Progress Report on the Recommended Actions for Human Service Transportation Coordination

The 2005 Report to the President submitted by the Federal Interagency Coordinating Council on Access and Mobility (CCAM) included five recommendations to advance the principles of the Executive Order 13330 on Human Service Transportation Coordination. The Executive Order aimed to achieve more coordinated delivery of Federally-assisted transportation activities serving populations with significant mobility challenges, including persons with disabilities, older adults, persons with low incomes and youth. This report updates CCAM accomplishments and progress since 2005 in the five recommendation areas.

Recommendation 1: Coordinated Transportation Planning. In order to effectively promote the development and delivery of coordinated transportation services, the CCAM recommends that the Administration seek mechanisms (statutory, regulatory, or administrative) to require participation in a community transportation planning process for human service transportation programs.

Rationale
Federally-assisted grantees that provide human service transportation need to work together to address the needs of the transportation-disadvantaged population. A coordinated community planning process that brings together stakeholders with diverse interests is fundamental to the delivery of coordinated transportation, identification of mobility gaps and the strategic deployment of transportation assets to fill these gaps.

Progress
Members of the CCAM adopted the following policy statement in 2006:

“Member agencies of the Federal Interagency Coordinating Council on Access and Mobility resolve that Federally-assisted grantees that have significant involvement in providing resources and engage in transportation delivery should participate in a local coordinated human services transportation planning process and develop plans to achieve the objectives to reduce duplication, increase service efficiency and expand access for the transportation-disadvantaged populations as stated in Executive Order 13330.”

This process was effectively established in 2005 by the statutory requirement calling for a locally-developed, coordinated public transit human service transportation planning process in the "Safe, Affordable, Flexible, Efficient, Transportation Equity Act-A Legacy for Users" (SAFETEA-LU), legislation that reauthorized the Federal highway and mass transit programs. This requirement has been continued in the new highway transit program reauthorization: Moving Ahead for Progress in the 21st Century Act (MAP-21) signed into law in 2012.

Implementation of the coordinated planning process has been widespread. Since 2005, every one of the country’s 152 large-urbanized areas, and all 56 states and possessions have utilized coordinated planning processes that bring transit agencies together with their human services
partners, primarily to support prioritization and project selection under the Section 5316 Job Access and 5317 New Freedom programs. However, more efforts are needed to ensure all federally-assisted programs significantly funding transportation are coordinated in that process, since SAFETEA-LU and MAP-21 only require participation by Federal Transit Administration grantees. Participation by other CCAM-funded programs is encouraged, but varies from community to community.

**Recommendation 2: Vehicle Sharing.** In order to reduce duplicative transportation services, as well as idle time for drivers and vehicles, the CCAM recommends that vehicles used in human service transportation be made available to other Federally-funded programs, consistent with the Common Grant Rule. Within the next year, each Federal Department should review and modify its policies and procedures to proactively promote the sharing of vehicles with recipients and sub-recipients of other Federal programs.

**Rationale**
In many communities, misperceptions about vehicle sharing result in fragmented or nonexistent transportation services, and unused or underutilized vehicles. Federal cost principles do not restrict grantees to serving only their own program participants, as long as the needs of their clients are fully met, and service provided to other clients are reimbursed by the cognizant agency. This maximizes the use of all available transportation vehicles and facilitates for people with disabilities, individuals with lower income, and older adults who need to access community and medical services, employment and training opportunities, and other services.

**Progress**
In 2006, the CCAM adopted the following policy statement:
“Member agencies of the Federal Interagency Coordinating Council on Access and Mobility resolve that Federally-assisted grantees that have significant involvement in providing resources and engage in transportation should coordinate their resources in order to maximize accessibility and availability of transportation services.”

This policy is most frequently implemented 1) through transportation brokers who coordinate resources of multiple programs and select providers that co-mingle passengers from different programs on the same vehicle and 2) by public transportation service providers that contract with human service programs and make their vehicles or those of their subcontractors available to provide human service agency participants their rides in a coordinated fashion. The National Resource Center on Human Service Transportation Coordination (NRC) estimates that there are approximately 400 brokers in 40 states and territories that offer such shared ride arrangements. Additionally, the NRC has estimated 1000 transportation operators (i.e. FTA grantees or subrecipients) provide specialized, shared ride services to participants of multiple human service programs.
**Recommendation 3: Cost Sharing.** In order to ensure that adequate resources are available for transportation services for people with disabilities, older adults and individuals with lower incomes, and to encourage the shared use of vehicles and existing public transportation services, the CCAM recommends where statutorily permitted that standard cost allocation principles for transportation be developed and endorsed by Federal human service and transportation agencies.

**Rationale**
A basic rule of appropriations law is that program funds must only be used for the purposes intended. Therefore, if an allowable use of a program’s funds includes the provision of transportation services, then that Federal program may share transportation costs with other Federal programs and/or community organizations that allow funds to be used for transportation services, so long as the programs follow appropriate cost allocation principles.

**Progress**
The Council, working with the Office of Management and Budget, drafted cost sharing principles and guidance which is currently still pending ratification. In the meantime, the Transit Cooperative Research Program (TCRP) of the National Academy of Sciences has issued TCRP Report 144, “Sharing the Costs of Human Service Transportation.” This report provides a comprehensive analysis of cost-sharing issues and effective solutions for community-based human services programs. It examines current practices and offers a toolkit with strategies for collecting necessary data, addressing administrative and policy-related issues, and establishing cost allocation procedures and a comprehensive cost-sharing model.

**Recommendation 4: Reporting and Evaluation.** The Council recommends the development of a method to permit cross agency analysis of the effectiveness, efficiency, and progress of States, communities, and tribes toward improved coordination of transportation programs, as evidenced by improvements in the overall quality and cost-effectiveness of human service transportation.

**Rationale**
The shift away from providing rides to managing mobility drives the success of fully coordinated transportation systems, but it also calls for new ways to measure the success of our transportation systems. Successful strategies coordinate human service agencies that provide transportation with public and private transit providers. To measure progress toward these goals, the CCAM developed a logic model with three key indicators and outcomes for the Council’s coordination initiatives.
Goal 1: More rides for target populations for the same or fewer assets.  
*Measure*: Increase the number of rides for the same or fewer assets for people who are older, people with disabilities and people with limited incomes. (Efficiency outcome)

Goal 2: Simplify access  
*Measure*: Increase the number of communities with easier access to transportation services for people who are older, people with disabilities and people with limited incomes. (Effectiveness outcome)

Goal 3: Increase customer satisfaction  
*Measure*: Increase the quality of transportation services for people who are older, people with disabilities and people with limited incomes. (Customer Satisfaction outcome)

**Progress**

*Measuring Development of Coordination Infrastructure*  
A major objective of the CCAM is to promote the development of the transportation coordination “infrastructure” across the country, including coordinated planning processes, mobility managers, and one-call centers, which enable the outcomes highlighted in the logic model.

The CCAM has made significant progress in developing the coordination infrastructure. The National Resource Center on Human Service Transportation recently identified the following advances:

- Since 2005, every one of the country’s 152 large-urbanized areas, and all 56 states and possessions have developed **coordinated financial partnerships between transit agencies and their human services partners**, whether using some or all of their Urbanized Area Formula (Section 5307); Transportation for Elderly Persons
and Persons with Disabilities (Section 5310); Formula Grants for Other than Urbanized Areas (Section 5311); Job Access and Reverse Commute Program (5316), or the New Freedom Program (Section 5317) programs. While many state governments, rural and smaller urbanized areas may have had such partnerships prior to 2005, this represents a dramatic shift in large urban areas.

- Since 2005, all 152 large-urbanized areas, and all 56 states and possessions have utilized coordinated planning processes that bring transit agencies together with their human services partners, primarily to support prioritization and project selection under the Section 5316 and 5317 programs.

- Since 2005, when SAFETEA-LU enabled FTA to support mobility management activities as a capital transit expense, the number of mobility managers has grown. Today more than 400 people across the country identify themselves as transportation mobility managers. There now are mobility management activities in 76 of the nation’s large-urbanized areas, and in the rural and small-urban areas of 31 states and possessions.

- There has been a gradual, but growing, deployment of “one-call/one-click” services to better connect transportation customers with coordinated network of transportation services and providers. Where there had not been any documented one-call centers in 2005, there now are at least 36 large-urbanized areas and 14 states (or states’ rural or small-urban areas) in which coordinated one-call services now are being deployed.

- United We Ride has prioritized establishing and maintaining statewide or local coordinating councils that may set shared policy, coordinate on the review and approval of transportation-related projects, or explore new strategies for assessing and improving communities’ coordinated transportation infrastructure and its outcomes. According to the National Conference of State Legislatures’ most recent study, these state and local coordinating councils are found in 71 of the country’s large-urbanized areas and in 40 states (or these states’ rural or small-urban areas).

- State coordination mandates, whether legislative or administrative, also are vital to catalyzing coordinated transportation in states and localities. These mandates exist in at least 10 states, according to recent research conducted by the National Conference of State Legislatures.

Measuring Mobility Management Performance and Local Progress:
Additionally, work has begun developing useful performance measures for the nascent mobility management field. The Texas Transportation Institute has spearheaded this work, issuing a
The CCAM also plans to gather and analyze information about how communities are measuring the success of their transportation coordination efforts. A consortium of universities recently began a DOT-backed study on the measurement of coordination outcomes in localities.

**Recommendation 5: Consolidated Access Transportation Demonstration Program.** In order to test the feasibility and cost-effectiveness of a new approach to meeting the full range of transportation needs of people with disabilities, older adults and individuals with lower incomes, the CCAM recommends that statutory authority be sought to permit the development of demonstration projects in metropolitan, rural and/or tribal areas. In these demonstration projects a single transportation system—not necessarily a single provider—financed through a consolidated federally funded stream would meet the total mobility needs of transportation-disadvantaged populations.

**Rationale**
Varied and disparate transportation services and providers make it difficult for transportation disadvantaged customers to access or even know about all of the available transportation options. Appropriate coordination activities and implementation of technology can simplify and centralize access to these services.

**Progress**
In 2007, the CCAM launched the Mobility Services for All Americans (MSAA) project to improve transportation services and simplify access to employment, healthcare, education and other community activities by using advanced technologies of Intelligent Transportation Systems (ITS) and extending transportation service partnerships with consumers and human service providers at the Federal, State, and local levels.

The demonstration adopted a two-phased approach: Travel Management Coordination Centers (TMCC) System Planning and Design (Phase 1) and TMCC System Deployment (Phase 2). USDOT selected eight locations as the Phase 1 demonstration project sites with total funding of $2,706,045. In 2009, USDOT selected three Phase 1 locations (Aiken, South Carolina; Camden County, New Jersey; Paducah, Kentucky) as Phase 2 – TMCC System Deployment sites, contributing another $2,850,000 in funds. The remaining Phase 1 locations (except for one which left the program) were provided $100,000 to leverage other Federal, State and local resources to implement TMCC incrementally.

These demonstration projects have three major objectives: (1) establish a comprehensive set of transportation services to meet the full range of transportation needs for all in a target area by
coordinating the resources of various human service and transit programs; (2) create simple points of access for consumers to obtain transportation services from various programs; and, (3) utilize ITS to enhance transportation service delivery and system accessibility.

The Paducah KY TMCC went live in March of 2010. Aiken, SC also launched its TMCC (locally known as the Aging, Disability, and Transportation Resource Center, or ADTRC) in August of 2010. The Camden County NJ TMCC, the only TMCC that incorporates vehicles from faith-based organizations in the pool of resources for coordination, is scheduled for public service in spring 2013. Based on field observations, preliminary operational statistics and traveler feedback, the results of TMCC are significant and positive. The growth in operational efficiency is attributable to improved scheduling, dispatching and verification processes. Customer satisfaction is also elevated. As stated by a transit provider from Aiken, SC the ability to accept more trips “has changed the way [customers] look at transportation itself because they don’t have to hear the word “no” as much anymore.” To capture the full TMCC impacts comprehensively, the United States Department of Transportation (USDOT) is conducting an independent evaluation for each TMCC model deployment to measure the TMCC impacts on travelers, transit providers, and program finances. The full evaluation reports will be publicly released starting in spring 2013.

In 2011, several members of the CCAM (the Departments of Transportation, Veterans Affairs, Department of Labor, Health and Human Services along with non-member Department of Defense DOD) launched a Veterans Transportation and Community Living Initiative (VTCLI) intended to address the mobility needs of returning and other veterans, service members and their families by establishing One Call/One Click Centers (TMCCs) that connect them to the transportation options within their own communities and helps them get the rides they need. VTCLI grants are supporting the creation or extension of TMCCs in over 80 communities across the country, including the advancement of several Mobility Service All American sites.