutes by transit – and none within 30 minutes. Even more discouraging, nearly half of these employers could not be reached by transit within two hours.

It is important to recognize that these analyses of spatial mismatch generally reflect the availability of fixed-route transit. When more flexible forms of transportation are considered, including ridesharing and demand-response services, access may improve considerably. For example, a study of two disadvantaged communities in the Los Angeles area showed that more workers used carpools than transit for their work trips.[18] Such analyses indicate the importance of considering the role of flexible services in providing welfare-to-work transportation in addition to conventional fixed-route transit.

In rural Virginia, a public assistance recipient takes transit to her job at a day care center – one way only. Because the local transit system offers no midday service she must walk home from work, take a taxi, or depend on relatives. Her three children use a cab to reach their day care at a cost of $70 a month; a relative picks them up in the evening to save the cab fare.

Temporal Mismatch

According to the U.S. Department of Labor, about 15.2 million people – comprising 16.8 percent of full-time adult workers – normally worked a shift other than a regular daytime schedule in 1997.[19] (See accompanying table.) Nontraditional hours are particularly prevalent in the service industries, where many welfare recipients are expected to find employment. These industries typically operate around the clock, 24 hours a day, seven days a week (popularly referred to as "24/7"), and many entry-level employees are assigned to the second and third shifts and/or weekend work. For example, 42 percent of full-time workers in bars and restaurants worked nontraditional shifts in 1997, as did 35 percent of employees in the entertainment and recreation fields and 28 percent of those working in retail establishments.[20] While these individuals were not necessarily welfare recipients, this employment pattern is illustrative of the kind of challenges many welfare clients face.

These work schedules are particularly difficult to serve with transit. Most systems do not operate 24 hours a day, and many offer limited weekend and evening service – especially in rural and suburban areas. This temporal mismatch leaves many welfare recipients without the benefit of public transportation to travel to and from their places of employment.

Trip Chaining

Another challenge of providing transportation service to the welfare population is the need to serve multiple stops. As discussed earlier, most

Shift Workers by Demographic Characteristics

Percent of Workers with Alternative Shifts			
Characteristics	May-85	May-91	May-97
All Workers, 16 years and over	15.9	17.8	16.8
Gender			
Men	17.8	20.1	19.1
Women	13.0	14.6	13.7
Race/Ethnic Background			
White	15.3	17.1	16.1
Black	19.9	23.3	20.9
Hispanic origin	15.5	19.1	16.0

Source: Bureau of Labor Statistics

welfare recipients are single mothers. Women workers in general – and working mothers in particular – are likely to link trips together, by dropping off children at school or day care on the way to work or stopping at the grocery store on the way home. According to the National Personal Transportation Survey, about 39 percent of working women incorporate one or more stops between work and home; this increases to 56 percent of single mothers with young children (less than 6 years old). [21] (See following table.)

This action of linking one or more trips together, known as "trip chaining," has significant implications for transportation. Transit passengers cannot easily make multiple trips, given the need to coordinate several schedules and possibly pay more than one fare. Accordingly, trip chaining has been associated with increased auto use. Not surprisingly, working women are especially likely to drive to work – low-income women in particular. According to Sandra Rosenbloom: "Poor central city residents may also be disproportionately dependent on the private car, given their low wages. Probably because many trips from the central city to the suburbs are so difficult to make using public transit, in 1990, urban women with household incomes between $5,000 to $15,000 were more likely to use a car for their work trip than comparable men."[22] While she was describing travel patterns among the general public, the implications for welfare clients are clear. Working women with young children, especially single mothers, have transportation needs that are especially difficult to serve with conventional transit.

Urban Trip Chaining by Gender and Household Characteristics, 1990

			Number of Additional Trips			
		Workers Who Link Trips	1	2	3	4+
All Workers	Men	28.7%	49.5%	28.8%	11.6%	10.1%
	Women	38.8%	46.1%	28.8%	13.4%	11.7%
Single Adult with Young Children	Men	N/A	N/A	N/A	N/A	N/A
	Women	56.1%	50.0%	22.7%	13.6%	13.7%
Single Adult with Older Children	Men	N/A	N/A	N/A	N/A	N/A
	Women	47.4%	47.2%	25.0%	13.9%	13.9%
Two Adults with Young Children	Men	29.8%	53.5%	27.5%	11.5%	7.7%
	Women	40.6%	51.5%	25.7%	14.5%	8.4%
Two Adults with Older Children	Men	26.7%	46.7%	31.8%	10.3%	11.2%
	Women	36.4%	43.1%	33.5%	12.5%	11.0%

Source: TCRP Report 28

Information Gaps

Information about transportation services may be difficult for welfare clients and their caseworkers to obtain or to understand. Such difficulties may arise when welfare recipients have trouble reading bus schedules or route maps because of literacy or language problems. Sometimes information gaps result from the need to travel between jurisdictions or service areas or to understand complicated fare arrangements. This may be a particular problem for welfare participants traveling between city and suburb where transit services and fare structures are not coordinated.

Although the majority of welfare recipients have completed high school, many lack the basic skills they need to address day-to-day problems at home or at work. According to a recent survey, welfare recipients had a lower level of basic skills than their counterparts in the general population. The survey asked participants to complete basic tasks, like filling out a job application, totaling a bank deposit slip, or using a bus schedule. About 60 percent of welfare recipients were considered to have low or very low basic skills, compared to 31 percent of surveyed full-time workers. Differences in educational attainment explained only part of this gap.[23] Another study showed much the same thing: two-thirds of welfare recipients scored in the bottom quarter of women their age on a test of basic skills, and one-third of all recipients had basic skills lower than 90 percent of other women their age.[24]

Other welfare recipients may not be fluent in English, further hindering their ability to understand basic information about transit services. While the ethnic and linguistic background of welfare recipients varies by location, non-English speakers can make up a significant portion of the welfare population in some communities. A study examining barriers to employment among TANF participants classified 7 percent as non-native English speakers; this estimate is assumed to be low because it reflects only those participants who chose to conduct the interview in Spanish.[25] In Alameda County, California, welfare clients came in speaking more than 20 languages in a recent month; English was by far the most common, at 79 percent of the cases, but other major linguistic groups included Spanish (6%) and Vietnamese (5%). While many transit agencies already provide materials in multiple languages, especially major urban systems, telephone and face-to-face inquiries may be difficult and linguistic minorities many not have access to information at all.

Implications for Transportation

These, then, are some of the transportation barriers that welfare recipients encounter:

- Nationally nearly three out of four welfare recipients live in center cities or in rural areas, while job growth has focused on the suburbs.
- Jobs in the retail and service industries typically require entry-level employees to work at night and on weekends.
- Most welfare recipients do not own cars.
- While urban residents generally have convenient access to transit services, those systems were never intended to get city dwellers to the suburbs – especially at night or on weekends.
- More than half of rural residents live in areas with minimal transit service or none at all.
- Women with young children – especially single mothers – are especially likely to incorporate multiple stops into their work trips.
- Many welfare recipients have difficulty using a bus schedule.

It should come as no surprise, then, that transportation is a major barrier to getting or keeping a job. In a recent survey of former welfare participants, one in four identified transportation as one of the greatest obstacles to job retention.[26] States, counties, and local communities have responded to these concerns in traditional and innovative ways. The following chapters explore some creative approaches to planning, operation, and funding new services for the growing market of welfare-related transportation.

Notes

[1] These descriptions are based on characteristics of participants in the AFDC program; it is assumed that TANF recipients have similar characteristics.

[2] Unless otherwise noted, all data are based on statistics presented by the U.S. Department of Labor in "About Welfare – Myths, Facts, Challenges and Solutions." February 1998.

[3] Tabulations of 1995 AFDC Quality Control Survey Data. Prepared by Demetra Nightingale, The Urban Institute, DOL Contract F-5532-5-00-80-30.

[4] U.S. Department of Labor. "About Welfare – Myths, Facts, Challenges and Solutions." February 1998.

[5] Institute for Women's Policy Research. "Welfare to Work: The Job Opportunities of ADFC Recipients." Available at www.iwpr.org/wtwrib.html.

[6] U.S. Census Bureau. *Dynamics of Economic Well-Being: Program Participation, 1991 to 1993*. Available at www.census.gov/hhes/progpart/dewb9193/pp91t1.html.

[7] Bureau of the Census. "Mothers Who Receive AFDC Payments – Fertility and Socioeconomic Characteristics." Statistical Brief 95-2. March 1995.

[8] U.S. Department of Health and Human Services, Administration for Children and Families. *Temporary Assistance for Needy Families (TANF) Program: First Annual Report to Congress.* August 1998. Table 7:16, "TANF Families with Countable Assets by Type of Asset, October 1996 – June 1997.

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[10] Jon E. Burkhardt, James L. Hedrick, and Adam T. McGavock. *Assessment of the Economic Impacts of Rural Public Transportation.* TCRP Report 34. Transportation Research Board, 1998.

[11] Richard K. Brail, Jeffrey Doshna, Sudha Maheshwari, Graciela Cavicchia, and Jia Wei. *Assessment of Public Transportation Opportunities for WorkFirst New Jersey Participants*. Prepared for the Office of Policy and Planning, New Jersey Department of Human Services. July 1997.

[12] Bureau of Transportation Statistics. *Transportation Statistics Annual Report*. 1997.

[13] Scott Bogren. "Work Trips Take New Routes," *Community Transportation*. November 1996.

[14] Urbitran Associates, Inc., with Multisystems, Inc., SG Associates, Inc., and Robert Cervero, Ph.D. *Improving Transit Connections for Enhanced Suburban Mobility*. TCRP Project B-6. Phase I Interim Report: A Review of Current Practices to Enhance Suburban Mobility. August 1995.

[15] Bureau of Transportation Statistics. *Transportation Statistics Annual Report*. 1997.

[16] Claudia Coulton, Laura Leete, and Neil Bania. *Housing, Transportation and Access to Suburban Jobs by Welfare Recipients in the Cleveland Area*. Mandel School of Applied Social Sciences, Case Western Reserve University. Prepared for the Fannie Mae Foundation Policy Research Roundtable, Johns Hopkins University, Baltimore, Maryland. July 22, 1997.

[17] Community Transportation Association of America. *Access to Jobs: A Guide to Innovative Practices in Welfare-to-Work Transportation*. Prepared pursuant to a grant from the Federal Transit Administration. January 1998.

[18] Jim McLaughlin and Jim Sims. "Integrated Rideshare Information Services with Public Transportation Resources To Meet the Transportation Needs of Welfare to Work in Los Angeles County." In *Proceedings of the 1998 Bus Operations, Technology, and Management Conference*. American Public Transit Association. May 1998.

[19] Bureau of Labor Statistics. "Workers on Flexible and Shift Schedules in 1997 Summary." Press release issued on March 26, 1998.

[20] Bureau of Labor Statistics. "Workers on Flexible and Shift Schedules in 1997 Summary." Press release issued on March 26, 1998.

[21] Sandra Rosenbloom. *Transit Markets of the Future: The Challenge of Change*. TCRP Report 28. Transportation Research Board, 1998.

[22] Sandra Rosenbloom. Transit Markets of the Future: The Challenge of Change. TCRP Report 28. Transportation Research Board, 1998.

[23] Hans P. Johnson and Sonya M. Tafoya. "The Basic Skills of Welfare Recipients: Implications for Welfare Reform." Copyright 1999 Public Policy Institute of California, San Francisco, CA. All rights reserved. Report available at www.ppic.org.

[24] Julie Strawn. "Beyond Job Search or Basic Education: Rethinking the Role of Skills in Welfare Reform." Center for Law and Social Policy, April 1998. Report available at www.clasp.org.

[25] Sheila R. Zedlewski. "Work Activity and Obstacles to Work among TANF Recipients." The Urban Institute. Assessing the New Federalism, Series B, N. B-2, September 1999. Report available at www.urban.org.

[26] Anu Rangarajan. "Keeping Welfare Recipients Employed: A Guide for States Designing Job Retention Services." *Off Welfare and Into Work: A Report Series of the Postemployment Services Demonstration*. Mathematica Policy Research, Inc., Princeton, N.J. June 1998. Report available at www.mathematica-mpr.com.

Planning Initiatives

As state and local governments have begun to address the challenges of welfare reform, new cooperative relationships have emerged. Partners in these new collaborations have included transportation providers, human service agencies, regional planning associations, community-based organizations, faith-based groups, workforce development agencies, employers, and educational institutions. Some states, like New Jersey and Ohio, have mandated a local coordinated planning process; localities must prepare a written transportation plan in order to receive state funding assistance. Others have set up state coordinating committees; Pennsylvania, Montana, Kansas, Indiana, and South Carolina are among the states that have established interagency task forces to oversee planning activities. Many states and localities have initiated their planning process with a needs assessment in order to identify the particular travel requirements of welfare recipients; some have used geographic information systems (GIS) to develop detailed maps that document these needs. Finally, many program planners have solicited input directly from TANF clients to help identify needs and to develop practical responses. For example:

- In New Jersey, the state coordinated a transportation planning process that was built around county-based steering committees. Steering committee membership varied among counties, but typically included representation from transportation agencies, social service organizations, and workforce investment boards.

- The East Bay Asian Local Development Corporation, a nonprofit group in Oakland, California, is coordinating a welfare-related transportation program that trains counselors at community-based organizations to provide trip planning services for neighborhood TANF recipients.

- The Good News Garage refurbishes donated automobiles and makes them available to community residents in Burlington, Vermont. The program was created and managed by Lutheran Social Services of New England and relies heavily on volunteer support.

- In San Diego, California, an innovative transportation program takes advantage of the transportation resources of the American Red Cross and area churches to provide access to jobs for inner-city residents.

This chapter identifies the partners in these new collaborative efforts and describes some noteworthy planning initiatives.

Partners in Planning

Welfare-to-work transportation programs have called upon the expertise and resources of diverse participants, many of whom are new to the transportation planning process. These *stakeholders* generally include representatives from agencies and organizations that have a vested interest in the outcome of the program. In Hartford, Connecticut, job access planners coined a phrase to describe their partnership. They referred to themselves as a BORPSAT – *a bunch of the right people sitting around the table*. Whatever they call themselves, program stakeholders may include any or all of the following:

- **Transportation providers**, including public and private transit and paratransit operators serving the general public and agency clients, vanpool programs, private shuttle operators, and taxi services
- **Social service providers**, including agencies administering TANF program benefits and support services (e.g., training, placement, child-care)
- **Employers and job developers**, including representation from the area private industry council or workforce investment board
- **Community- and faith-based organizations** that work with members of the targeted population and may have transportation resources available
- **Planners**, including representatives from metropolitan planning organizations (MPOs), councils of governments (COGs), departments of transportation (DOTs), or state, county, or local planning departments
- **Elected officials**, who can play a key role in obtaining community and political support for recommended programs

Many of these stakeholders may not have worked together before and may not be familiar with the special challenges of welfare-to-work transportation. Transportation providers, for example, may not have direct experience with serving the changing needs of welfare participants as they make the transition from support services to employment. Caseworkers, on the other hand, may not be familiar with the costs and operating characteristics of different transportation alternatives. And participants from the private sector may have limited experience working with public funding sources. Through the planning process, stakeholders can share their specialized knowledge as they develop transportation strategies that incorporate the best elements of their differing disciplines. Some of the potential stakeholders in the transportation planning process are described in the following sections.

Transportation Providers

Transportation providers often have the technical expertise and the resources needed to plan and implement a welfare-related transportation project. In some areas, transit operators have taken the lead. For example, the Transit Authority of River City (TARC) operates a late-night subscription service in Louisville, Kentucky. As a regional transit operator, TARC already had much of the organizational and management infrastructure required to introduce this new service. Similarly, the Santee Wateree Regional Transportation Authority was able to expand its on-going service for Medicaid clients to serve low-income workers at no additional cost by using existing vehicles and drivers. In New Jersey, the Department of Transportation and NJ TRANSIT were among the lead agencies in a coordinated planning process. Some transit agencies have provided key support by donating technical assistance or physical assets. In Baltimore, for instance, the Maryland Mass Transit Administration (MTA) donated three vans to the fleet for the AdVANtage II program, which helped low-income individuals operate transportation services. The MTA staff also provided technical advice to project staff as they purchased additional vehicles for their fleet.

Social Service Providers

As the agencies that work most closely with TANF recipients, social service providers have a clear understanding of the issues and obstacles of welfare-related transportation. Some social service agencies have taken the lead in developing welfare-related transportation programs. In suburban Maryland, the Anne Arundel County Department of Social Services helped develop and implement the AdVANtage micro-enterprise program to train and subsidize public assistance recipients to offer transportation services to other DSS recipients for employment-related activities. The Contra Costa County Social Services Department, in California, is administering a similar program designed to train welfare participants to provide community transportation services, including transportation to school and child-care.

Departments of Transportation

Departments of transportation (DOTs) can bring to the table their detailed understanding of area transportation conditions and resources. At the state level, DOTs may oversee planning and operations for multiple transportation modes, including transit, highway, and ridesharing programs, which gives them a unique perspective on the potential opportunities for developing coordinated strategies for welfare-related transportation. DOTs also have access to various funding sources that may have applications for welfare-related programs. Finally, in rural areas, DOTs can serve as regional planning agencies and provide support and coordination for local communities and agencies to develop welfare-related transportation programs. For example, the Wisconsin Department of Transportation worked with the Department of Workforce Development to create an Interdepartmental Task Force on Employment and Transportation to encourage on-going dialogue between departments, coordinate activities, and identify issues associated with welfare-related transportation. Similarly, the South Carolina Department of Transportation has established an Interagency Steering Committee on Coordinated Transit with a goal of improving transportation services throughout the state. Among other activities, the committee used its influence to allocate federal program funds in Kershaw County to support the local Flex Route system.

Planning Agencies

Regional and local planning organizations often have experience coordinating complex projects and frequently participate in welfare-to-work planning efforts. Metropolitan planning organizations (MPOs), in particular, have a central role to play in developing welfare-related transportation programs. MPOs, which consist of elected officials and transportation providers within a metropolitan area, are responsible for adopting regional transportation plans and improvement programs. In many parts of the country, MPOs maintain regional databases with Census information and other relevant statistical data. Moreover, the Federal Transit Administration (FTA) has required MPO participation in the Job Access and Reverse Commute program. In large urban areas (with more than 200,000 people), MPOs are responsible for selecting applicant programs for federal consideration; in smaller areas (between 50,000 and 200,000 people), MPOs recommend projects to the state, which selects the final applicants. In addition, all projects receiving federal funds under this program must be included in the MPO's Transportation Program before receiving the grant.

This regional perspective and planning experience often makes these organizations well-qualified to lead welfare-to-work programs. For example, the Pinellas County Metropolitan Planning Organization administers this Florida county's welfare-to-work transportation program. With state designation as the Community Transportation Coordinator for the county, the MPO became responsible for managing the county's services for transportation disadvantaged residents. As the cooperative transportation planning committee for six jurisdictions in Central Contra Costa County, California, TransPac has implemented a series of trip planning activities and ridesharing incentives. Finally, in Massachusetts, the Metropolitan Area Planning Council is coordinating welfare-related transportation activities in the Boston region; programs include expanded job counseling, transit incentives, and an Internet-based transit trip planner.

Private Industry Councils

Organized under the federal Job Training Partnership Act, private industry councils (PICs) were charged originally with planning and overseeing education, job training, and employment programs for low-income individuals. Recently they have emerged as key players in welfare-to-work planning and programs. Congress awarded PICs almost $3 billion to oversee local welfare-to-work efforts, and the U.S. Department of Labor has identified PICs as one of the organizations eligible to receive Welfare to Work funds. PIC membership is drawn from both the public and private sectors, but private employers must make up the majority of PIC membership. Because they are representative of all sectors of the community, these public-private partnerships can help facilitate relationships among transportation providers, social service agencies, and employers.

Community-Based Organizations

Community-based organizations are especially well-positioned to participate in welfare reform activities. These groups, with close ties to their constituents, can help bridge the gap between welfare consumers and the sometimes faceless bureaucracies that deliver services and benefits. The East Bay Asian Local Development Corporation (EBALDC), a nonprofit group in Oakland, California, is coordinating a welfare-related transportation program that trains counselors at community-based organizations to provide trip planning services for neighborhood TANF recipients. The transportation counselors share a language and culture with their clients, many of whom are recent immigrants, creating an atmosphere of trust and support. The San Diego/Imperial Chapter of the American Red Cross made its fleet of buses, which are owned and operated by regional social services agencies, available to provide welfare-related transportation. In Maryland, the Anne Arundel County Department of Social Services collaborated with local branches of the Young Women's Christian Association (YWCA) to develop and implement a transportation micro-enterprise program that trained public assistance recipients to operate community-based transportation services. The YWCAs, with their long history of supporting women in the community, provided training, social support structure, and follow-up with program participants.

Faith-Based Organizations

Like community groups, faith-based organizations have a long tradition of supporting people in need. Welfare reform has brought new opportunities for religious congregations and groups such as Catholic Charities and Jewish Family Services to work in partnership with communities and government organizations to provide support services for TANF participants. In Vermont, Lutheran Social Services of New England provided start-up funding and on-going support for the Good News Garage, which makes automobiles available to low-income residents. The program grew out of the organization's commitment to transportation equity, and its faith-based origin helped facilitate access to start-up funding, donated goods and services, and program volunteers. In San Diego, the churches comprising All Congregations Together are making their church vans available for work-related employment. This program was able to take advantage of the "helping mission" of its member churches to provide leadership and stability.

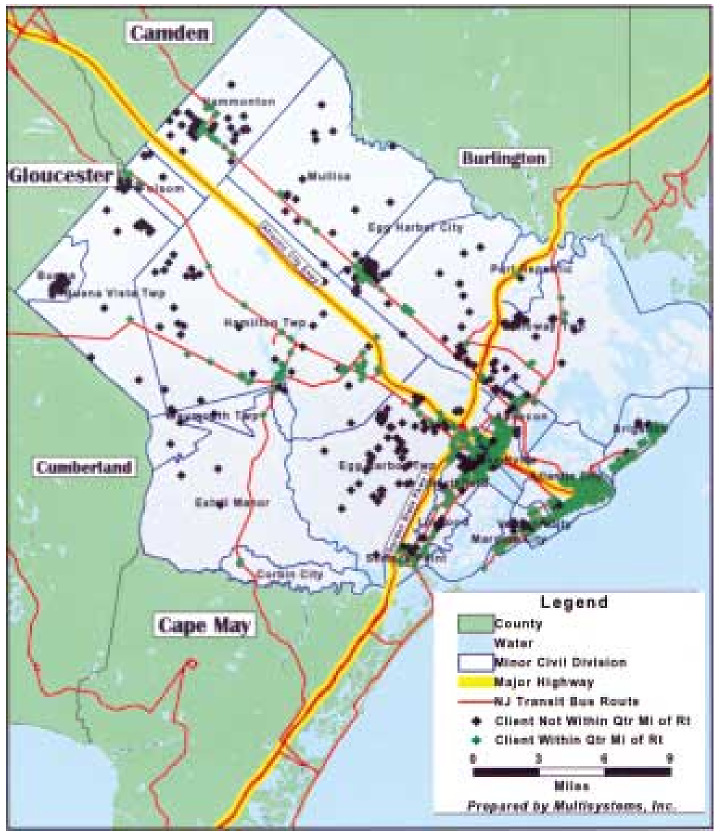
Employers

Needless to say, employers play a key role in supporting welfare reform. But, with a few notable exceptions, most have focused their efforts on recruiting, training, and hiring participants rather than providing them with rides to work. United Parcel Service (UPS) has played an active role in welfare reform from the start and has hired 20,000 people off welfare since 1997. Through programs across the country, UPS works with local government agencies, faith-based groups, and nonprofit organizations to develop, train, and mentor qualified candidates for suitable positions. In some areas, UPS has worked with local transit agencies to transport workers to the job. For example, in Camden, New Jersey, UPS contracted with NJ TRANSIT to provide late-night service to its Hog Island facility at the Philadelphia International Airport. In Louisville, UPS worked with the State of Kentucky and three area colleges to establish the Metropolitan College. Students are eligible for free tuition and receive a job at UPS. Class schedules and work shifts are coordinated, and local bus routes connect schools with work sites. Students can use their identification cards as a bus pass; Metropolitan College reimburses Transit Authority of River City, the transit operator, for half the price of each student pass.

Needs Assessment

Several states have conducted needs assessments as part of their coordinated planning activities. As discussed in Chapter 1, many areas have identified a spatial mismatch – and often a temporal gap as well – between available fixed-route transit systems and areas of concentrated employment. Before developing new transportation services, a number of states and localities have conducted their own studies in order to document any existing gaps between transportation needs and service availability. As part of its mandated statewide planning process, the State of New Jersey provided each of its 21 counties with technical assistance for completing a needs assessment. This county-level transportation review consisted of the following:

- Inventory of existing public and private transportation services in each county
- Information about the travel needs of welfare clients
- Estimates of trip-making activity among welfare clients
- Identification of service gaps based on service availability and travel needs



The State of New Jersey used GIS analysis to identify welfare recipients who lived beyond walking distance of available transit services.

The state developed a series of GIS-based maps to represent the home locations of welfare clients, employers, child-care facilities, training sites, and existing fixed-route public and private transit services. These maps provided a visual indication of the gaps between available services and key origins and destinations for welfare clients. This information guided the development of service alternatives for each county.

The Wisconsin Department of Transportation conducted a study to assess the issues associated with linking Wisconsin Works (W-2) participants from Milwaukee County to employment opportunities throughout the seven-county southeastern Wisconsin region.[1] The study documented the residential locations of welfare recipients, locations of likely job opportunities and existing transportation services. Qualitative and quantitative measures were used to identify unmet transportation needs and to assess the cost and benefits of providing additional transportation services to meet these needs. A GIS-based analysis had three components: (1) compare welfare participant residential and employment locations with existing transit services, (2) identify transit needs, and (3) develop transit improvement options. Proposed solutions from the analysis included expansion of existing bus routes, local route extensions and/or a regional express network. Costs were estimated and implementation issues evaluated for each option.

Similarly, the Southern California Association of Governments (SCAG) conducted an "opportunity analysis" in order to determine where welfare recipients lived and where they might find employment.[2] Using GIS analysis, SCAG mapped the locations of welfare recipients and likely job locations. Potential job locations were further refined to include only those employment opportunities that met three criteria: (1) they required little training, (2) they had potential for future growth, and (3) they were in relevant industries. Finally the distribution of residents and jobs was overlaid with information about fixed route public transit services. This analysis determined that 36 percent of welfare clients in Los Angeles County had reasonable transit available on both ends of their work trip. Additional analysis showed a high potential for ridesharing as well. It was estimated that nearly 20 percent of welfare recipients in Los Angeles County had a car and that targeted origins and destinations were both served by SCAG's ridesharing program.

Learning from Welfare Recipients

As the target customers for transportation services, TANF participants have a unique role in the planning process. Program participants know their transportation needs better than anyone else and involving them in the planning process has yielded enormous benefits. Their experiences juggling the complexities of their own commuting trips with the travel requirements of one or more children has provided detailed and practical guidance to those developing service strategies.

Surveys and Questionnaires

Surveys have been used as a cost-effective strategy for assessing transportation needs of TANF participants. For example, staff at county welfare offices in New Jersey distributed a brief written survey to their Work First clients. The survey asked seven simple questions about access to vehicles and transit and provided a quick snapshot of current transportation needs. Survey findings were used to complement other needs assessment strategies, including focus groups and GIS analysis, and helped planners design new service strategies.

Focus Groups

In the San Francisco Bay Area, the Metropolitan Transportation Commission (MTC) included CalWORKs recipients in the planning process for its county-level welfare transportation plans. Welfare recipients were invited to participate in focus groups in some counties, while in others they reviewed and prioritized proposed service strategies. Also in the Bay Area, EBALDC developed an extensive outreach effort to identify barriers to employment in the Lower San Antonio neighborhood. Sixteen focus groups were held in seven languages, in order to assess the needs of residents of this multi-ethnic and multilingual neighborhood.

The next chapter describes some of the service strategies that have emerged from cooperative planning programs and needs assessments.

Notes

[1] BRW, Inc. *Public Transportation, Jobs and Welfare Reform Study.* Prepared for the Wisconsin Urban Transit Association. July 1997.

[2] Jim McLaughlin and Jim Sims. “Integrating Rideshare Information Services with Public Transportation Resources to Meet the Transportation Needs of Welfare to Work in Los Angeles County.” In *Proceedings of the 1998 Bus Operations, Technology and Management Conference*. American Public Transit Association. May 1998.

CHAPTER 3

Service Strategies

Historically, welfare offices met the transportation needs of their clients by reimbursing them for transportation costs; typically they provided bus passes, taxi vouchers or mileage allowances. Welfare reform has complicated the transportation needs of welfare recipients considerably, however, and states and localities are struggling to serve their clients in this new environment. Because welfare recipients do not always live near job opportunities – and most do not have access to an automobile – transit has become a critical link in the welfare-to-work process. Unfortunately, as described in Chapter 1, this new transit market is not an easy one to serve for a number of reasons.

- **Spatial mismatch.** Welfare recipients tend to live in central cities, while recent job growth has been concentrated in the suburbs. At best, this spatial mismatch requires long reverse commuting trips, often involving multiple transfers. At worst, individuals and jobs are located in areas without any transit service at all.

- **Temporal mismatch.** Many welfare recipients are expected to find employment in the retail, service, and health-care industries. These jobs frequently have evening and weekend shifts, which are not well served by traditional transit schedules.

- **Trip chaining.** The typical welfare recipient is a single mother with young children whose work trip may need to include stops at one or more schools or child-care facilities.

- **Information gaps.** Welfare clients may have difficulty accessing and understanding travel information because of literacy problems, minimal basic skills, or limited command of the English language.

Compounding these challenges, the welfare-to-work transit market is dynamic. As TANF participants progress from training programs to permanent employment, their transportation needs are likely to change over time. States and local governments have developed a wide range of implementation strategies to support welfare reform. In densely populated areas, it has been possible to modify existing bus routes to serve new employment centers or off-peak work shifts, with a special focus on the needs of reverse commuters. In lower density areas service strategies may include coordinated transit and human services transportation programs, brokerages, ridesharing, and programs to sell or lease donated vehicles to welfare clients. Some localities have developed programs to enhance access to travel information, and some have introduced child-care transportation programs. The following sections describe a number of demonstration programs as well as a range of service implementation strategies, including new and modified transit services, service coordination and brokerages, ridesharing, automobile ownership programs, and one-stop centers.

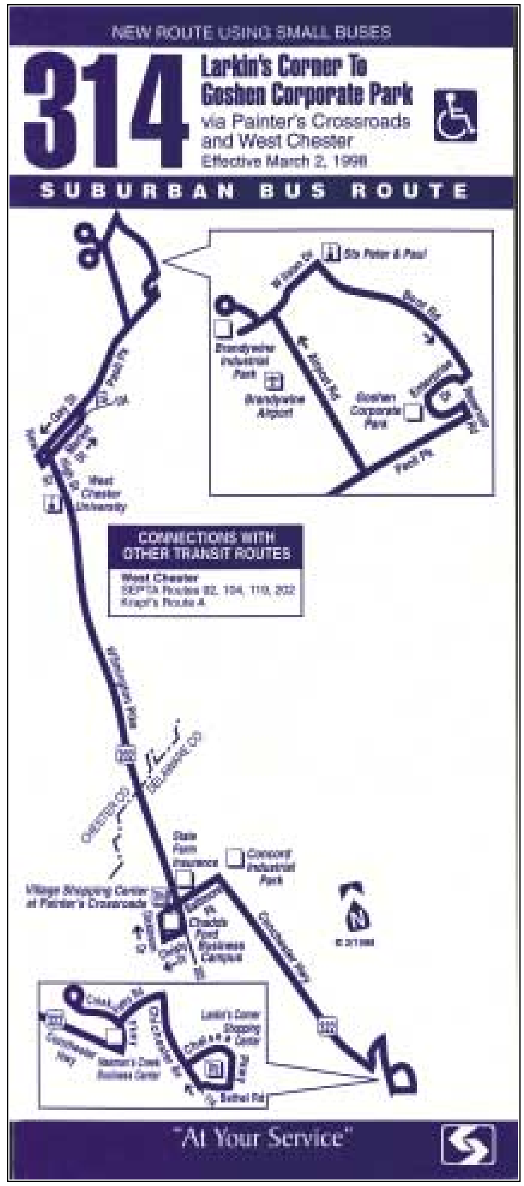
Modifications to Existing Services

Many localities have introduced new transit services or modified existing routes to provide welfare-related transportation. Frequently these services are designed to serve specific employment centers, to meet work shifts, or to minimize transfers. Many were developed to serve reverse commuters – city residents who work in the suburbs. The Transit Authority of River City (TARC) introduced an express bus service between inner-city Louisville, Kentucky, and a major industrial park. The Southeastern Pennsylvania Transportation Authority (SEPTA), which serves the Philadelphia metropolitan area, has extended bus routes to serve business centers and industrial parks, introduced reverse commute express services, and added service to routes serving workers on late shifts.

Shuttles, Circulators, and Feeder Services

These services are designed to improve mobility within a local area or to provide connections to the regional bus or rail network. By extending the reach of existing bus routes and train lines, shuttles and feeders can serve riders in low density areas or at times of low demand. Often these routes use vans or minibuses, which have greater flexibility than full-size buses to enter parking lots and driveways; this is a particular advantage when serving employers in suburban office parks or shopping malls. For example, SEPTA has introduced new bus routes that use small buses to serve suburban office parks and shopping malls in metropolitan Philadelphia. Here the transit agency contracts with private operators to serve employers, and employers participate in the funding arrangements. In San Diego, All Congregations Together is a consortium of area churches that uses 16-passenger church vans to transport TANF participants to a central hub where they board buses that take them to work; the American Red Cross operates the work routes. In this example, community- and faith-based organizations are working together outside the conventional transit environment to provide a combination of fixed and feeder routes to serve work trips. Outside Detroit, SMART introduced several shuttles that provide links between line-haul bus routes and suburban job sites. Passengers taking SMART routes to a central location can board a van that serves otherwise inaccessible locations in shopping malls and employment centers.

The Bridges to Work demonstration program, funded by the U.S. Department of Housing and Urban Development, has used various service alternatives to provide access to suburban jobs for low-income urban residents. Program sites are Baltimore, Chicago, Denver, Milwaukee, and St. Louis. The Bridges to Work project in St. Louis was designed to provide transportation for residents in portions of north St. Louis County, which includes a large part of the north side of the City of St. Louis. The targeted destination was a portion of the I-64 corridor in west St. Louis County, the surrounding Chesterfield Valley region, anchored by the Spirit of St. Louis Airport with 2,000 jobs. Another 2,000 industrial, hotel, health and business service jobs are located in the I-40 corridor west of the City of St. Louis. Red Cross vans provided service to the employment corridor; Bi-State Development Agency, which provides bus service in St. Louis, transported participants to and from van pick-up and drop-off points at the origin point.



In Philadelphia, SEPTA has introduced shuttles to serve suburban work sites.

In Baltimore, the Bridges to Work program, operated by the Historic East Baltimore Community Action Council (HEBCAC), provides transportation between East Baltimore and the Baltimore-Washington International Airport (BWI), about 15 miles away. Although city bus service is available to the airport, the first bus arrives too late for employees on most morning shifts to get to work on time. After identifying job-ready individuals in East Baltimore, the program helps them prepare for and obtain employment in the airport corridor, and provides them with transportation to and from work. HEBCAC also provides free van rides for job interviews in the airport district. HEBCAC uses a fleet of eight vans to provide daily door-to-door transportation for each of its 200 clients. Vans pick up clients in the morning and take them home in the evening.

In Denver, the Bridges to Work program used a combination of public and private transportation resources to serve suburban employment sites: express buses operated by the Denver Regional Transit District and a privately owned shuttle van service. Service decisions were based on the work site location or shift times. Pick up and drop off points were located throughout the origin area near specially designated bus stops and other essential services.

Suburban Job-Link Corporation, a private not-for-profit employment service and transportation program, has been serving unemployed Chicago residents since 1971. The program focuses on developing reverse commuting strategies between inner-city Chicago neighborhoods and the job-rich suburbs. One key element of its program is the Job Oasis, in suburban Bensenville, Illinois, which provides support facilities for job seekers. Transportation services include a series of express routes and shuttles, many of which are focused around the Job Oasis, as described here.

- **Express routes**. Suburban Job-Link operates express bus service between neighborhoods in Chicago's West Side and employers in the city's northwest suburbs. Passengers pay up to $2.00 per ride; Job-Link covers the remaining costs. In some instances, Suburban Job-Link has turned some routes over to Pace, the region's suburban bus operator. By turning over established bus routes to a public carrier, complete with built-in ridership, Job-Link can devote its resources to developing additional routes for its constituents.

- **Shuttle services**. Suburban Job-Link provides free transportation between inner city neighborhoods and its suburban Job Oasis, as well as transportation between the Job Oasis and employers for job interviews.

- **Ridesharing**. Suburban Job-Link is working with Pace to develop a vanpool program to support reverse commuting.

Finally, in Milwaukee, the Bridges to Work program focused on providing 400 job-ready inner-city residents with transportation to suburban jobs. Once accepted into the program, applicants received free transportation to and from interviews with Bridges to Work employers; once hired, they became eligible to receive 18 months of free transportation to and from their Bridges to Work job. Targeted destinations were not served by public transportation during the hours that Bridges to Work transportation is in operation. Bridges to Work contracted bus and van service to private operators.

Night Owl Services

Whether by choice or necessity, many TANF recipients work late at night, when transit service may be minimal. To address this gap, some transit agencies have introduced specialized late-night routes, often dubbed "night owl" services. In Louisville, Kentucky, the Transit Authority of River City operates Night Owl subscription shuttles to provide service for late-night workers who live or work in the Louisville Empowerment Zone. Shuttles operate seven days a week from 11:00 p.m. to 5:00 a.m. and provide door-to-door transportation between home and work. In North Richmond, California, AC Transit introduced a community-based circulator to provide connections to a rail station and commercial district between 7:00 p.m. and 2:00 a.m., after the fixed-route service stopped running for the evening.

Service Coordination

Some states and localities have begun to make use of existing systems to provide welfare-related transportation. Programs may already be in place to serve seniors, persons with disabilities, school children, clients of human service agencies, and religious congregations. Many of these programs may be able to make their vehicles available for employment transportation. Using existing vehicles can be a cost-effective approach to welfare transportation, but it requires considerable coordination among agencies and organizations. The Santee Wateree Regional Transportation Authority, which serves several rural counties in South Carolina, combined its existing door-to-door transportation for agency clients with a newly designed fixed-route service to provide access to jobs for low-income workers. In San Diego, a coalition of churches made its vehicles available to provide work-related transportation for TANF recipients.

Mobility Manager

Some localities offer multiple options for providing welfare-related transportation; these may include travel vouchers, bus passes or tokens, and contracted services. With this approach the service agency may serve as a mobility manager or broker, handling the administrative details for obtaining and delivering transportation services. For example, the Pinellas County Metropolitan Planning Organization manages the provision of welfare-related transportation services throughout its service area. Case managers work with program participants to determine the most appropriate transportation options; the menu of strategies includes bus passes, ridesharing incentives, and taxi vouchers. Similarly, through the Massachusetts Access to Jobs Initiative, the state's transit authorities have hired Transportation Coordinators to work with welfare case managers to help recipients make transportation arrangements for work and child care. The coordinators refer clients to existing public transit services whenever feasible and otherwise arrange for demand response service, organize vanpools and carpools, and provide one-time transportation subsidies.

Ridesharing and Subscription Services

Ridesharing programs can be a cost-effective and practical solution to welfare transportation in some areas, filling the gap between fixed route and demand response services. Ridesharing options can range from casual carpools among coworkers to formalized vanpool arrangements. In Dallas, the Texas Workforce Commission funded a vanpool program that provides selected program participants with transportation for a thirteen-week period. Passengers pay a weekly fare, which is held in escrow; after completing the program, participants use the accumulated funds for a down payment on a personal automobile. King County Metro, in Seattle, developed a more conventional vanpool program for TANF clients. The agency entered into an agreement with an employer and a municipality to develop a vanpool program to serve this manufacturing plant, which is located in an area without transit service. While the vanpool program is open to the facility's entire work force, the program provides participating TANF clients with a monthly subsidy to offset the vanpool fare.

Automobile Strategies

Driving is still the most convenient mode of transportation for many welfare recipients, especially those in rural areas with limited transit options or those dropping off children on their way to work. Many states have developed programs or policies designed to help welfare recipients use the cars they already have or to acquire new ones. Some communities have tried to offset the out-of-pocket costs of driving by subsidizing gasoline, repairs, or auto insurance, while others have increased the allowed value of an automobile under welfare asset limitations. Under federal rules for AFDC eligibility and benefits, families were allowed to have one vehicle worth up to $1,500. In order to encourage TANF recipients to become self sufficient, many states have increased this cash allowance to allow welfare recipients to own more reliable automobiles without jeopardizing their benefits. The following table summarizes changes in this allowance. Finally, a number of localities have developed programs to enable welfare to lease or purchase automobiles. In Vermont, the Good News Garage accepts donated vehicles, fixes them up, and sells them to low-income residents for the cost of the repairs. In Forsyth County, North Carolina, the Wheels-to-Work program provides selected TANF recipients with a reliable automobile at a nominal cost. The vehicle is released to the individuals after a year if they meet certain conditions.

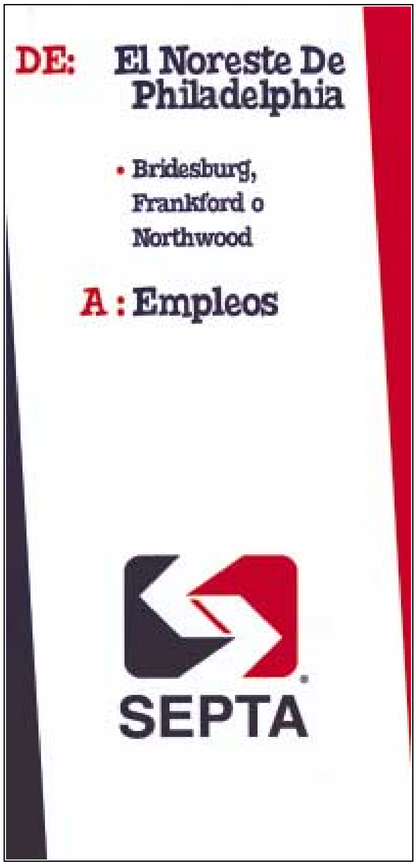
Asset Limit on Automobiles

State	Limit	State	Limit
Alabama	No statutory change	Missouri	Value of one vehicle
Alaska	Up to $5,000	Montana	Value of one vehicle
Arizona	No statutory change	Nebraska	Value of one vehicle
Arkansas	Value of one car	Nevada	No statutory change
California	Up to $4,500	New Hampshire	Value of one vehicle
Colorado	One vehicle	New Jersey	No statutory change
Connecticut	Value of one vehicle	New Mexico	Up to $4,500
Delaware	To be determined	New York	Up to $4,650
District of Columbia	No statutory change	North Carolina	Counties to determine
Florida	Up to $8,500	North Dakota	Value of one vehicle
Georgia	Up to $4,500	Ohio	Same as food stamp program
Hawaii	Value of one vehicle	Oklahoma	Up to $5,000
Idaho	To be determined	Oregon	Up to $5,000
Illinois	No statutory change	Pennsylvania	Value of one vehicle
Indiana	No statutory change	Rhode Island	$1,500 or same as food stamp program
Iowa	Up to $3,889; increases with CPI	South Carolina	Value of one vehicle
Kansas	Value of one vehicle	South Dakota	To be determined
Kentucky	No statutory provision	Tennessee	$4,600
Louisiana	To be determined	Texas	Up to $5,000
Maine	No statutory change	Utah	Up to $8,000
Maryland	Up to $5,000	Vermont	Value of one vehicle
Massachusetts	Up to $5,000	Virginia	Up to $4,500
Michigan	Value of one vehicle	Washington	Up to $5,000
Minnesota	Up to $7,500	West Virginia	No statutory change
Mississippi	No statutory change		

Source: National Conference of State Legislatures

Travel Information

Limited access to information can be a significant barrier to welfare recipients; some may have difficulty reading English-language materials and others may have difficulty using bus schedules. In Oakland, bilingual staff from community organizations are serving as travel counselors to a largely immigrant population. SEPTA is producing brochures in Spanish, Russian, and Vietnamese that summarize transit connections from selected Philadelphia neighborhoods to regional employment centers.



SEPTA has developed informational materials in several languages.

Computerized trip planning services are an increasingly popular response to welfare-related transportation programs. For example, in the San Francisco Bay Area, welfare counselors and clients – as well as the general public – with Internet access will be able to use an interactive program to plan transit trips. This system, which is already available in the Los Angeles area, provides detailed information about bus or rail routes, travel time, stops, and fares. Similar trip planning resources are in development in Boston, New York, and Detroit, among other places.

The Metropolitan Transportation Commission has also developed a series of Transportation Resource Guides for counties in the San Francisco Bay Area. Each guide includes an overview of bus, rail and paratransit services, ridesharing resources, transit ticket programs, subsidies and incentives, bicycle programs, and taxi services. A "Quick Reference Guide" summarizes alternatives for reaching jobs outside the county. Instructions are included for obtaining more detailed information by phone, in person, via the Internet and by mail. The guides are intended for staff members at social service and community-based organizations who provide direct assistance to welfare recipients. They are available from MTC and posted on-line at www.mtc.dst.ca.us.

Child-Care Transportation

Several organizations have tackled the complicated needs of providing child-care transportation. The Contra Costa County Social Services Department (SSD) is overseeing a program to train welfare recipients to provide community transportation services, including transportation to school and child-care. The Massachusetts Access to Jobs program provides child-care transportation if no other alternative is available. Also in Massachusetts, the Lowell Regional Transit Authority operates a van that fills in the gaps for parents who do not have other alternatives for child-care transportation. The authority's van can carry six children plus a monitor and operates five days a week, seven hours a day.

Subsidies and Incentives

TransPac, the cooperative transportation planning committee for six jurisdictions in Central Contra Costa County, California, offers TANF participants 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.

Similarly, the case workers in Pinellas County, Florida, can offer their clients transit passes, gasoline credit cards, and mileage reimbursements for drivers who transport TANF participants. Massachusetts transportation coordinators may provide one-time subsidies, including payment of auto insurance, driver's license fees, car loans, leases, and repairs for donated vehicles.

One-Stop Centers

Some localities have developed integrated one-stop centers that consolidate a variety of services for welfare recipients, including transportation The Nia Travel and Employment Center houses employment services, a transit center, and a number of small businesses in West Louisville, Kentucky. As a result, patrons can work with a job counselor to identify potential employers and then consult a transit staffer across the hall for personalized bus trip planning. In San Diego, welfare-related transportation services originate at a community center that also provides child care.

Suburban Job-Link Corporation operates a number of reverse commuting services for inner-city Chicago residents. In addition to the reverse commuting services described earlier, Job-Link maintains the Job Oasis support facility in suburban Bensenville, Illinois, to house its employment services, transportation, and client amenities. Program literature describes the Job Oasis as follows:

> As a home-away-from-home between interviews, the Job Oasis support facility is a place to rest and relax, to have a meal or snack, and to use the rest rooms. In general, the facility provides a supportive, welcoming environment for West Side Chicago residents seeking suburban employment.

Employment services include staff job developers, job coaches to help prepare participants for interviews, and a series of workshops stressing skills for getting and keeping a job. Free transportation is available for job applicants.

Suburban Job-Link uses passenger vans and buses to provide service between city neighborhoods and the Job Oasis, and shuttles are available at the center to take applicants to and from job interviews.

Entrepreneurial Services

Some programs train welfare recipients themselves to provide transportation services to other community members. Such programs support the broader goals of helping welfare recipients to become self sufficient while still addressing day-to-day transportation needs. The AdVANtage Van Micro-Enterprise program, in Anne Arundel County, Maryland, is perhaps the best known example. The program trained and subsidized public assistance recipients to become entrepreneurs; they, in turn, offered transportation services to other welfare recipients for job searches, job training programs, and work trips. Sojourner-Douglass College in Baltimore and Contra Costa County in California have set up similar programs.

The next chapter identifies strategies for funding welfare-to-work transportation programs.

Funding Strategies

Welfare-related transportation can be expensive to provide. Many services operate in low density areas or at times outside traditional commuting hours. These service characteristics often restrict the economies of scale that allow efficient provision of transit service in more traditional settings. To cover costs, service providers have turned to a wide variety of funding sources – from federal grants to donated labor. This section describes available federal funding programs, as well as innovative programs on the state and local levels.

Federal Funding Sources

Three major federal funding programs may be used to support welfare-to-work transportation programs: (1) the **Temporary Assistance to Needy Families** (TANF) block grant program, administered by the U.S. Department of Health and Human Services; (2) the **Welfare to Work** formula and competitive grant program, administered by the U.S. Department of Labor; and (3) the **Job Access and Reverse Commute** grant program, administered by the U.S. Department of Transportation.

Temporary Assistance to Needy Families Block Grants

After passage of the federal Personal Responsibility and Work Opportunity Reconciliation Act, several separate federal welfare programs (Aid to Families with Dependent Children, Job Opportunities and Basic Skills Training, and Emergency Assistance) were combined into a single new block grant to states called Temporary Assistance to Needy Families (TANF). The U.S. Department of Health and Human Services Administration for Children and Families administers the program.

States may use the new TANF block grants to finance transportation and other support services that will make it easier for welfare recipients to find and retain employment, or help to achieve other goals of the welfare reform effort. TANF funds may be used for the following transportation purposes:

- Reimbursement or a cash allowance to TANF recipients for work-related transportation expenses

- Contracts for shuttles, buses, carpools or other services for TANF recipients
- Purchase of vehicles for the provision of service to TANF recipients
- Purchase of public or private transit passes or vouchers
- Loans to TANF recipients for the purpose of leasing or purchasing a vehicle for work travel
- Programs to obtain and repair vehicles for use by TANF recipients
- One-time payments to recipients to cover expenses such as auto repair or insurance
- Payment of "necessary and reasonable" costs for new or expanded transportation services for use by TANF recipients
- Assistance to TANF recipients with the start-up of a transportation service
- Transfer to a Social Services Block Grant to provide transportation services for disadvantaged residents of rural and inner city areas
- Payment of TANF agency expenses associated with planning transportation services for TANF recipients

Certain restrictions apply to the use of TANF funds. TANF funds may not be used to construct or purchase buildings or facilities. Furthermore, TANF funds may not be used to subsidize transportation services for individuals who are not receiving TANF benefits. If such individuals use a TANF-funded service, or if the TANF agency participates with another agency to provide transportation services, only the expenses associated with eligible TANF recipients' use of those services may be allocated to the TANF program.

TANF funds also may not replace other federal funds that normally would be used to provide those services. If funds from another federal agency, such as the Federal Transit Administration, are currently used to provide transportation services that will be used by TANF recipients, TANF funds may not be substituted for those other funds. Funding for the TANF program was authorized at $16.5 billion annually through FY 2002.

Welfare to Work Grants

In FY 1998-1999 the U.S. Department of Labor (DOL) awarded a series of formula and competitive Welfare to Work grants to states and communities designed to benefit the hardest-to-employ TANF recipients. Eligible participants were defined as follows:

- Long-term recipients faced with two out of three significant barriers to employment (lack of a high school diploma or GED and poor reading or math skills, a substance abuse problem requiring treatment, and an unsatisfactory work history); or
- Recipients scheduled to lose TANF benefits within 12 months; or
- Noncustodial parents of a minor child whose custodial parent falls within one of the categories above.

Funds were available for job readiness and employment activities, job placement, post-employment services, and job retention and support services such as child care, substance abuse treatment, housing assistance, and transportation. A local match of one dollar for every two dollars of federal grant funds was required; up to 50 percent of matching funds could be in the form of third-party in-kind contributions.

Eligible activities were similar to those authorized under the TANF block grants, with the following restrictions. Welfare to Work funds could be used only for transportation services not otherwise available to the participant and only for individuals participating in an allowable welfare-to-work activity. Welfare to Work funds cannot be used as a local match for other federal programs with the exception of the Job Access and Reverse Commute Program. Finally, Welfare to Work grants could not be used as loans or down payments for individuals to lease or purchase a vehicle for work-related travel.

Grants totaled $3 billion for the two-year period; DOL is seeking reauthorization of the program.

Formula Grants

Seventy-five percent of the program funds (excluding some set-aside programs) were distributed as formula grants to states. Formula allocations were based on (1) the percentage of the national TANF population living in the state and (2) the percentage of national poverty population living in the state. Each state was guaranteed a minimum allotment of 0.25 percent of the available amount.

States were required to prepare a plan for approval by the Secretary of Labor that included strategies to promote and encourage coordination with the state department of transportation, metropolitan planning organizations, transit operators, and other transportation providers. States were required to pass at least 85 percent of their allocations to Private Industry Councils (PICs) or Workforce Development Boards (WDBs) established by the Job Training Partnership Act. Half of a state's funds were to be spent in areas where 7.5 percent or more of the population is living in poverty. Not more than half was to be allocated to areas within a state with a high concentration of adults who have been receiving TANF assistance for 30 months or more and a high number of unemployed individuals.

Competitive Grants

Twenty-five percent of the $3 billion in Welfare to Work funds were distributed on a competitive basis to cities, counties, or PICs; private for-profit and nonprofit organizations, community-based and faith-based organizations, educational institutions, and workforce development organizations were eligible to apply in conjunction with these entities. Priority was given to urban areas with high concentrations of poverty and rural areas in the grant award process.

The competitive grants were distributed through three rounds of an application process during FY 1998-1999. Organizations selected had up to three years to spend the grant funds. The grant funds were awarded as follows:

- In Round 1 (May 1998), $186 million was awarded to 51 competitive programs.
- In Round 2 (November 1998), $273 million was awarded to 75 programs in 44 states and the District of Columbia.
- In Round 3 (September 1999), 64 programs in 34 states and the District of Columbia received $222 million.

The grant awards were split approximately 70/30, with 70 percent of the grants going to urban areas with high concentrations of poverty and 30 percent of the grants to rural projects. Successful applications combined innovative, collaborative and sustainable welfare-to-work strategies designed to enable recipients to obtain employment, increase earnings, or receive support services while making the transition from welfare to work. Several of the projects selected pertained solely to the transportation needs of welfare-to-work participants, or had transportation included as one facet of the support services provided by the program.

Job Access and Reverse Commute Grants

The Transportation Equity Act for the 21st Century, referred to as TEA 21, authorized the Job Access and Reverse Commute (JARC) grant program to help develop transportation services to link welfare recipients and others with jobs and support services.

Projects must be the result of a coordinated human services/public transit planning process in order to be eligible for funding and may include:

- Capital, operating or associated capital maintenance expenses
- Promotion of transit use by employees with non-traditional work shifts
- Promotion of use of transit vouchers by eligible individuals
- Promotion of employer-sponsored transportation
- Subsidy for addition of reverse commute services
- Subsidy for purchase/lease of vehicle(s) by nonprofit organizations for dedicated employment shuttles
- Other activities to facilitate the use of transit for access to jobs for welfare recipients and eligible low-income individuals

Funds may not be used for planning or coordination activities.

Funds are awarded on a competitive basis. The federal share of the costs of projects funded under this program will be 50 percent. However, other federal funds (e.g., TANF or DOL grants) may be used for the local share.

TEA 21 authorizes $150 million annually for the Job Access program for five years starting in FY 1999. Guaranteed funding levels began at $50 million in FY 1999 and increase to $150 million by FY 2003. In each year, $10 million is to be set aside for reverse commute projects that provide access to suburban jobs for people living in inner city or non-urbanized areas.

In the first round of JARC grants, FTA awarded more than $70.8 million to 167 projects in 42 states and the District of Columbia. California received the largest number of grants (18), followed by New York (13), New Jersey (12), Maryland (11) and Ohio (11). Transit agencies sponsored the majority of successful applications. However, funding also was awarded for projects sponsored by other agencies, such as state departments of transportation, city and county governments, metropolitan planning organizations, social/human service agencies and other nonprofit organizations.

Other Federal Resources

In addition to these federal programs, which specifically target welfare-to-work activities, other federal programs are available to support transportation planning, capital expenditures, and operating assistance. For example, transportation is an allowable support service under Social Services Block Grants, Community Services Block Grants, Medicaid, and the Workforce Investment Act. A detailed list of other federal resources is included in the appendix.

State Funding Programs

Some states have used federal TANF block grants or Welfare to Work formula funds to support local or regional welfare-related transportation services. In New Jersey, for example, the state Department of Transportation set up a Transportation Innovation Fund (TIF) to provide seed money for local or regional transportation programs. Any county, municipality, public agency, private entity, or nonprofit organization may apply to the fund for seed money to initiate innovative transportation solutions. Multi-agency, multi-county or regional projects are encouraged.

The first round of TIF grants served as the required match for the FTA's Job Access and Reverse Commute Competitive Grants. The TIF grants were awarded in two separate categories: TIF Community Transportation Grants, funded by state transportation funds; and TIF Welfare to Work Grants, funded by U.S. Department of Labor Welfare to Work grants. Total funding for TIF grants for FY 1999 was $2 million for both grant categories. The DOT encourages funding applications to fall in the range of $100,000 to $150,000, with a maximum grant amount of $250,000. Eligibility criteria for the grants included the following:[1]

- Proposed project must cite evidence of coordination with the local County Transportation Coordination Steering Committee.
- Proposal must describe an ongoing process for identifying and prioritizing transportation needs.
- Proposed project must be part of a coordinated system that includes "to work" transportation services.
- Proposal must describe how a demonstrated gap in transportation service is being met.
- Proposal must include an ongoing funding strategy which explains how the initiative will be fully funded after TIF dollars are exhausted.

- Proposal must embrace a deficit-funding approach, using TIF dollars to fill a short-term funding gap not met using existing funding sources.

TIF Community Transportation Grants are available for projects serving the general population. TIF Welfare to Work Grants are restricted to helping the hardest-to-serve target populations as defined by the U.S. Department of Labor and the New Jersey State Employment and Training Commission (SETC).[2]

Proposals are expected to combine funds from multiple sources. The Innovation Fund will not fund more than 50 percent of any initiative, and preference will be given to programs obtaining more than 15 percent of their funding from sources other than state and federal programs. Grant recipients will have up to 24 months to spend program funds. Additional information on the TIF grant program can be found at www.state.nj.us/transportation/workforce/TIF.

Other states have set up similar competitive programs, including Michigan, Connecticut, and California.

Private Funding Sources

Private funding sources are playing a major role in supporting welfare-to-work transportation. Programs have received grants and donations from a wide range of private sources, including foundations, employers, nonprofit community organizations, and faith-based organizations. Some examples are cited below.

- In Vermont, the Good News Garage is affiliated with the Lutheran Social Services of New England with the assistance of volunteers from the area Lutheran churches. To support its transportation-related programs, the Garage received grants from Wheat Ridge Ministries, the Lutheran Church Missouri Synod World Relief Fund, Aid Association for Lutherans, Lutheran Brotherhood, as well as the support from the Gift Fund of Lutheran Social Services of New England, the sponsoring agency.

- Goodwill Industries is participating in auto ownership programs in Colorado and North Carolina, while United Way of Greater Tucson is assessing area transportation needs and resources.

- The San Diego/Imperial Chapter of the American Red Cross joined forces with a coalition of local churches to provide transportation services in southern California.

- The McKnight Foundation of Minneapolis, Minnesota, initiated the Family Loan Program in 1984 to help family members pay for unexpected expenses that could interfere with their ability to keep a job or stay in school. In 1994, Family Service America entered into a partnership with the foundation to replicate the Family Loan Program nationally. In addition to 12 programs in Minnesota, pilot programs are underway in Indianapolis, Kansas City, Milwaukee, and Akron, Ohio. Most of the loans have been for cars, which have helped individuals better achieve their work and education goals. In fact, while some three out of four loan recipients were receiving government assistance at the time of their loan application, their use of public assistance dropped by 40 percent within two years.

- United Parcel Service subsidizes transportation services to a number of its facilities, including sites in Philadelphia, Hartford (Connecticut), and Louisville (Kentucky).

- In Missouri, more than 30 banks are participating in the FUTURES automobile loan program.

Although the role of the private sector in supporting welfare-related transportation is still evolving, these programs show potential areas for participation.

Combining Funding Sources

Many programs have adopted a creative approach to funding by combining multiple funding sources to support a single program. The federal government in particular has taken specific steps to ensure that programs reflect collaboration in planning and implementation. The Departments of Health and Human Services, Labor, and Transportation have jointly issued guidance on the use of federal funding sources to help states and communities take "full advantage of existing resources to develop seamless, integrated services addressing the transportation challenge of moving people from welfare to work."[3] The FTA's Job Access and Reverse Commute grant program, in particular, is intended to support coordinated regional programs. According to the *Training and Guidance Letter*:

> All projects funded under this program must be the result of a collaborative planning process that includes transportation providers, agencies administering TANF and Welfare to Work funds, human services agencies, employers, metropolitan planning organizations, States, and affected communities and individuals. In addition, the program is expected to leverage other local funds that

are eligible to be expended for transportation and encourage a coordinated approach to transportation services.

The eligibility requirements and program parameters of each funding source further encourage such collaboration. For example, DOL Welfare to Work grants have targeted a narrowly defined group of hard-to-serve TANF recipients, while the FTA Job Access and Reverse Commute program extends its reach to welfare recipients and other low-income individuals. And while TANF funds may be used to provide loans to lease or purchase vehicles, the Welfare to Work program specifically excludes this application. Accordingly, many welfare-to-work programs, including those profiled in this guidebook, have woven together multiple funding sources. For example, the State of New Jersey used formula Welfare to Work funds to match grants awarded through the FTA Job Access and Reverse Commute program.

Others have pieced together federal, state, local, and private funds to support their programs.

- AC Transit, for example, funded service expansion on a late-night shuttle with a combination of agency operating funds, county sales tax revenues, and an FTA Job Access and Reverse Commute grant.

- The Transit Authority of River City obtained an FTA Livable Communities Initiative to provide start-up capital funding for the Nia Center and Night Owl Service and uses its own operating budget, supplemented with federal Congestion Management and Air Quality (CMAQ) funds, to operate the Night Owl. A federal Job Access and Reverse Commute grant will allow the Night Owl to expand its service area.

- In Philadelphia, SEPTA operates the Horsham Breeze, which serves several suburban employers. Montgomery County funds weekday service on the route, while individual employers support evening and Saturday service.

- Sojourner-Douglass College launched its AdVANtage II program with funds from the Baltimore County Department of Social Services and technical assistance from the Maryland Mass Transit Authority.

- Since its inception in 1996, the Good News Garage has combined funding from numerous public and private sources, including its sponsoring organization Lutheran Social Services of New England, the federal government, private donations, and revenues from the sale of refurbished cars.

- The Contra Costa County Department of Social Services combined a Welfare to Work grant from the U.S. Department of Labor with matching TANF funds distributed through the State of California to support its shuttle van program.

These examples show the range of approaches to funding welfare-to-work transportation programs – from federal grants to private donations. While federal funding programs (including those disbursed through state agencies) are a major source of support, many programs have assembled multiple funding streams for this purpose. Some of these coordinated approaches responded to the federal requirements to demonstrate collaborative planning efforts. Others were practical responses to funding constraints or limitations on use. Regardless of the reason, this coordinated approach to funding welfare-to-work transportation programs has come to typify the spirit of cooperation associated with welfare reform.

Notes

[1] New Jersey Department of Transportation Office of Workforce and Community Transportation and New Jersey Department of Human Services Office of Policy and Planning. "Proposed Guidelines: Transportation Innovation Fund." Draft. January 12, 1998.

[2] New Jersey Department of Transportation Office of Workforce and Community Transportation. "FY '99 Transportation Innovation Fund Program Guidelines and Application Procedures" November, 1998.

[3] U.S. Department of Labor, Employment and Training Administration. *Use of TANF, WtW, and Job Access Funds for Transportation.* June 1, 2000. Available at www.fta.dot.gov.