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Preface

By now most of us are familiar with the phenomenon of the growing senior population. These Americans, known as the Baby Boomers, are aging: every eight seconds another American turns 50. As the Baby Boomers age, their sheer numbers are sure to put pressure on the vital services on which they expect to rely.

No service will be under more pressure than community and public transportation. The overwhelming proportion of the people turning 50 now and who will be turning 50 in the next three decades live in the suburbs and rural areas. Most of them want to age in the communities where they now live. The generations have enjoyed unparalleled mobility—a freedom of daily travel and movement unknown to previous generations. As they age, they will undoubtedly want to remain active and mobile.

CTAA entitled the recent (Sept/Oct 2002) senior issue of its magazine, “The Gathering Storm.” I remember shivering when I saw that title because it expressed so well my concerns for the future. In Adams County, one of the counties in which our transportation program operates, the number of people over 65 will increase 200 percent in the next eighteen years.

Years of inadequate investment have created huge gaps in community and public transportation. Few communities now have adequate transportation services for their current older residents. In the coming years, communities will have to meet the transportation needs of a steadily increasing population of older persons, and a population with higher needs and expectations than previous generations. It will be up to us, those who work with older persons and in community and public transportation, to ensure that future generations of older people enjoy numerous mobility options that permit them to live productive and independent lives. We will have to create innovative transportation services to demonstrate that community and public transportation can meet the growing and varied mobility needs of older persons; and we will have to be advocates for increased investment in senior transportation so that all older people have access to community transportation services that meet their mobility needs.

This Senior Toolkit provides information about the varied transportation needs of older people, how community and public transportation providers are meeting those needs, and means and resources for improving and creating senior transportation service. The purpose of providing the information is to encourage its users to think further about senior transportation and to create new approaches for meeting the needs and preferences of older persons.

The Toolkit is intended to be an interactive document. We hope it creates an ongoing discussion—that as you have new ideas and develop new services and techniques, you will contact the Community Transportation Association so that your ideas and work will be part of the next edition of the Toolkit.
Jane Yeager
Seniors’ Resource Center, Inc.
Denver, Colorado
CTAA Upper Midwest Region Board Member
Introduction

Using the Senior Toolkit

The Toolkit is a technical assistance manual designed to help your organization plan and implement transportation solutions for your constituency. The document is organized into specialized sections that can be used individually.

What’s Inside?

Chapter One: An Introduction to Transportation Issues Facing Older Persons

Chapter One provides an introductory overview of the diversity of older people and their transportation needs.

Chapter Two: An Introduction to Community Transportation

Chapter Two familiarizes the reader with the range of community transportation services being used to provide trips for older persons. It also describes the ways in which many communities are funding and planning to meet the transportation needs of older persons. It contains numerous examples of senior transportation services.

Chapter Three: Current Practices: Profiles of Four Transportation Programs

Chapter Three contains descriptions of four transportation providers. One is a social service agency for older persons; two are providers of general transportation; and one is a medical transportation organization.

Chapter Four: Opportunities for the Future

Chapter Four presents steps advocates and agencies working with older persons can take to create better and public and community transportation. It has a brief example of successful community advocacy.

Appendices

Appendix One is the full text of Coordinating Transportation Services: Local Collaboration and Decision-Making, a “How-To” Manual for Planning and Implementation, prepared by Creative Action, Inc., of Akron, Ohio for Project Action, Inc., Washington, D.C.

Appendix Two is a list of publications and resources.

Appendix Three is a glossary of general transit and senior transportation terms and acronyms.
**Appendix Four** is a brief statement of basic principles of volunteer management.


**Appendix Six** contains reprints of two articles from “Rural America Needs Transit,” *Community Transportation Magazine*, July/August 2002.
Chapter One
An Introduction to Transportation Issues Facing Older Persons

“The idea of chronological aging is a kind of myth….There are great differences in the rates of physiological, chronological, psychological and social aging within the person and from person to person….Older people actually become more diverse rather than more similar with advancing years.” Why Survive? Being Old in America by Robert N. Butler, M.D., Pulitzer Prize-winning author (1976).

Today there are more than 35 million people over the age of 65 in the United States. By 2030, less than 30 years away, the number of people 65 and older will have doubled to 70 million. Sixty-five and older is the fastest growing segment of our population — and 85 and older is the fastest growing subset of that population. The increasing proportion of older persons in the general population is going to change how we look at the needs of older people.

Just the simple fact of the increasing number of people presents a challenge. And this group is as diverse as it is numerous. Sixty-year-olds are as likely or unlikely to have something in common with 45-year-olds as they are with 85-year olds. Geographic location, income, culture, health and disability status, job status — not age alone — shape the transportation needs and preferences of older persons.

Of all these factors, generally the most important in defining the transportation needs of the 50+ age population is geographic location: small or large metropolitan areas and where they live within those areas — city, close or outer suburbs and rural areas. More than 70 percent of Americans 65 and older live in suburbs or rural areas. And the overwhelming proportion want to stay in their own homes as they age (AARP Housing Study, Fixing to Stay, May 2000).

Most people over 65 have very similar transportation needs to the needs of the general population. The best way for transit providers to meet the transportation needs of most older Americans is to meet the transportation needs of the general adult population. Their needs are similar — shopping, getting to work, medical appointments, going to restaurants and visiting friends — to other age groups.

A recent TCRP Report, Improving Public Transit Options for Older Persons, asks the question: “Are the needs of older travelers different?” and answers, “Not by much.” The Report finds that what older adults are looking for are “travel services that provide what nearly all consumers desire when purchasing most services and products: control, autonomy and choice.”

The Report also states: “The kinds of public transit improvements that would attract greater numbers of older riders are likely to attract more riders of all ages.” Executive Summary of Transit Cooperative Research Program Report 82, reprinted in “The Gathering Storm,” Community Transportation Magazine, September/October 2002, p. 46. To see the full two-volume report, go to www.TRB.org
What Older Consumers Want in Transportation:
- Control
- Autonomy
- Choice

Rural Older Persons Are a Distinct Group That Need Particular Attention
Approximately 40 percent of rural residents of all ages live in areas with no public transportation. Another 20 percent live in areas with negligible service. This lack or absence of public transportation has a particularly negative impact on older persons, because rural areas tend to have a high proportion of older residents. Older rural residents who do not drive or who have cut back on driving, or who do not have a car are unable to shop for groceries, to go to medical appointments, to get prescription drugs or just to visit friends and family. Expanding rural public transportation will be a huge step toward providing transportation for significant numbers of older persons.

Employment Transportation
One broad statement that can be made about the future transportation needs of the general adult population is that most of them are going to need transportation to work. We can also make the same statement about the 65+ population. Today’s retirees tend to be healthier than earlier generations of retirees, so even if they have no economic need to work, they often want to stay active and productive. Many older persons, however, have an economic need to continue working.

- The eligibility age for full Social Security retirement benefits is increasing by quarter-year steps to 67.
- AARP’s study, Beyond Fifty: A Report to the Nation on Economic Security (2001), lists earnings as one of the four pillars of an economically secure retirement.
- In a little more than 12 years (2015), one in every five workers will be 55 or older.
- The number of workers 65 and older will increase nearly 30 percent in the next eight years.
- The number of workers 75 and older is expected to increase nearly 14 percent.

Effect of Stock Market Decline The stock market decline of the past few years is also causing investors in the 50-to-70-year-old group to adjust their retirement expectations. An AARP study (December 2002) found that of those who lost money and are still working, 21 percent have postponed retirement
The Frail Elderly and Their Special Transportation Needs
Most Americans are going to have a longer overall life expectancy than driver expectancy. In other words, people will live for a number of years after they cease driving. (See “Driving Life Expectancy of Persons Aged 70 Years and Older in the United States,” by Daniel J. Foley and others, American Journal on Public Health, August, 2002. Requests for reprints should be sent to Daniel J. Foley, MS, Laboratory of Epidemiology, Demography, and Biometry, National Institute on Aging, 7201 Wisconsin Ave, Bethesda, MD 20892 [e-mail: foleyd@gw.nia.nih.gov].)

Within this group of non-drivers, the frail elderly are a substantial subset. Some can use curb-to-curb service by a vehicle that is easy to board. Others, however, need assistance in using curb-to-curb service. Others need door-to-door service — help getting to the bus, then help getting from the bus to their destination, and then the same help for the return trip. Others need through-the-door service — help getting ready to leave, help throughout the trip and then help in getting settled after they return home. For them, escorted transportation is not a luxury: it is essential.

The challenge is to meet the special transportation needs of frail elderly adults so that they can enjoy the last years of their lives — living independently in their own homes and connected to their communities.

We are just now at the beginning of the population growth of older persons. Today public and community transportation lack the capacity to meet the needs both of healthy older persons and the frail elderly, and their needs are now only a fraction of what future needs will be. We need to begin building now the capacity to meet today’s needs so that we will have a sound foundation on which to build for future needs. By building our capacity to meet the needs of older persons, we will be helping ourselves. What is good transportation for older Americans is good transportation for all Americans.
Chapter Two
An Introduction to Community Transportation

Overview

This chapter familiarizes the reader with the range of community transportation services being used to provide trips for older persons. It also describes the ways in which many communities are funding and planning to meet the transportation needs of older persons.

It can be difficult to find out about community transportation and the different specialized transportation services. It is even more difficult to figure out how they can fit together. And sometimes, the transportation services simply do not exist or do not easily fit together. If your organization is looking for transportation services for your clients, this section can help you explore your options and available services. If your organization already provides transportation for older persons, this section can inform you about new approaches and techniques.

What Is Community Transportation?

Community transportation is a practical alternative to the private vehicle and it builds on traditional mass transit. It is more a way of innovative thinking about transportation services than it is a single method of providing those transportation services. Community transportation thinks first of the needs of the people who use the system rather than the system itself. Its aim is to be flexible, innovative, responsive and cost-effective. It is a network of public and community-based agencies and coordinated services that can accomplish many goals. Community transportation can help older non-drivers, to do their own shopping, get to appointments, and run errands on their own. It can provide access to needed medical and social services to those too frail or ill to drive or use regular community and public transportation. Community transportation is not defined by the size of the transit provider. The largest mass transit system can be community transportation if it responsive and innovative in providing service to its community. Having access to community transportation means an opportunity to remain independent and self-sufficient and to participate fully in the life of the community.

For many older Americans, community transportation includes: fixed-route buses, subway, light rail, commuter rail, demand response and van pool. These services provided a record 8.7 billion trips (number of patrons boarding community and public transportation vehicles) in 2000, the latest year for which statistics are available. Upwards of 100,000 million of those trips were provided by rural transit. [Source: Federal Transit Administration’s National Transit Database, www.fta.dot.gov.]

Types of Transportation Services

There are a variety of transportation options available to convey people to their particular destinations, including public buses, subways, trains, commuter rail, light rail, taxis, shuttles, paratransit (demand-response transportation) van pooling, ride-sharing and walking. Community transportation services are those that address the transportation
needs of an entire community, including the special needs like frail older persons, and persons with disabilities. The type of transportation service designed for a community depends on the mobility needs of residents, the availability of funding, existing infrastructure and basic service area geography. Since the scope of transportation services and transportation funding opportunities may be unfamiliar to many providers of services to older people, this section will provide an overview about how community transportation systems operate. This knowledge will enhance your ability to best determine the community transportation services that fit the needs of participants in your network. There are two main types of transportation services that characterize community and community and public transportation: fixed route and flexible transportation services.

Note: Please refer to the Glossary (Appendix 2) for a list of transportation terms.

Fixed-Route Transit Service

**Fixed-route** services include any transit service in which vehicles run along an established path at preset times. Trains, subways and buses are the most common examples of this type of service. Typically, fixed-route service is characterized by printed schedules or timetables, and designated bus or rail stops where passengers board and exit. Most cities and some rural areas operate buses along fixed routes because their communities have high population densities, as well as frequently used origins and destinations that are concentrated along main arteries.

The routes and schedules of fixed-route services are frequently designed to meet the needs of working commuters, and do not meet the needs of persons who want to travel at off-peak hours and on weekends who have non-work destinations. Many older persons are in this group.

**Special Needs of Frail Elderly**

Although the number of low-floor buses is increasing, the design of many buses prevents older persons from using them, and many frail elderly cannot negotiate any bus without assistance. Other options discussed later in this chapter are more appropriate for these riders.

Because fixed-route bus and rail services do not extend to all neighborhoods, senior centers and medical facilities, transit providers or community organizations sometimes operate **feeder routes**, also known as **circulator routes**. Feeder services are designed to merge into existing transit routes by picking up passengers from locations in a neighborhood or at a senior center and dropping them off at a stop along the bus or rail line. Feeder routes add another link in the community transportation network and help create a coordinated system of transportation services. Feeder routes, however, often also necessitate a transfer (the switching of a passenger from one vehicle to another, typically to change routes), too many of which can render a transit service less useful to riders, especially the ill or the frail. Transfers can also be problematic when third-party agencies like an HMO reimburse riders for individual trips. For example, some agencies pay for trips by sending tokens. If a trip necessitates a transfer and if a transfer is $0.25 and each token is $1.25, the agency must either overpay by sending two tokens or send
tokens and cash. Other variations of fixed-route service include deviated-fixed route, point deviation and service routes, which are described in greater detail below.

**Examples from Florida of Feeder Routes and Fixed/Deviation [in the sentence above, it says “deviated-fixed route”—are they interchangeable?] Routes**

Indian River Transit (IRT) provides the IRT Connect, a door-to-door service connecting with its fixed-route service for people living at least one quarter of a mile from a fixed-route bus stop. The Indian River Council on Aging provides by appointment connector service. [Source: Karen Wood, Community Transportation Coordinator, Indian River County Council on Aging, Inc.] St. John’s County Council on Aging has a fixed/deviation route that serves the general public with over 7,000 rides each month.

**Modifying the Travel Environment**

In a survey of community transportation by AARP, 50 percent of non-drivers reported that they could not walk to a bus stop, but 32 percent of them say “that a resting place along the way would make it possible to do so,” and 27 percent reported that having a bus stop within five blocks of their home would make it possible to do so.” (See **Community Transportation Survey** by Audrey Straight, Public Policy Institute, AARP [1997], [www.research.aarp.org](http://www.research.aarp.org).)

Other obstacles that older persons often mention are no sidewalks, having to cross busy intersections that are timed to keep cars moving, not to let pedestrians get across, and bus stops with no seating.

Providing sidewalks, street benches, comfortable bus stops and pedestrian-oriented intersections can help to make fixed-route buses accessible to older riders – and riders of all ages.

**Demand-Response Transit Service**

“The whole idea of mobility revolves around demand response. People would like to travel when they want and where they want. But paratransit has been developed primarily around transportation to social services,” Professor Joseph F. Coughlin, AGELAB, Massachusetts Institute of Technology.

**Demand-response** transit services, are often referred to as **dial-a-ride** services. Transit providers also often use the term “paratransit” to describe demand-response services, especially those services provided for persons with disabilities. Demand-response services are transit services that pick up and transport passengers to and from their destinations on request. Demand-response service vehicles include small buses, vans and cars. Demand-response services usually, but not always, require advance reservations.
Many communities offer demand-response van service to people with special needs such as persons with disabilities and older persons. Areas with low population density and long distances between destinations where fixed-route service is not viable often operate demand-response services for the general population. Demand-response services in urban areas are usually reserved for specific populations. Typically, a vehicle may be dispatched to pick up several passengers at different pick-up points before taking them to their respective destinations and may be interrupted en route to these destinations to pick up other passengers.

The number of demand-response systems increased by nearly 26 percent (85 new systems) from 1990 to 2000 reflecting the increasing needs for special transportation of older persons and persons with disabilities. Source: Federal Transit Administration’s National Transit Database, www.fta.dot.gov

**ADA Complementary Paratransit**

The Americans with Disabilities Act (ADA) requires transit providers who operate a fixed-route system to also provide complementary paratransit service. This is a specific type of paratransit service, aimed at a defined population of eligible individuals who are unable to use fixed-route services because of the nature of their disabilities. The service delivery area includes origins and destinations within corridors with a width of three-fourths of a mile on each side of each fixed route. This service is typically curb-to-curb and many older persons cannot use it without assistance in reaching and departing a vehicle.

**Resource Tip:** Easter Seals Project ACTION is a good source of information about ADA complementary paratransit. 1-800-659-6428, www.projectaction.org.

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### Call-n-Ride: General Demand-Response Service in Evergreen, Colorado

Seniors’ Resource Center (SRC) operates Call-n-Ride for Evergreen, Colorado — an unincorporated town of 40,000. Call-n-Ride provides curb-to-curb service six days a week. It serves the general population including older residents who do not need assisted transportation, but who do not drive. Source: Jane Yeager and Jane Weinberger, SRC, Denver, Colorado

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**Taxi cabs** are the most common demand-response service. In many areas, taxis are the only form of available transportation. Though they can be expensive, taxis are a vital means of transport for many medical patients and older persons who cannot navigate community and public transportation. Health and social service agencies sometimes provide discount taxi vouchers to low-income older persons in urban and suburban areas.

### Montgomery County, Maryland

Montgomery County, Maryland has a discount taxi coupon program for persons with limited income who are elderly or who have a disability. Coupons with a maximum value of $100.00 are issued monthly. A program participant can purchase up to $100 worth of coupons monthly at a substantially reduced rate based on a sliding scale. There is an application and verification process to become a participant in this program.
Outreach Program to Immigrants
Brochures about the taxi coupon program are available in six languages: English, Spanish, Korean, Chinese, Vietnamese, and Cambodian.

To learn about day-to-day details of helping older immigrants to use the taxi voucher program, contact Dawn Le, who works with older Asians. E-mail@co.mo.md.us

Source: John Trumbo, Montgomery County Office of Transportation Customer and Community Relations

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

A **deviated-fixed route** service operates a bus or van along a fixed route and keeps to a timetable, but the bus or van can deviate from the route to go to a specific location, such as a house, an area with shopping and medical facilities, or a senior center. Once the pick-up or drop-off is made, the vehicle goes back to the place along the route that it left.

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

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

**Service routes** are characterized by deviated times, rather than deviated routes. Service routes allow riders to hail a vehicle and request a drop-off anywhere along the route. St. John’s County Council on Aging provides service routes in St. Augustine. Jitney services, which operate along a fixed route but without fixed stops, also provide this type of flexibility.

**To the Door and Through the Door Service**
For many frail older people, a transportation assistant, escort or attendant is an essential element of accessible transportation: without assistance it is impossible for them to get from their home, on to a vehicle, to their destination and back again.

**Elder Services of Merrimack Valley, Inc** has started a Medical Advocate Program that combines through-the-door transportation furnished by a volunteer who also acts as the
older person’s medical advocate, if the older person wants an advocate. The volunteer sits with the older person when the doctor or other medical personnel explains what the older persons needs to do — for instance, what medications to take and how to take them, instructions on eating and setting up the next appointment. The volunteer advocate makes sure the doctor or other medical personnel communicates effectively and answers any questions the older person has. If there is an adult child who is caretaker for the older person, the volunteer advocate also takes notes and informs the adult child of what the parent needs to do. Source: Roseanne DiStefano, Elder Services of Merrimack Valley, Inc.

Specialized Transportation Service
Many human service agencies operate their own transportation services specifically designed for their clients. Some, however, open their services to other members of the community. Medicaid is a health care program for low-income and other medically needy persons. The Medicaid program pays for emergency ambulance service and transportation to non-emergency medical appointments if the recipient has no other means to travel to the appointment.

Medicaid is jointly funded by state and federal government, and is administered by the Centers for Medicare and Medicaid Services (CMS) of the U.S. Department of Health and Human Services. This agency was formerly known as the Health Care Financing Administration (HCFA). Medicaid-funded transportation is available in every part of the country, and is provided by a large network of for-profit, nonprofit and community and public transportation providers.

Resource for future information: CTAA’s Medical Transportation Toolkit and Best Practices and www.ctaa.org

Example of Ridesharing for Medical Transportation Western Community Action in Marshall, Minnesota has a rideshare program that uses volunteer drivers to take residents of its rural service area to medical appointments in Minneapolis or across the state line to Sioux Falls, South Dakota. These are long-distance trips that take from two-to-four hours. Without ridesharing and volunteer drivers, the cost of transportation would be prohibitive for many older rural residents or residents of any age needing medical transportation.
Source: Jeanette Aguirre, Western Community Action, Marshall, Minnesota

Organizations for Persons with Disabilities
Organizations in your community such as The ARC (formerly the Association for Retarded Citizens), Independent Living Centers, and the Multiple Sclerosis Society may provide specialized transportation services for their clients. NOTE: This is a general
statement. Not every local chapter of these organizations provides transportation. Like programs serving older persons, disability organizations may receive Section 5310 funds from the Federal Transportation Administration (FTA) to purchase vehicles and transport clients to work, workshops, medical appointments or social services.

**Faith-based Organizations and Local Congregations**

Local units of faith-based organizations like Lutheran Social Services and local churches, often provide some sort of transportation services. For example, Catholic Community Services (CCS) in southeastern Alaska operates door-to-door transportation for older persons and persons with disabilities. The CCS staff supplements its transportation with an errand service: staff will perform a number of errands including picking up mail, prescriptions and groceries for older adults. The Memphis Interfaith Association also operates a paratransit service. Other faith-based organizations offer transportation to older persons or persons with low incomes as one of their social services. Rochester New York’s Catholic Family Center provides transportation by car to 1,075 older adults. Four full-time and five part-time staff drivers, and 40 volunteer drivers use their own cars to take older persons to medical appointments, to get their prescriptions and to go grocery shopping. Clients pay with coupons purchased in advance so that drivers and passengers do not have to bother with cash transactions.

<table>
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<th>JCA (Jewish Council for the Aging) Connect-A-Ride</th>
<th>is a valuable community resource center for older adults in a three-county area (Montgomery County, Maryland and Fairfax and Arlington Counties, Virginia). The program collects information about the cost, eligibility requirements and availability of public and private transportation services, then disseminates that information for free.</th>
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<td>Whenever possible, it links older adults to the rides they need and, in some cases, it can help low-income seniors pay for some rides, as well. <strong>Example:</strong> Connect-A-Ride has a one-year grant fund from the Montgomery County Department of Health and Human Services to provide limited escorted rides for eligible Montgomery County seniors. <strong>Example:</strong> A grant from the AT&amp;T Family Care Development Fund enables JCA to provide ride-related information to AT&amp;T employees, retirees and others in Fairfax County who are seniors themselves or caring for older relatives, with limited funding for taxicab rides for eligible Fairfax seniors. In addition, Connect-A-Ride helps organizations to design responsible senior transportation services. The program is also supported by the Jewish Federation of Greater Washington.</td>
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For more information or to request a free copy of the JCA guidebook entitled *Safe Driving and Other Alternatives for Getting Around*: visit JCA’s home page at [www.jcagw.org](http://www.jcagw.org) or contact Harriet Shapiro, Program Manager, JCA Connect-A-Ride by phone at 301-255-4207 or by email at hshapiro@jcagw.org. To speak with an Information Specialist call 301-738-3252 in Montgomery County, Md. and 703-323-6494 in Fairfax and Arlington Counties, Va.; or email connectaride@jcagw.org.
Church volunteers using their own vehicles to act as drivers and transportation escorts are an important transportation resource for older persons. Many older people need long-distance medical transportation, e.g., transportation beyond their home county, and church volunteers can often meet that need. While some religious congregations use their vehicles only to transport members to and from religious services, others may provide transportation for grocery shopping or pleasure outings. Some also make their vehicles available to other community organizations.

For more information, contact local faith-based organizations and congregations in your own area. Sharing vehicles belonging to one of the specialized programs described above might be an option to link your destinations. In fact, many of today’s rural public transit systems began as providers of specialized transportation, but, due to the transportation needs of other community agencies, these providers expanded their services. OATS is one example. A profile of OATS appears in Chapter 3.

Other Transportation Service Types

**Employment Transportation** (See Chapter 1 for a discussion of older workers.)

**Older People Who Work — Transportation Service Types That Meet Their Needs**

The needs of older workers are generally similar to needs of other workers: They need convenient, fast transportation that connects where they live with where they work. Many older workers are part-time and they face the same problems as other part-time and shift workers. They are likely to travel at times when commuter buses and trains run less often or do not run at all so they need special options like employer-supplied shuttles and vans.

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

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

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

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

**Guaranteed ride home programs**, are taxi services available to fill in gaps in regular transportation and paratransit service, and are attractive to older workers for same reason
as other workers. They have a means of departing a work location if they need to leave at times when regular bus and rail service is not scheduled.

Volunteer Transportation

Volunteer transportation is an important component of senior transportation and a supplement to public and community transportation. Many older adults’ preferred means of transportation is rides with informal volunteers like friends, neighbors and family members who can take them to medical appointments, help them with errands and shopping and bring them to church and social activities. Volunteer programs often provide escort transportation for the frail elderly.

Most transportation volunteers are drivers and escorts, but volunteers also serve as board members of social service, transportation, and local, state, and regional planning organizations; and as advocates and spokespersons for their agencies and the transportation needs of older adults.

Using volunteers is an example of innovative funding. National social and health service agencies like the Red Cross, local chapters of Catholic Charities, the Shepherds’ Center of America, and local agencies like Wheels for Wellness (see the program description below) have long used volunteer drivers. Community and public transportation systems are also beginning to use volunteers. San Diego County Public Transit uses older volunteers to attract more senior riders. Annapolis Transit (see the program description below) is working with Partners In Care, a local volunteer organization to provide escort transportation for frail elderly persons.

Supplemental and Escorted Transportation Programs

As the population of older adults is growing, so are the number of supplemental transportation programs that meet the special needs of the frail elderly for demand-response and escort
transportation. Many are independent organizations, but many are services operated by or affiliated with and have service relationships with existing social and health service agencies, and community and public transportation providers.

Administrative and Legal Issues in Establishing and Maintaining Volunteer Programs

By using volunteers an organization can provide services it cannot otherwise afford to offer, but volunteers are not free — they require general administrative support just as paid staff do. See Appendix 4 for Some Basic Principles of Volunteer Program Management. An organization using volunteers will also have to be sure that it has sufficient insurance to protect itself and individual volunteers.

Resources to Learn About Establishing and Maintaining a Volunteer Program

- The Community Transportation Association (CTAA) provides information and technical assistance on volunteer issues. For information on how to obtain access to its resources including its network of peer experts, contact Jane Hardin, Senior Transportation Specialist, CTAA, 1341 G Street, N.W., 10th Floor, Washington, D.C. 20005; Tel: 202-661-0217. FAX: 202-737-7197. E-mail: hardin@ctaa.org.

- The Nonprofit Risk Management Center, [www.nonprofitrisk.org](http://www.nonprofitrisk.org), is an excellent resource for information and technical assistance about liability, insurance and legal issues a nonprofit is likely to encounter in setting up and administering volunteer programs. The Center provides free information online advice on a number of risk management topics and free technical assistance by telephone or email to non-profit staff and volunteers. It also has material that specifically addresses volunteer driver programs.

Resource for Volunteers: The Corporation for National and Community Service

The Corporation for National and Community Service, [www.nationalservice.org](http://www.nationalservice.org), administers the AmeriCorps volunteer and Senior Corps volunteer programs. These programs provide volunteers to local non-profit agencies, faith-based organizations and other public agencies. The AmeriCorps program matches volunteer of all ages. Senior Corps matches Americans age 55 and over. Senior Corps also administers the Foster Grandparent, Senior Companion and RSVP programs. For more information, go to [www.SeniorCorps.org](http://www.SeniorCorps.org), or call 800-424-8867.

Examples of Programs Using Volunteers
Wheels for Wellness, Inc., in Philadelphia, Pennsylvania

For more than 40 years since it began in 1959, Wheels, the oldest paratransit service in Philadelphia, has used volunteer drivers. Wheels serves all health institutions in Philadelphia County and also serves Chester County. It provides approximately door-to-door service for 120 daily trips (30,000 annually). Today it has a core of 35 volunteer drivers that supplement their five staff drivers. Wheels schedules volunteer drivers by blocks of time. If a volunteer is available between 8 a.m. and 11 a.m., he or she will be given assignments within those hours, e.g., the driver may take one person to a clinic and then pick up another at the clinic and take him or her home.

The drivers use their own cars. Their insurance is primary with Wheels’ insurance as secondary. They can be reimbursed $.31 per mile or receive an end-of-year letter stating miles driven that they can use for tax purposes.

Recruitment and Selection

Wheels recruits primarily through word-of-mouth although it also uses flyers, posters and public service announcements. Drivers have to have a clean driver’s license and insurance. The screening process is set up to give potential volunteers a realistic picture of the program so that they can intelligently self-select. Potential volunteers have a one-on-one interview with the Volunteer Director. The next step is a road test conducted by an active volunteer who also talks with the potential volunteer about what he or she can expect as a volunteer driver. Wheels has found that having an informal conversation with a current volunteer is an important factor in helping potential volunteers to decide whether they want to withdraw or go forward.

For more information, contact: Kitten Susanin, Volunteer Program Director, e-mail: ksusanin@wheelsinc.org

Annapolis, Transit and Partners In Care:
A Public-Private Partnership to Provide Rides for Frail Elderly

Annapolis Transit has a Volunteer Coordinator, whose responsibility is to develop transportation services for frail adults and adults with disabilities who are no longer able to use regular community and public transportation. The Volunteer Coordinator is an AmeriCorps volunteer for whom Annapolis Transit staff applied for through Volunteer Maryland. Annapolis Transit staff applied for a volunteer because they recognized the unmet transportation needs of the frail elderly and those with disabilities, but knew they did not have time to develop the services.

Through her research into community resources, the AmeriCorps volunteer identified Partners In Care, a local non-profit volunteer organization, with whom Annapolis could work. She is now working with both Annapolis Transit and Partners In Care to create Ride Partners, a volunteer transportation program for frail older adults and adults with disabilities, who are no longer able to use regular community and public transportation.
The goal of Ride Partners is to provide long distance and recurrent transportation (three or more times a week) for medical treatment such as dialysis or rehabilitation.

Partners In Care volunteers provide various services to assist older adults and adults with disabilities to remain independent in their own homes. Local transportation is one of the services that Partners In Care volunteers provide — for non-emergency medical appointments and grocery shopping. The program operates on a service exchange basis, and volunteers earn a service credit for each service hour. Service credits can be collected and later exchanged for service or donated back to the program for those who need service.

Annapolis Transit is working with Partners In Care to expand its original program as well as creating the new program, Ride Partners. The goal of Ride Partners is to provide transportation service for persons who need to make longer distance trips that may go outside the county, and for those who need recurrent transportation. The Ride Partners program will continue to use the current service exchange system of Partners In Care, but will also provide mileage reimbursement for the volunteer drivers. Passengers will be charged a small fee that will be used to fund mileage-based reimbursement to volunteers.

For more information, contact: Wendy Woods, Volunteer Coordinator. Phone: 410-263-7964 ext 102; e-mail at transtemp@annapolis.gov

Source: Wendy Woods, Volunteer Coordinator
Federal Funds to Support Transportation Services
This section provides information about federal funding for transportation, in order to help agencies providing service to older persons understand how transportation services are supported.

The Older Americans Act
The Administration on Aging (AoA) was created by the Older Americans Act (OAA) of 1965. Today the Act, as amended, provides a network of services, supportive services and programs for older people and their caregivers. The AoA is in the U.S. Department of Health and Human Services (HHS), and the HHS Assistant Secretary for Aging heads it.

The AoA administers most OAA programs at the federal level. The funds, annual appropriations, are allocated by a population-based formula to State Units on Aging (SUAs) to plan, develop and coordinate systems of supportive in-home and community-based services. Every state and territory has a SUA. Most states are divided into Planning and Service Areas (PSAs) so that programs can be developed to meet the particular needs of older persons residing in those areas.

Area Agencies on Aging (AAAs) receive funds from their respective SUA to plan and develop programs and services. “Area Agency on Aging” is a generic term and names of local AAAs may vary. An AAA is primarily responsible for a geographic area that is either a city, a single county or multi-county district. AAAs may be categorized as: county, city, regional planning council or council of governments, regional planning council or council of governments, or private non-profit agency. Source: www.AoA.gov and the National Association of Area Agencies on Aging, www.n4A.org.

Transportation Funding and the OAA
AAAs receive funds under Title III-B of the OAA for the purpose of providing supportive services, including transportation services, to meet the needs of older individuals. Recipients of III-B funds are also often recipients of FTA 5310 funds (see description below) that can be used for capital investment, e.g., vehicle purchase. The National Family Caregiver Support Program is a recently established program of support services for caregivers of older adults. Transportation services may be included in these support services. The Caregiver Program is funded under III-E of the OAA.

Transportation Equity Act for the 21st Century (TEA-21)

Sources for Current Information
The U.S. Congress is considering the reauthorization of the Transportation Equity Act for the 21st Century (TEA-21) in 2003. For up-to-date information on the 2003 reauthorization, go to CTAA’s website, www.ctaa.org.
Spending on transportation is guided by congressional authorization language, known as the Transportation Equity Act for the 21st Century or TEA-21. This legislation, which was signed into law in 1998, sets transit and highway spending levels until 2003. TEA-21 assures guaranteed spending levels for public transit and related activities in large- and small-urban (see Section 5307 below) and rural areas (see Section 5311 below). It also authorizes spending for transportation for the elderly and people with disabilities that includes vehicle procurement and the purchase of transportation services (see Section 5310).

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

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

**U.S. Department of Transportation**

**Annual Appropriations**

Since 1964 the federal government has provided funding to support public transit services. This funding and guidance comes from the U.S. Department of Transportation (DOT) through the Federal Transit Administration (FTA). The 10 regional FTA offices and designated officials in each state DOT provide localized technical assistance, outreach and guidance on the use of these funds. The DOT uses the Federal Transit Administration to administer its transit activities.

Each year, Congress appropriates money to the U.S. Department of Transportation’s FTA to fund the operation and capitalization of community and public transportation systems in the United States. Some FTA funding goes for starting up and operating transit services; other funding is allocated to research and planning. The following is a description of the FTA’s funding programs for which your community may qualify. However, be advised that the bulk of annual DOT appropriations have already been...
allocated to specific transit programs and aren’t likely to be available for new initiatives. Still, the more you know about all of the programs funding transit in your community, the more knowledgeable you’ll be in discussions with your local transit provider.

**Urban Transit Formula Grants (Section 5307):**
These are formula-based block grants to public transit systems in all urbanized areas. For areas with populations between 50,000 and 200,000, the FTA awards these funds to states for capital and operating assistance to small-urban transit systems. Transit systems in areas with populations greater than 200,000 receive their funds directly from FTA and cannot use these funds for operating expenses, except in specific circumstances. Fiscal Year (FY) 2003 funding level: $3.4 billion.

**Major Transit Capital Grants (Section 5309):**
These are congressionally designated grants for capital projects such as bus purchases, bus facilities and rail system construction and improvement. FY 2003 funding level: $3.1 billion.

**Capital Grants for Transportation for Elderly and People with Disabilities (Section 5310):**
These are small formula-based block grants to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local organizations in both rural and urban settings, who are either non-profit organizations or the lead agencies in coordinated transportation programs. FY 2003 funding level: $90.7 million.

**Rural Transit Formula Grants (Section 5311):**
These are formula-based block grants to states for capital and operating assistance to public bodies and nonprofits to provide public transit services in non-urban areas with populations of less than 50,000. FY 2003 funding level: $240.7 million.

It is likely that some or all of these funds are currently being used in your community.

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

Federal programs normally require that local matching funds come from sources other than federal sources.
Chapter 3
Current Practices: Profiles of Four Transportation Programs

This chapter contains descriptions of four transportation providers. One is a social service agency for older persons, two are providers of general public transportation and one is a medical transportation organization. There are numerous excellent senior transportation programs that we could have chosen. These particular programs have been chosen for two reasons.

First, they represent a variety of sponsorships — social service agency, medical transportation organization, providers of general public transportation; service areas ranging in size from 87 counties to single county; and urban, suburban and rural populations.

The second criterion for choosing them is their significant similarities:

- They were created by community leaders to meet identified community transportation needs.
- They continue to work with community leaders and community programs and agencies to identify and meet new transportation needs.
- They coordinate with other programs and agencies in providing transportation and in planning for new transportation.
- They complement their operations with volunteers from the community, using them as drivers, transportation escorts, ride coordinators, board members, fundraisers and legislative advocates.
- They encourage innovation and integrate successful innovations into their operations.

Seniors’ Resource Center, Denver, Colorado

Origins and History

Seniors’ Resource Center is a non-profit, multiservice senior organization serving the metropolitan Denver Area. It was created in 1978 when the Jefferson County Commissioners and the Jefferson County Council on Aging saw a need to integrate programs and services for older persons in their county. By creating Seniors’ Resource Center, the founders brought together existing senior services in the community and formed a continuum of service delivery. Older adults and their caregivers could access all services for seniors by calling one number. Seniors’ Resource Center became a One-Stop Center although that term had not yet been coined.

The main Seniors’ Resource Center office is located in Jefferson County, just west of Denver. Today the Resource Center serves Jefferson County and six additional counties in the metropolitan Denver and adjacent rural mountain area: Denver County itself, Adams, Clear Creek, Gilpin, Park and Arapahoe. The Seniors’ Resource Center currently provides six basic services: In-Home Personal Care, Adult Day and Respite Services, Care Management, Volunteer
Services, Employment Programs and Transportation. To provide effective service delivery, coordination, and communication, the Seniors’ Resource Center has created four satellite sites. Today it has an annual budget of approximately $7.5 million dollars, $1.5 million of which is for transportation.

Mission
Although the Seniors’ Resource Center has expanded its services and service area, its mission and program focus remain the same. Its mission is to work in partnership with older persons and the community to provide centralized and coordinated service, information, and education; and to provide leadership to assist seniors in maximizing their individual dignity. Its program focus is to be a single point of access for multiple senior services and programs.

Transportation Program’s Goal
The goal of Seniors’ Resource Center’s transportation program is to provide accessible, affordable mobility options to the community. The transportation director describes their work to achieve that goal “as simply helping the client to get from Point A to Point B.” After staff learns where a client wants to go, they work to locate the means — bus, van, taxi, a volunteer driving her car — to get the client to that destination.

Transportation Program Components
The Seniors’ Resource Center’s transportation program has three components: brokerage, direct service and program development. The transportation program already existed as a freestanding program in the community when the Center was formed in 1978: Debbie Corthell, who is still there, was coordinating the schedule of one small bus to meet the service needs of two agencies.

The Seniors’ Resource Center as Transportation Broker
The big change in its transportation program occurred in 1988 when the Center in addition to being a direct transportation provider, became a transportation broker. The Center saw the need for community service agencies and other transportation providers to pool their resources so that they could expand service and make more cost-effective use of those resources. The Center called these groups together and offered to serve as the broker for their transportation programs. The agencies would pay for the brokerage service from their existing program funds. All calls from their clients for transportation would come directly to one central number — the Seniors’ Resource Center. Intake staff, after determining each caller’s transportation needs, would assign the least expensive transportation service available that best met the caller’s need.

The Resource Center’s transportation program today is the same model. It currently brokers the transportation service of approximately ten vendors, and also operates its own direct service transportation service. The vendors include city transportation providers (fixed route and ADA complementary service); A-Lift, Adams County’s transportation service; volunteer driver services; human service
agencies like the Red Cross; and taxi companies. By brokering such a wide range of transportation providers, the Resource Center is able to provide at least limited service 24-7.

**The Seniors’ Resource Center’s Central Access Number:**

**An Example of How It Works**

A woman, a resident of Adams County, calls the number to request transportation to a local hospital where she needs to report at 5:30 a.m. for surgery. Intake staff enters the ride request into a scheduling computer, screens the rider by funding source, determines her mobility needs and then places the rider with the provider that can accommodate her needs at the lowest cost. Adams County has its own transportation service, A-Lift, but the woman needs to be picked up by 4:30 a.m., and A-Lift does not operate that early so the intake worker assigns the caller to the local 24-hour taxi service. The woman makes no payment for her ride, but the taxi service will bill the Seniors’ Resource Center for reimbursement.

**Seniors’ Resource Center’s Direct Service**

The Resource Center provides direct service through two programs: Community Wheels in urban areas and Mountain Wheels in rural mountainous areas. Its direct service has 24 wheelchair-accessible vehicles, 30 paid and volunteer drivers, and six staff members. All of the transportation the Center provides through its own vehicles is door-to-door transportation with driver assistance when necessary. Mountain Wheels provides general public transportation to residents of rural areas, and it is a demand-response service.

Community Wheels provides demand-response service predominantly to older persons, persons with disabilities and Medicaid participants. It provides transportation for medical appointments, grocery shopping, congregate meals and adult day care. Community Wheels has recently started also providing transportation for personal trips. The rider may use the service for any reason such as visiting a spouse in a hospital or nursing home, or going shopping. No third-party agency provides funding for these trips, so the rider pays for the cost of the trip.

The Seniors’ Resource Center receives funding for direct service from a variety of sources: The Older Americans Act, Federal Transit Administration 5310, 5311 grants (the numbers refer to sections of the authorizing legislation), local governments, the Regional Transportation District and rider donations and fees.

**The Center’s Role in Transportation Development**

The Seniors’ Resource Center is recognized throughout the state as a leader in developing transportation. It works with communities to develop their own
transportation and to coordinate the new programs with existing transportation services.

- When residents of Evergreen, an unincorporated town of 40,000, organized to get the Regional Transportation District to fund a demand-response service, they sought the Seniors’ Resource Center to be the contractor. Mountain Wheels, its rural service, is based in Evergreen, so the Resource Center was well-known in the community. The new Evergreen service has freed Mountain Wheels to expand its service to meet previously unmet needs in further out more distant areas.

- After their non-profit community demand-response transportation went out of business, government officials of Adams County asked the Seniors’ Resource Center to provide interim service and to work with them to create a permanent transportation service. Today Adams County has A-Lift, its own five-bus system that is contracted out to the Resource Center, and that is part of its brokerage.

- The Seniors’ Resource Center is now working with leaders of Clear Creek County, an area with no transportation, to develop a rural general transportation system.

In 2002 the Seniors’ Resource Center received the Colorado Association of Transit Agencies Mid-Transit Award in recognition of its leadership in creating a transportation program that is a model for other agencies and in expanding transportation services to additional communities.

Treasure Valley Transit, Canyon County, Idaho

Origins and History

Treasure Valley Transit has been an independent, non-profit public transportation company since 1996. Treasure Valley grew out of the efforts of some local human service providers to create a coordinated human service and public transportation program.

In 1991, Canyon County was the largest county in Idaho without any form of public transportation. Although it is the state’s second most populous county, its population is widely dispersed over 583 square miles. Its largest towns are Nampa and Caldwell, with respective populations of 28,000 and 18,000. It had a poverty rate of 25 percent and an unemployment rate of more than 8 percent. Various human service providers like Canyon County Head Start, the Canyon County Organization on Aging (CCOA), the Nampa Senior Center, and Terry Reilly Health Services were providing some transportation for
their own clients. These services, however, were uncoordinated. For instance, Head Start and the CCOA on Aging buses were sitting unused for several hours each day.

A coalition of these programs led by Canyon County Head Start formed to develop a coordinated human service and public transportation system. By pooling their resources, they hoped to make more efficient use of their transportation dollars and to provide better service for their clients. Through CTAA Rural Technical Assistance Program, the consortium obtained a consultant who assisted them in planning the steps they needed to take to become an independent public transit system. Their immediate goal was to make full use of the vehicles they already had. As a step towards this goal, the Council on Aging used 5310 money to put radios in their buses so they could connect with the dispatch station in the Head Start building. By coordinating services they were able to serve more older persons and also to offer service to persons with disabilities and the general public who needed access to health and human services.

The Retired Senior Volunteer Program (RSVP) and the Foster Grandparent Program also joined. They sold their vans and turned over their transportation program to the coalition. Neither program had ever wanted to be in the transportation business, but until the coalition was formed, they had had no alternative for providing the necessary transportation to their program participants. The coalition was able to meet the service needs of both programs and to offer additional service as well.

**Present Operations**

Today Treasure Valley Transit has two fixed routes (one in Nampa and one in Caldwell), demand response, and contract services that provide over 150,000 trips annually. It is just starting its ADA complementary paratransit service. Treasure Valley also provides express routes and commuter shuttles connecting the towns of Meridian and Nampa with Boise. These services have significantly increased access to employment for Canyon County residents. Its demand-response service provides long-distance medical trips into Boise, taking seniors to the Veterans’ Hospital and the general public to the larger Boise hospitals for specialized medical services. With a small grant from Nampa, Treasure Valley Transit is able to provide transportation for local youth program activities.

Since its beginning, Treasure Valley has worked with local senior centers to fill gaps in their service. Recently, Treasure Valley has taken over the transportation service of the Parma Senior Center: Treasure Valley has bought the Center’s bus and the driver now works for Treasure Valley. The Mayor of Parma and the Senior Center leaders realized that by funding Treasure Valley, they were maximizing their Older Americans Act dollars and Center participants were getting enhanced service.

Treasure Valley Transit estimates that approximately 8 percent of its services are for seniors, but older people also use its other transportation programs. Because of the transportation services now available to them, older persons in Canyon County are more mobile and independent. They also are enjoying (along with the other residents of Canyon County) the increased quality of life that access to increased public transportation has created.
Treasure Valley Transit currently has 26 full- and part-time employees. It contracts out for maintenance and has in-house dispatching. Its vehicle fleet consists of 18 light transit buses, one 15-passenger van and two minivans.

**Planning for Expansion**
Treasure Valley has been growing steadily since its beginning and continues to develop plans to meet increasing demand. It is now exploring the possible expansion to cover a 10-county area. It is planning with local government leaders, and other major stakeholders like the Chamber of Commerce, individual local businesses and private transportation providers from the nine counties.

**Funding**
Finding funding so that it can meet increasing demand is an ongoing challenge. Treasure Valley is funded from a variety of federal and local funding sources.

**OATS, Inc.**

**Origins and History**

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<th>The private, not-for-profit corporation OATS was formed in 1973, but its roots go back to 1971. After the 1970 White House Conference on Aging highlighted the serious need for more transportation for older persons, the Missouri Office on Aging granted $60,000 to the University of Missouri to set up a rural-focused project to study the transportation issue. In 1971, $60,000 was enough to purchase several vehicles and start serving people. Quinnie Benton and several other older persons from the mid-Missouri area understood this. They thought older Missourians needed transportation not a transportation study. Their made their voices heard and the Cooperative Transportation Service (CTS) was born. Three drivers operating three 15-passenger vans began serving eight counties. A manager and part-time secretary set up offices in the women’s lounge at the Callaway County Court house. They began selling cooperative shares for $5.00 and sales were strong. The cooperative was short-lived because the Missouri state statute governing co-operatives did not recognize passenger transportation as a valid co-operative purpose. The co-operative experience, however, had instilled a strong sense of ownership, and co-op leaders and members worked with management to keep that sense alive as they transformed the CTS into Older Adults Transportation Service (OATS).</th>
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**Present Operations**

| Since 1980, OATS has served the general public. At that time, management considered choosing a completely new name, but decided to keep the name OATS. It was too well-established a brand name to replace. Today seven regional OATS service areas provide transit for all the state except the |
southeastern corner. The seven regional offices are anchored by a home office in Columbia. OATS vehicles made 1.5 million trips in 2002, traveling more than 11 million miles.

The mission of OATS is the same as its co-op predecessor CTS: to provide transportation service not to build a system. OATS management and staff have used unique combinations of local community partnerships, contracts, funding sources and volunteer networks to tailor transportation service to the communities served.

OATS serves 87 counties with 550 vehicles across 50,640 square miles. Towns within each county are served by an OATS vehicle on specified days, with schedules and destinations published in *The Wheel*, OATS’ widely distributed newspaper. Service is still door-to-door and still without a required fare. Although contributions are encouraged (costs of trips and suggested contributions are posted on each bus), no one is denied a ride.

Transportation needs vary within OATS’s huge service area, and OATS works to develop special services to meet these varying needs. For example, in its Southwest Service Area that has a double-digit unemployment rate, OATS is trying several different approaches to create employment transportation. It is exploring whether Community Development Block Grants and USDA grant funds can be used as matching fund for JARC (Joint Access and Reverse Commute) dollars. To help finance a needed employee shuttle for hospital workers, the OATS van now is adorned with a bus wrap advertisement.

Coordination with Other Programs
OATS’ configured its seven service areas to be identical with those of the Area Agencies on Aging. In virtually every county, it leverages its limited resources by sharing and coordinating services with other transportation providers. A typical example is Saline County. Under contract with the Special Transportation Coordinating Board, OATS currently provides services to Head Start, Foster Grandparents, Fitzgibbon Hospital, Lafayette County Food Pantry and the Marshall Public Schools. OATS also provides long-distance medical transportation to Sedalia and Kansas City for Saline County residents. This service is funded through a variety of local government entities, FTA 5311 funds, the United Way and user fares.

Innovations
The extensive geography covered by OATS includes a large amount of rural territory and long distances, making a central facility impossible. Instead, each driver in these rural areas takes responsibility for his or her vehicle, locating a vendor and scheduling maintenance, keeping the vehicle clean and
parking it overnight on his or her property. Drivers on rural routes essentially have their own business, operating like independent contractors.

The local franchise nature of the OATS service enables a community focus, with drivers who are known in their communities and who know their communities.

Staff (Paid and Volunteer)
OATS employs a total of 550 employees, 490 of whom are driving staff. Four are administrators, 11 are managers, and the remainder are support staff. The OATS volunteer Board is its policy-making entity, and has steered the corporation since its beginning. Its 16 members are nominated for four-year terms by the County Support Committees. These committees evolved from OATS’ cooperative origins. They hold monthly meetings to discuss service and passenger issues and to plan fundraising activities. Each Committee raises $2,000 annually through activities that include quilt and TV raffles, cookbook and bake sales and letter-writing campaigns. Volunteers also serve as local ride coordinators in each county.

Budget
OATS has integrated numerous funding sources: OAA III-B, Medicaid, Section 5311 (rural) and Section 3037 (Job Access and Reverse Commute), Missouri Elderly and Handicapped Transportation Assistance Program and other special billings. Each OATS service area diversifies it ridership, with several communities and various passenger populations sharing the same vehicle.

Challenges, Plans for the Future
There is the need for additional funding to replace aging fleet, and the ongoing need to raise money to provide the local match necessary for receiving federal funds.

Note: The primary source of this material about OATS is Mature Mobility, Missouri’s Model for America, by Beth Wilson, pp. 43-50, The Community Transportation Magazine, “The Gathering Storm,” September/October 2002. It is reprinted in Appendix 5.

Medical Motor Service (Rochester, New York)
Origins and History
Medical Motor Service was created in 1919 to respond to one of America’s first great medical crises, the influenza epidemic following World War I. The local Public Health Nurse Association founded Medical Motor to transport nurses and doctors to these flu victims, and it was entirely supported through private fundraising and volunteer drivers.
Mission

Its mission is to provide access services for low- and moderate-income people, older persons, and persons with disabilities to health, social, and community services throughout Monroe County.

Present Operations

Medical Motor Service is affiliated with the Al Sigl Center Partnership, (www.Alsiglcenter.org) a group of eight autonomous nonprofit rehabilitation agencies serving persons with disabilities. The partnership was formed in 1968 to provide facility management services and today provides business and fundraising services to the member agencies. Medical Motor Service is governed by a 19-member volunteer Board of Directors.

Programs and Services

Medical Motor Service has three program divisions: direct services, brokerage services and vehicle maintenance. Its direct services include foster care transportation; early intervention and pre-school services for children with disabilities; day treatment transportation; mental health transportation; cancer treatment, dialysis, physical health and senior center transportation. It provides more than a half million trips a year directly, traveling more than 3 million miles. Through its brokerage services it arranges an additional 250,000 trips annually with other community transportation providers, including wheelchair services, taxis, livery companies, other nonprofits and the Rochester-Genesee Regional Transportation Authority.

Coordination

Vehicle Maintenance, its third division, highlights Medical Motor Service’s coordination efforts. The division provides vehicle repair and maintenance services to Medical Motor and other non-profit agencies with fleets ranging from a few vehicles to almost 100. It offers a reduced labor rate and discounts on parts to lower the overall cost of transportation in the community. The division grew out of the Rochester-Genesee Regional Transportation Authority’s work with Medical Motor Service as a collaborator to create a vehicle maintenance facility. Medical Motor also contracts for much of its technology services including a specially developed trip booking and billing system through the Regional Transportation Authority.

Medical Motor Service handles prior authorization and brokering for the Monroe County Department of Social Services: It confirms Medicaid eligibility and medical necessity; and schedules and dispatches trips to local vendors and processes claims for the county. It administers these services 24-7.

It provides a brokerage service to manage Medicaid-funded and non-Medicaid-funded transportation for behavioral health, physical health and dialysis patients.
It also brokers service for Medicaid managed care recipients enrolled through the
local Blue Cross/Blue Shield HMO.

Senior Transportation Services of Medical Motor Service

Coordination of Senior Services

Just as it coordinates its medical transportation programs, Medical Motor Services
coordinates its senior transportation with organizations serving older persons in
Monroe County. They pool resources to reduce program expenses and to increase
the transportation options available to older persons. By using vehicles for multiple
programs, the costs of operation, maintenance and insurance can be spread to a
variety of funding sources making the transportation more affordable.

Senior Center Transportation

In 1978, Medical Motor Service first contracted with the Monroe County Office on
Aging to provide transportation to its senior centers. The Centers’ main need for
transportation is to bring older persons to and from the Centers for all-day activity
programs. Medical Motor Service is able to match resources with fluctuating
program demands among the centers so that their transportation needs are met and
no vehicles are underused. Under its contract with the local Office on Aging,
Medical Motor also provides transportation service targeted to especially needy frail
elderly persons living in the central city so that they can attend social day care.

Additional Senior Transportation Services of the Town of
Irondequoit

The Irondequoit Social Ministry, a coalition of faith-based
organizations, is working to start a new transportation service.

[is there some more material that is supposed to go here about
Irondequoit?]

Medical Motor Service now has expanded to other
transportation services specifically for older people. It
provides valuable medical transportation to older residents of
nursing homes. It also provides transportation to older
persons who live independently in their own homes. For these
older persons, it provides transportation for activities like
grocery shopping and medical appointments.

• Creative Use of HUD Community Development Block Grant (CDBG) Funds

Medical Motor Service provides demand-response transportation to
income-eligible older persons and persons with disabilities living in towns
located in distant rural areas of the county that have no public
transportation of any kind. Residents can call Medical Motor Service to have their eligibility determined. Eligible persons can buy coupons from Medical Motor that they use for transportation. It will either provide transportation directly or through its brokerage service. A rider pays $3.00 per trip and HUD CDBG funds make up the difference. The CDBG funds can also be used to purchase vehicles that provide the service. Program spending is limited to an annual cap.

- **Service to Local Nursing Homes**  
  **Medical Motor Service** provides transportation for the Jewish Home of Rochester and St. Ann’s Home. For both facilities, it provides medical transportation for facility residents and it provides transportation to older persons living in the community so that they can attend day services at the facilities.

  [are these next two bulleted items really part of the “service to local nursing homes” bullet?]  
  For the Jewish Home, it uses nine vehicles to provide 2,000 to 3,000 monthly trips for day medical services. Medical Motor Service serves as transportation coordinator for Jewish Home residents. A staff person is located at the Home and floor staff call the coordinator who arranges transportation for all medical appointments, e.g., doctor’s appointments, dialysis treatment.

- **Medical Motor Service** also has program with St. Ann’s Home. It helps with its day program for community residents, supplementing service provided by the Home’s own vehicles. St. Ann’s has its own vehicles through Medicaid funding for medical transportation, but it contracts with Medical Motor Service to provide medical transportation to older persons who live outside St. Ann’s service area.

- **Vehicle and Service Exchange: Creating Transportation for Older Residents**  
  (medical and day programs) for older persons still living in their own homes in the Town of Irondequoit. The Social Ministry has obtained capital funding from the State Office on Aging for one bus, but no funds for operation and maintenance.

  Medical Motor Service has entered into a vehicle and service exchange with the Irondequoit Social Ministry. It will provide service based on its regular hourly rate for other senior organizations up to the value of the bus. By the time that limit is reached, the Social Ministry hopes to have raised sufficient additional funds to cover operating and maintenance costs. In the interim because of the vehicle-service exchange, older residents of Irondequoit will have access to transportation for day programs and medical appointments.
Medical Motor Service has joined with Wegmans, a local grocery chain, and LifeSpan, a local non-profit senior service agency to provide a shuttle bus service to buy groceries and prescription drugs. The program is providing and arranging bus service to 900 older persons living in 56 senior high rises and senior complexes.

Wegmans pays for the shuttle service, and Medical Motor Service furnishes the transportation. LifeSpan, which has RSVP volunteers, provides escorts for the passengers. LifeSpan anticipates that the older persons and the escorts will develop a friendship. Over time, the escorts will learn about other needs of the older persons and will be able to help them through LifeSpan's case management program.

**Staff (Paid and Volunteer)**
In direct services, it employs 154 people working as drivers, attendants, schedulers, call takers, trainers and administrative and clerical support personnel, and eight people in the maintenance facility. In brokerage services, Medical Motor employs six call takers and a supervisor.

**Transportation Budget**
Medical Motor Service receives funding from county, state and federal resources for its medical transportation. It also contracts with the Office for the Aging, Department of Social Service, and third parties; and receives funding from the United Way and miscellaneous sources.


**Editor’s Note:** If you know of senior transportation programs that you want to see written up, please contact CTAA, Jane Hardin, e-mail@ctaa.org. We will prepare descriptions for the Senior page of CTAA’s website and for supplements to the Senior Toolkit.
Chapter 4
Opportunities for the Future

In Chapter 1 we looked at the enormous diversity of older people and saw that there is no average older person. In addition, we saw that geographic location not age is usually the key factor in determining a person’s transportation needs. Job status and income, health and disability status and culture are also determining factors.

We also saw that within the huge diversity of older persons and their transportation needs, it is possible to make a few broad generalizations:

- Most people 65 and older have very similar transportation needs to the needs of the general population.
- Within that group, a substantial number need, and an increasing number will need, employment transportation.
- The transportation needs of older persons living in rural areas is more dire. because approximately 40 percent of rural residents of all ages live in areas with no public transportation. Another 20 percent live in areas with negligible service.
- There is a growing subset of frail elderly who have very special transportation needs. They can no longer drive, most frail elderly persons will be unable to use regular public transportation and many will be unable to use any transportation without someone to assist them.

Steps Advocates and Agencies Working with Older Persons Can Take to Create Better Public and Community Transportation

In Communities with Local Public and Community Transportation, Advocates and Social Service Agencies Can:

- Build or strengthen relationships with transit providers.
  - Raise their awareness of the needs and preferences of older persons.
  - Draw their attention to specific problems and gaps in service and offer to work with them on finding solutions.
- Listen to older persons (and their caregivers) to learn their needs and preferences.
  - Conduct focus groups with older persons and their caregivers to learn their needs.
  - Perform needs assessments.
- Work with local governments to create safe street-crossings at bus stops.
- Conduct leadership training for older persons on transportation issues so that they can participate in public hearings, and serve on transportation advisory committees and boards.
- Nominate older persons for citizen positions on transit boards, planning committees and citizen advisory boards.
- Form coalitions with other organizations interested in better public and community transportation and improving the pedestrian environment.
• Support local transit providers in seeking additional funding

Specific Steps Senior Advocates Can Ask Transit Providers to Take:
• **Market the availability of existing services and how to use them, and where to get more information on how to use the system.**
  - Provide easily available maps and schedules that are easy to understand and read. (Make large-type versions available.)
  - Have information explaining the system available to riders.
  - Provide one central number for all transportation services.
  - Improve reliability.
  - Provide low-floor buses or buses with lifts.
  - Have bus drivers call out stops.
  - Provide sheltered, well-lighted bus stops with places to sit.
  - Develop service and feeder routes.
  - Develop demand-response services and coordinate them with fixed-route transportation.
  - Develop routes that provide intra-community service and schedule service throughout the day.
  - Work with local governments to create safe street-crossing at bus stops.
  - Appoint older persons to transit boards, planning committees and citizen advisory boards
  - Conduct focus groups and needs assessments of older persons and their caregivers to learn their needs.
  - Build or strengthen their relationships with local senior advocates and agencies older persons.
  - Support community efforts to improve the pedestrian environment by building sidewalks and providing pedestrian benches along routes to bus stops.
  - Co-sponsor programs with local volunteer organizations that can supplement public transportation by providing transportation escorts and volunteer drivers for the frail elderly.
  - Create a transportation mentor program using older volunteers to help older persons who are first-time riders.
  - Partner with local merchants, medical facilities and high-rise apartments with high concentrations of older residents to provide special bus and van service

[These points and similar ones are in Improving Public Transportation Options for Older Persons, TCRP Report 82, (2002) by John Burkhardt, Adam T. McGavock, Charles A. Nelson, and Christopher G. B. Mitchell; and Designing a Senior-Friendly Transit Service by Amy Ostrander, Rose Community Foundation (November 2000).]

**Transportation Improvements That Help Older Passengers Also Help All Passengers**
Almost all of the design and service changes to meet the transportation needs and preferences of older persons will improve public transportation generally and are likely to attract more riders of all ages. These changes can also have long-run benefits for public
transportation because people who have had good experiences as riders when they are younger are more likely to use public transportation as they age.

**Advocacy Pointer**
The fact that these changes help all passengers is an effective point in building widespread community support for them.

**Universal Design** is defined as changes that are targeted to persons with special needs but that are of general benefit. Universal Design originated in the late ’70s with the efforts to design housing and products that were accessible to persons with disabilities. After a few years, as people recognized that these new designs could make life more convenient and comfortable for everyone, mainstream consumers also began using them. Curb cuts (also called curb ramps) are a good example. They were introduced for wheelchair users and people who have difficulty with steps. Mothers with strollers, people with luggage or grocery carts and bicyclists all use and benefit from them. Low-floor buses are another example. These buses have been introduced to help persons with disabilities and older persons. They, however, make boarding easier for all passengers, especially people with baby strollers or with shopping bags or luggage or people with temporary injuries that make it difficult to climb steps.

**Fundamental Changes That Transportation Providers Can Make**

“Transit agencies wishing to respond to the changing needs and demands of tomorrow’s older persons will need to reconfigure their operations and services.” The Executive Summary of TCRP Report No 82, Improving Public Transit for Older Persons (reprinted in “The Gathering Storm,” Community Transportation Magazine, Sept/Oct 2002). The Report lists five areas where fundamental improvements are required of transportation providers if they are to meet the changing needs and demands of tomorrow’s older consumers: consumer orientation, agency responsibilities, customer choice, fare strategies and advanced technologies.

**Many Improvements Are Already Being Implemented**

These improvements are fundamental and it will require considerable effort to make them widespread, but virtually every one is already being implemented somewhere. Chapters 2 and 3 contain numerous examples of public and community transportation and human service agencies already implementing these improvements: mobility management, fare strategies with non-operative agencies, non-cash financial transactions and advanced technology for scheduling.

**Fundamental Improvements That Advanced Transportation Providers Will Make**

**Consumer Orientation:** Transportation providers will tailor transportation options to the wishes of individual customers.

**Agency Responsibilities:** Agencies will shift their focus to mobility management, finding means to help individual customers reach their destination. Advanced
transportation organizations will be seen primarily as travel facilitators, not service providers; organizing but not operating public transit services.

**Customer Choice:** Providers will recognize that no one solution fits all travel needs so they will need to offer “multiple service types at varying prices.”

**Fare Strategies:** “Future transportation providers will focus on full cost recovery for trip; non-operative agencies could assume responsibility for providing subsidies for those eligible for them.

**Advanced Technologies:** Consumer-oriented technologies can provide real-time information. Low-floor vehicles will be emphasized, as will non-cash financial transactions. The source for this section on fundamental improvements is TCRP Report No 82, Improving Public Transit Options for Older Persons.

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**Example of Mobility Management: The Seniors’ Resource Center in Colorado**

The Senior Resource Center’s transportation program (described in Chapter 3) is a model of the new transportation organization that functions as a functions as a mobility manager as well as a transportation provider. The goal of its transportation program is to provide accessible, affordable mobility options to the community through its own services or other services that it brokers. Seniors’ Resource Center offers one-call access to a variety of public and private transportation services. After Center staff learn where a client wants to go, they work to locate the means — bus, van, taxi, a volunteer driving his or her car — to get the client to that destination.

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**The Importance of Learning the Needs of Potential Passengers**

IndyGo in Indianapolis, Indiana wanted to attract Spanish-speaking residents. They learned that many newcomers were unfamiliar with fixed-route transportation and regular bus stops. They were accustomed to service routes — buses that stopped whenever a person waved for service. IndyGo then rewrote their brochures to describe how their bus service operated before they translated them into Spanish.

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Mobility Management and Coordinating Transportation Services of Human Service Agencies

Mobility management, organizing a spectrum of kinds and levels of services to meet the needs of individual consumers, is based on coordination. The mobility manager may offer some services directly, but often contracts with multiple other transportation providers for other services. The effectiveness of a mobility management program is directly related to the range of transportation services it coordinates.

In areas where there is no public transportation system, human service agencies can combine services by creating a brokerage system using existing agency services like the Seniors’ Resource Center in Colorado or a public transportation provider like Treasure Valley Transit in Canyon County, Idaho. Treasure Valley Transit, a public transit system serving the general public and human service agencies in Canyon County, Idaho, was created by a coalition of six human service agencies led by the local Head Start. (See Chapter 3 for a description.) By creating Treasure Valley, the agencies were able to access increased funding and to make more efficient use of their transportation dollars.
Treasure Valley Transit was able to provide better, increased service for their clients; to expand its service area and to create new transportation options for the general public.

In areas where there is a public transportation provider, the economic benefits of coordination can be even greater. The public transportation system’s existing infrastructure creates enormous potential for cost reduction. Human service agencies can benefit from reduced unit costs, generally improved cost effectiveness and increased efficiency. The great social benefit is creating a system that is easily accessible to older persons and that increases their mobility options.

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Building Transportation Services: A Strategic Process

Formalize a transportation taskforce

- Identify stakeholders,
- Find a committed leader,
- Build a common mission,
- Understand and address the motivations of stakeholders,
- Overcome barriers to successful collaboration, and
- Cultivate the partnership for ongoing effectiveness.

Assess transportation needs

Conduct an inventory of transportation resources

Evaluate the mobility needs based on available resources

Determine the plans and approach for initiating new or expanded services

Secure commitments to fund the services

Implement solutions

Continuously monitor and evaluate community needs, resources and services

Editor’s Note: To see two actual examples of how the process works, turn back to Chapter 3, Current Practices, and read the descriptions of Treasure Valley Transit and OATS Transit, Inc. A coalition of social service providers started Treasure Valley and senior advocates started OATS.

Also keep the outline of the systematic process in mind, as you read in the next section about how community advocates and Seniors’ Resource Center worked together in Evergreen, Colorado. (Seniors’ Resource Center is described in Chapter 3.)

Evergreen, Colorado: Senior Advocacy Brings Public Transit to Their Community

Evergreen, Colorado is an unincorporated town of 40,000 located in mountainous terrain (7,500 feet above sea level) that lacked local public transportation until 2002. An informal group of retired men, the self-named Curmudgeons, met every
Thursday in a town bookstore to discuss local issues. The idea of getting a bus service just evolved from their discussions about traffic congestion.

Evergreen is part of the Regional Transit District that covers the Metropolitan Denver Area and that receives significant funding from the sales tax. One of the Curmudgeons’ first steps was to contact Stephen Millard, the area representative on the board of the Regional Transportation District. Citing unmet mobility needs, the Curmudgeons proposed a local service, and set out to demonstrate community support for a local transit option. They conducted resident surveys, did needs assessments, met with the PTAs, talked with the Audubon Society and reached out to residents in retirement communities. Older residents who no longer drive but can ride on a bus without assistance welcomed the idea.

Millard supported their efforts, and arranged a meeting with Regional Transit District staff. After determining service needs, Regional Transit District officials proposed a demand-response system with a cost-saving innovation — the drivers would be their own dispatchers.

The Curmudgeons proposed the Seniors’ Resource Center as a potential transportation provider. The Seniors’ Resource Center, a local non-profit agency, was already operating Community Wheels, a transportation service for frail elderly and persons with disabilities in three counties. Under a new contract with the Regional Transit District, the Resource Center began the demand-response service, Call-n-Ride in March 2002. Call-n-Ride provides curb-to-curb service Monday through Friday, 5:30 a.m. to 8 p.m., and Saturday, 9 a.m. to 7 p.m. The Curmudgeons carried out the marketing for the new bus service, and their members were the nucleus for the Regional Transit District’s Advisory Committee.

If you are interested in starting a public or community transportation service in your community, you can contact the Community Transportation Association for more information and technical assistance. Association staff are available to talk with you and the Association has a peer network of transportation experts who are available to provide technical assistance and information. Our website, www.ctaa.org has considerable information about start-up and it has information on how to contact CTAA staff. For senior transportation issues, contact Jane Hardin at hardin@ctaa.org.
Coordinating Transportation Services:
Local Collaboration and Decision-Making

A “How-to” Manual for Planning and Implementation

Completed as Part of the Project:
Model Procedures for Coordination among Transportation Providers:
The Key Role of Local Collaboration and Decision-Making

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INTRODUCTION

This handbook has been developed through a demonstration project entitled “Model Procedures for Coordination among Transportation Providers: The Key Role of Local Collaboration and Decision-Making.” The project was designed to develop, evaluate and document model procedures for coordination of transportation services among various transportation providers within a community. In addition to this handbook, two other reports have resulted from the project:

*Project Technical Report: Model Procedures for Coordination among Transportation Providers: The Key Role of Local Collaboration and Decision-Making*

and

*Transportation Services and the Functional Capabilities of People with Disabilities*

BACKGROUND

Through this demonstration project, model procedures for transportation coordination have been developed. The model is grounded in collaboration. Satisfying customer needs for accessibility and mobility provides the framework for transportation service development. In this perspective, people with disabilities are always customers. They are customers of the local public transportation system, of other agencies engaged in the collaboration process, and agencies potentially involved in the coordinated delivery of transportation services. Other clients of agencies involved in the collaborative process are also customers, as is the general public.

This demonstration project was completed by developing and testing the model coordination procedures in Mahoning County, Ohio in collaboration with the Western Reserve Transit Authority (WRTA), Mahoning County Commissioners, and agencies in the county. When the project began, WRTA and the other Mahoning County agencies were in the pre-planning stages of organizing to coordinate transportation services in the region. Through the development and testing process, the Mahoning County transportation providers working together were able to make true progress toward the coordination of transportation services.

BENEFITS

These tested model procedures enable and empower local officials and representatives of public transportation interests, disability and other customer interests, and others to collaboratively find ways to more effectively use limited resources. They also promote the use of previously untapped resources to increase the service capability of public transportation systems. Application of the model procedures permits communities to
meet the travel needs of people with disabilities and achieve compliance with the accessibility and complementary paratransit requirements of ADA. Through effective coordination of transportation services, mobility is improved for people with disabilities, older adults, and others who have difficulty using current modes of public transportation to get where they need or want to go.

The project has demonstrated that representatives of public transportation systems and the disability community, along with other concerned agencies and individuals can work together effectively. Further, it has shown that groups with diverse interests in improving local transportation services can be effectively included in the process, as should be the case.

This handbook presents tools and techniques that will enable local officials and decision-makers to more efficiently and effectively deliver local transportation services. Application of the procedures can result in significant coordination of community transportation services. The amount and timeliness of service improvement depend on the extent to which key individuals are ready for change.

**COLLABORATORS**

Key individuals in the coordination process include both stakeholders and leaders. Stakeholders are those individuals in human services agencies, charitable organizations, transit systems, and private industry who have an interest or role in the transportation services of their area. These individuals have—or perceive that they have—something to gain or lose in transportation service coordination. Key leaders are individuals who are in a position to contribute resources and funding, and make policy recommendations and decisions about transportation service coordination. They may include elected officials, agency directors, local government department staff, economic development personnel, planners, and executives in public transit, taxi companies, private transportation companies, or ambulance services. These groups and individuals are not mutually exclusive. In fact, it is very likely that some leaders will also be stakeholders.

**TURFISM**

“Turfism” is an issue that often surfaces in discussions about transportation coordination. Simply defined, “turfism” means “This is my program, my funding, my clients, etc., and nobody, especially you, can do a better job of providing transportation services than I.” This attitude presents a challenge to those seeking to coordinate, but it can be overcome. The key to changing this thinking, and the way in which community transportation services are delivered, rests with the people who are responsible for meeting transportation needs of the general public and groups of people who have specific needs and wants. The procedures presented in this handbook focus on enabling and empowering people to think differently, openly, and creatively. These techniques assist users in finding solutions that many may have recognized, but have been unable to implement.
PHILOSOPHY AND APPROACH

The methods presented in this handbook are grounded on the premise that local officials, people and organizations that serve and/or advocate for specific groups of people, and the customers of transportation services themselves must understand transportation issues and concerns within their community. Further, they must work together to identify common interests and diverging views. They must work to reach consensus about where agreement is and what can be changed. Finally, they must reach consensus on what is difficult to change or what cannot be changed at the present time.

A key to successful collaboration and decision-making is to define a coordinated transportation system that can be achieved in the near term, recognizing that transportation will, and should be, viewed as a dynamic “work in progress” that will evolve, change, grow, and strengthen over time. One of the greatest threats to effective coordination is to decide or conclude that not enough agencies are ready to begin coordinating transportation services. The reality is that some agencies may not be ready at a given point in time, and that is okay. A group of agencies must reach consensus, decide on a plan of action, and begin to coordinate transportation services. Other agencies can join later. It is not worth waiting for those one or two agencies if waiting may jeopardize initiating others to coordinate.

The central philosophy presented is that people can work together under difficult circumstances. Conflict is not necessarily the natural consequence of efforts to find solutions to difficult problems. In fact, people can overcome difficult times and unsuccessful experiences. The procedures take a marketing approach to transportation coordination. Here, marketing is defined as creating and offering services to satisfy peoples’ travel needs.

To that end, marketing involves the following:

- Identifying, or “targeting,” individuals and groups in the community,
- Identifying their transportation needs, and
- Working toward meeting their needs through the coordination of transportation services.

This handbook stresses ongoing communication through various methods in order to expand the market. It is essential to educate and inform the key public in the community about the features of the new coordinated transportation system and how these will benefit the users of transportation services.

TRANSPORTATION COORDINATION: CONCEPT AND KEY ELEMENTS

Transportation coordination means different things to different people. In the context of this handbook, transportation coordination means that two or more providers of transportation services work together under specific circumstances to pool physical
and/or financial resources, combine transportation capabilities, and improve the capacity of services to meet travel needs.

Communication is central to the successful, on-going coordination of transportation services. Communication is talking about issues and presenting points of view. It is about listening carefully to other views, concerns, and arguments. It is about developing an understanding of why people believe and feel the way they do and how those feelings and beliefs may impact efforts to coordinate transportation services.

The following illustration captures the approach to coordination of transportation services developed in this project. Central to successful coordination is the recognition that, in the end, what matters most is delivery of service to a customer with a travel need.

**The Key...to Transportation Coordination**

Key players in making coordination work include:
• Social service agencies that provide service to and advocate for particular segments of the population.

• Transportation providers that are in a position to help people and the agencies meet travel needs.

• Elected local, state, and federal officials who are in a position to offer program and financial assistance.

Local collaboration, communication, and decision-making is essential for coordination to succeed. These three groups must put the pieces of the coordination puzzle together. Key players and stakeholders need to understand and respect each other’s interests and views. Further, it is essential that key players and stakeholders never forget that it is the customers of the coordinated transportation services who matter most.

In our illustration, the customers are clearly the focal point. Transportation services are for them. If transportation services are not meeting their needs, then services should be evaluated and redesigned to do a better job. Like it or not, in today’s local marketplace transportation services are not going to be self-sustaining. Therefore, elected officials at all levels of government are key to success. It is through programs and funding that they make available that local transportation services are to be put in place.

The real work, on a continuing basis, rests on the shoulders of those who provide transportation services and those who advocate for or provide social services for people who are unable to adequately meet their travel needs. In any local area, providers whose sole business is to run transportation service may provide transportation services. Usually, agencies whose real purpose is to provide social service programming to people also provide transportation services. They do this because their clients also happen to have difficulty meeting their travel needs. As a consequence, many of these agencies have gotten into the business of transportation by necessity. They have felt that providing transportation services is essential to ensuring that people can gain access to their program services.

For coordination of transportation services to work, the transportation providers must understand the interests, concerns, and objectives of those who are providing social services. In like manner, the social service agencies must understand the interests, concerns and objectives of those who are providing transportation services. In other words, it is essential, that transportation providers put themselves in the shoes of the social service providers and vice versa. The result is a better common understanding of issues, concerns, and objectives. Through this kind of collaborative thinking, issues and conflicts can be resolved pro-actively rather than reactively. Turf need not be protected. Walls need not be built in the first place.

“HOW TO” MODULES
Five “how to” modules are presented in this handbook. Although each module is self-contained, it is recommended that the procedures and techniques in all five be followed. The modules are:

**GETTING STARTED**—Current Circumstances, Common Concerns and Issues

**MOVING FORWARD**—Collaborative Thinking and Consensus Building Setting Direction and Taking Action

**UP AND RUNNING**—Developing and Implementing a Plan for Action

**DEALING WITH THE ROUGH SPOTS**—Persevering

**LOOKING BACK**—Reviewing Progress

The names of the “how-to” modules describe the focus of each of five major areas of concern in coordination. The module names also illustrate positive thinking and viewpoints, which are important themes throughout this handbook and the coordination process. A principal objective is to encourage the user to think in new and non-traditional ways about the way in which transportation services can be provided. Expect the unexpected, because the path to coordination can be unpredictable.

This handbook is targeted to individuals who are prepared to work with others to form the necessary organization to bring about coordination. This handbook is unique in that it presents coordination as a group endeavor. Activities described in this handbook are to be applied in group settings or as part of a collaborative effort. They are designed to create group consensus for development and implementation of coordinated transportation services. Coordination can only happen within the context of collaboration and consensus among group members. Outcomes will vary from one community to another. However, the approach presented in this handbook is designed to be transferable and replicable in local urban, suburban and rural areas across the United States.

Some may say: “We tried coordination before and it didn’t work.” Or, as we have often heard: “Coordination won’t work in this community. We’ve tried everything and nothing has changed.”

**CHANGE CAN OCCUR**

The change can be revolutionary or more likely, evolutionary. Change can grow out of any set of local circumstances. But first, key leaders and stakeholders need to take risks, be open to failure, look past problems, and think about solutions. The old adage that says, “If you are not part of the solution, you are part of the problem” holds true here. A central theme of this handbook is that, while it is okay to disagree, people need to work together to build consensus. It doesn’t just happen.
GETTING STARTED

After reading this module, you will be able to:

- Identify and share important information about community transportation needs

- Identify leaders and stakeholders in the community who are or should be involved in the coordination of transportation services

- Carry out one–on–one interviews with key leaders and stakeholders whose opinions and actions will shape transportation service coordination
• Carry out a survey of local transportation needs and resources to further identify and verify important issues and information about coordination in your community

Getting started means just that. Many times, this can be a most difficult step, especially if previous attempts at coordination have resulted in failure. Failure and the conflict that may have accompanied it can make it difficult to pick up the pieces and try again. In any event, there needs to be a decision to begin or revisit the coordination process. Usually, something will trigger such a decision. For example, federal and state mandates and inducements may force action, or a local transportation need may surface. The first step is to find out what information is needed and who in the community is most essential to starting a group process. Identifying information needs, key players and “hot” issues will lay the groundwork for coordination.

GOAL AND OBJECTIVES

The goal of this module is to provide tools to establish key contacts, bring individuals and groups together to begin the dialogue and gather information on concerns, resources, and needs as they relate to transportation services within a local setting.

FRAMEWORK FOR COORDINATION ACTIVITIES

Understanding the Local Setting
Local settings will differ. However, the process presented in this handbook is designed to be universally applicable.

Groundwork is needed before key contacts can be made, and the concept of transportation coordination must be introduced into the local or regional agenda.

This groundwork means understanding the following:

Local political structure—What are the arrangements that define the roles, responsibilities, and powers of elected and appointed officials as they appear in constitutions and statutes at the state level, and charters at the local level?

Recent local history—Has some form of coordination been tried in the past? What were the results?

Transportation resources—Who are the transit providers, including human services agencies, taxi companies, and private bus companies?

Community educational resources—What colleges and universities, consultants, interest groups and other resources are available in the community to provide information and guidance?

Local political economy—What is the role of business in the local policy process?
Establishing Contacts and Bringing People Together
As you begin your coordination effort, there will be a core group of interested individuals—people who have a concern about transportation services, and a desire to do things differently. The number of people who fit into this category will vary from one local setting to another. Some of these individuals may have already started to discuss with each other their concerns and ideas about improving the situation as they see it. At first, they will probably represent many different viewpoints and will be far from reaching consensus. The task at hand is to connect with these folks and begin the networking process.

The established transportation providers are obvious contacts. But that should only be the beginning. Think about agencies with an interest in improving transportation services. Key leaders and stakeholders in transportation coordination will differ from community to community, and so will the desire to work toward change.

Your core group will be a unique mix of people from a variety of sectors, including the following:

- Individuals and groups that advocate for older adults, people with disabilities, and people living in poverty
- Charitable organizations and religious institutions
- Local government
- Colleges and universities
- Business community (employers, mall owners, etc.)

Rather than setting out right away to form a committee, the best approach is to let the group come together informally. You, as facilitator, should be impartial and objective in bringing people together. Arrange informal meetings to start the dialogue process. Invite people who represent a diversity of perspectives, opinions, and ideas. The point is to identify people who are interested in working toward change, not to sell them on your vision of coordination. You will also be creating awareness about problems and opportunities for change. As you network, additional names of key individuals and potential contacts will emerge. Once a few contacts are made, others will follow as transportation coordination takes its place on the local or regional agenda. The process should be allowed to evolve. As interest in coordination builds, participation should be encouraged and welcomed in the group. Some people may choose to stay outside the process or join later. Some may decide that they are not ready for coordination. Nevertheless, it is important to keep moving forward despite a disappointing level of interest at first. Many times, a key individual or agency that is initially skeptical or negatively predisposed about coordination will join in when they see the effort building momentum and becoming successful.
**Organization**

As you begin bringing together individuals interested in coordinating transportation services, you will have the nucleus of a decision–making body. However, there is no single way of organizing that works best for coordination in all communities. Instead of following a rigid structure, the organization should be allowed to take shape and evolve naturally. Your organization will become more complex, and achieve greater formalization as it evolves. Without knowing what the local circumstances are, it is difficult to say what an organizational structure needs to be.

Three hypothetical counties are referred to throughout this handbook to illustrate how structure conforms to local circumstances. Although the counties (Muskmelon, Peach, and Mango) are hypothetical, the examples are true and are based on events that occurred in communities in which coordination has taken place to some extent. Each example represents a unique scenario, demonstrating how a coordination effort may play out differently in a variety of environments and under different circumstances.

**GATHERING INFORMATION**

**Personal Interviews with Key Leaders and Stakeholders**

Interviewing key community leaders is a valuable, momentum–building step in the coordination process.

It serves two purposes:

1. To formulate the concepts, concerns, opportunities, and threats to coordination that will determine later discussion.

2. To follow up on the interest generated by bringing community leaders into the idea–formulation process.

Interviewing key leaders and stakeholders is a form of participatory research, a dynamic data collection process. Participatory research involves introducing individuals to the concept of transportation coordination and gaining their insight through an exchange of questions and answers. The process gives people the opportunity to express their ideas in a confidential setting, which is conducive to identifying conflicts and problems that might not emerge in a group setting. Discussing in a group setting the issues identified through the interview process is an excellent way for participants to share, and build upon, their insights.

Because you will be working with a diverse group, interest and willingness to participate will vary. Many of the key leaders and stakeholders who participate in interviews will continue to be active in the process. Others will participate sporadically, or drop out of the effort altogether. Therefore, it is important that the process remain open to those who wish to contribute now as well as later, and that you continue to look for participants.
How Many Key Leaders and Stakeholders should be Interviewed?
Fifteen to thirty interviews should be sufficient, depending on the number of key leaders and stakeholders in the community. More important than the number of people you interview, however, is the process of recruitment. A good way to begin is to generate a master list of individuals who qualify as key leaders and stakeholders. Many of these individuals will come to mind immediately. Collaborators can help to suggest names. By inviting everyone on your master list, you will end up with an acceptable number of completed interviews.

Contacting Potential Participants
The master list may not contain all necessary information. To prepare for key leader/stakeholder interviews, you will need to have as much complete information as possible about each one. Telephone numbers for key stakeholders in government, private industry and human services agencies can be found in the telephone directory. Many agencies publish their own directories, which often include the name of a contact person. Some areas have an information line or other central source of social services agency names, addresses and telephone numbers. Some directories, such as the standard phone book, do not include names and titles of potential interviewees. This information can be found by calling the agency, office or company and speaking to an administrative assistant or receptionist.

Working Out the Logistics
Place
Interviews may be held at a central location or the interviewee’s office. What would be convenient for you, the interviewers, and more importantly, the interviewees? The interview setting should be a pleasant environment located nearby and easy-to-reach. A downtown office, boardroom, conference room, or other quiet area will work just fine as an interviewing facility. Many stakeholders and key leaders, however, prefer to be interviewed in their own offices. This may be the most feasible option for interviewing individuals whose availability is very limited. The goal is to make the interviewee feel comfortable as this helps the dialogue flow more easily.

Time
It is a good idea to have at least one week blocked out for conducting interviews. In this way, you will be able to schedule the key leaders and stakeholders at their convenience. Of course, the more options that you can offer, the more likely it will be that these leaders agree to an interview. In addition, having two to four trained interviewers available helps contribute to flexible scheduling.

Develop a Telephone Guide
Key leaders and stakeholders are often away from their desk or office when you call. Getting through may take some persistence. Leaving detailed voicemail messages or scheduling an appointment through an assistant is often necessary. A telephone guide
helps in making phone calls and leaving messages. This helps ensure you leave sufficient information consistently. The guide should include an introduction, explain the purpose of the call, and request for an interview or a return call. (See Figure 1).

Figure 1—Sample Telephone Guide for Scheduling Interviews with Key Community Leaders

Telephone Guide
For Scheduling Interviews with
Key Community Leaders

Hello. May I speak with ________________. This is ________________, with ________________. We’re working on a coordination project funded by ________________ to broaden the scope of transportation service coordination in ________________ by including leaders in local government and area agencies in this process. So, we’re calling to schedule a one-on-one, half-hour interview with ________________ to get [your/his/her] perspective on transportation service coordination issues.

[IF USING A CENTRAL LOCATION(S)]:

The interviews are being scheduled for [DATES] from ___AM to ___PM at:

[LOCATION NAME 1]
[ADDRESS 1]

[LOCATION NAME 2]
[ADDRESS 2]

What location and time would ____ prefer?

[REFER TO SCHEDULE SHEET]
We will be sending you a fax (or letter if no fax machine) confirming the time and location.

[IF INTERVIEWING AT HIS/HER OFFICE]:

What time would be convenient?

[REFER TO SCHEDULE SHEET]

[IF NECESSARY]: Where are you located?

________________________________________________________________
We will be sending you a fax (or letter if no fax machine) confirming the interview time.
Thank you for your participation.

The best approach to securing an appointment for an interview is to quickly and persuasively present the necessary information. It is best to sound conversational when calling, not as though reading from a script. You should be prepared to repeat and expand upon the details you present over the telephone, depending on whom you are addressing. It is important to design the telephone guide not as a script but as a source of access to all pertinent information.

You will find that some individuals want a lot of detail about the project, while others do not. Have on hand a one-page background sheet that provides these details for elaboration if necessary. You can use this as a talking piece, or mail or fax it upon request. Also helpful for ensuring that appointments are kept is a reminder sent by fax or mail containing all of the details, maps and directions. Figure 2 shows a sample a follow-up reminder that provides information about the time and place of an interview.

Figure 2—Sample Interview Appointment Reminder

<table>
<thead>
<tr>
<th>Interview Appointment Reminder</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thank you for agreeing to participate in the Transportation Coordination Project in (your community). We have scheduled you for a one-on-one interview on Wednesday, January 21 at 2:15 PM in room _____ of:</td>
</tr>
<tr>
<td>[LOCATION NAME]</td>
</tr>
<tr>
<td>[ADDRESS]</td>
</tr>
<tr>
<td>[DIRECTIONS]</td>
</tr>
<tr>
<td>We are grateful for your time and look forward to gaining your perspective on public transportation service coordination issues in (your community). If you have any questions, please do not hesitate to call __________ at ______________.</td>
</tr>
<tr>
<td>Thank you for your participation in this important coordination project!</td>
</tr>
</tbody>
</table>

Developing Your Interview Guide
The personal interview with key leaders and stakeholders is your opportunity to begin to uncover the issues that will frame the transportation coordination discussion as it proceeds. Therefore, it is essential that the questions be worded as openly as possible, and that they evoke a detailed response. Often, a general question is best for getting the stakeholder to give you a thoughtful answer. Questions that can be answered “yes” or “no” should be avoided.
By the time you reach this stage of the coordination effort, you will have uncovered several facts and issues that should help in formulating the questions for the interview guide. For example, you may wish to add questions about the services of a local transit authority or other public transportation provider. A good practice, however, is to move from the general to the specific. This allows the leader or stakeholder to define the transportation issues as they see them. A useful closing item for your discussion guide is a question that gives the individual a chance to revisit or elaborate on an earlier point, and add final thoughts, concerns, and insights.

Figure 3 provides an example of an effective interview guide. It is helpful to space out the questions to give the interviewer plenty of room for writing. You will find that some interviewees will give more detailed and complete responses than others. Include probing questions in your interview guide that can be used to draw out a more complete response, if necessary.

---

**Figure 3—Sample Interview Guide**

<table>
<thead>
<tr>
<th>Interview Guide</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mango County Coordination Project</td>
</tr>
</tbody>
</table>

**Introduction**

1. Please tell me a little about your agency (community). What is your mission? What types of services do you provide? Who do you provide your services to?

**General Transportation**

2. In what ways are transportation services important to your agency (community) mission? The services you offer? The people you serve?

3. What are your perceptions of [TRANSIT PROVIDER] in helping ________residents meet their travel needs? Strengths? Weaknesses?

4. What are your perceptions of other agency and private transportation services available in Mango County? Strengths? Weaknesses?

**Coordination of Transportation Services**

5. How do you believe coordination can help in maintaining and improving transportation services in Mango County? What opportunities does it present? What threats does it present? How can the threats be overcome?

6. Which agencies or individuals do you believe should be involved in transportation coordination? How should they be involved?

7. In what ways do you believe your agency (community) can be involved in efforts to coordinate transportation services?
8. How should leadership responsibility for transportation coordination be organized? Is there a logical organization or agency that should have this leadership responsibility?

Final Observations

9. Are there any final observations or insights that you would offer for improving transportation services in Mango County?

To ensure that the leaders and stakeholders are open and honest in their responses, they must understand that their responses will be held in confidence. In other words, in reporting the results of the interviews, especially hot issues and major concerns, references to who says what are omitted.

Interviewers need to be as accurate as possible when writing down the responses of leaders and stakeholders. Similar themes and responses to questions will surface as more and more individuals are interviewed. However, at the risk of biasing the results, it is critical that the interviewers listen carefully to the responses of each individual, and consistently record responses as accurately as possible.

Compiling Results
Create a Text File
A useful way to begin to compile all the data from the interviewers is by entering your notes into a text file in a spreadsheet application program. Create a matrix where the first column is an identification number (ID.) that is assigned to each stakeholder, and each successive column contains his or her responses. The first row will contain column headings, such as ID, Question 1, Question 2, and so on. (See Figure 4).

Figure 4—Sample Data File Configuration

<table>
<thead>
<tr>
<th></th>
<th>What is your Agency, Community or Company Name?</th>
<th>Please describe the transportation needs of your customers</th>
<th>What can be done to improve transportation service in Mango?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Dialysis Center</td>
<td>The main reason dialysis patients do not receive necessary treatment is that they have no transportation. Some have had to pay private drivers at a cost of hundreds of dollars each month.</td>
<td>We can contract with an available service and utilizing means testing to subsidize our patients' transportation.</td>
</tr>
<tr>
<td>2</td>
<td>Mango County Department of Human Services</td>
<td>Transportation to and from work (all shifts), school, and daycare.</td>
<td>The county is moving in the right direction by requesting input from community leaders.</td>
</tr>
<tr>
<td>3</td>
<td>Senior Center of Greater Mango</td>
<td>Currently, scheduling for our elderly and disabled clients is difficult due to high demand for door-to-door services. Until a person receives a permanent slot, they must call early in the morning, one week in advance and hope a space on the bus is available.</td>
<td>A tremendous help to the 70 to 90-year-old population would be greater availability of door-to-door service and a “one number” to call with a live human being at the other end.</td>
</tr>
</tbody>
</table>

If the spreadsheet is set up in this way, responses may be typed in each cell. There is no need to be concerned about grammar, style and form. Some cells will contain very long, detailed responses, while others may contain a short phrase. These verbatim responses are
the “raw data.” Having the data in this form will enable you to analyze and present it in a variety of ways.

**Analysis**
In analyzing the information you have gathered, look for prevailing themes, ideas, myths, biases, opportunities, threats, concerns, and insights from leaders and stakeholders that will begin to shape the ongoing discussion about transportation coordination. For example, if several stakeholders mention that the reluctance to give up some control of clients and resources is a threat to coordination, it suggests that “turfism” is a relatively important issue, and should be discussed with existing and potential coordination participants. Another approach is to look at positive versus negative statements by type of organization and geographical location. This will help to determine where the challenges lie, and where the base of greatest support is likely to exist. The interviews will also provide a focus for survey research and subsequent discussion.

**Presentation**
Deciding how to present the results of key leader and stakeholder interviews will depend on individual circumstances. In some cases, a written report will be preferable. In others, a simple visual presentation may suffice. The idea is to capture interest and attention while generating discussion and feedback.

**Preparing a Written Report**
There are different views on how to organize a report. You may already have a preference or idea about how to organize a written report based on results of the interviews. However, if you do not have a formalized plan in mind, then you will want to review some reports written by colleagues or mentors to develop ideas about what would work best in your situation. Clear, straightforward language and strong visual impact are essential when writing for decision-makers. The former can only be achieved through a careful editing process. The latter involves using quotes, tables, pictures, and graphs.

**Preparing a Visual Presentation**
Sometimes a simple visual presentation with key points in bold print arranged in order of prominence, emphasized by underlining or bulleted, makes an effective visual presentation. Figure 5 illustrates a similar approach that works well. In practice, overheads were printed in a larger font with two to three items on each.

It is helpful to get out on the table for discussion all of the issues offered by key stakeholders, both positive and negative. Discussing these in a non-threatening group environment, such as an informal workshop, allows potential coordination participants the opportunity to think about their own ideas and opinions regarding transportation coordination. Moreover, the group will be able to expand upon positive and constructive ideas of leaders and stakeholders, while also considering their common concerns and fears.

**Figure 5-Sample Summary Presentation**
Survey Research

In this stage of gathering information, you will be developing an understanding of the transportation needs, existing resources, level of interest and willingness to participate in moving the coordination concept forward. Results of key leader interviews will have produced a general understanding of the priority issues. However, you do not know how strong the issues are within the community or among specific groups. Because you want to build consensus for coordination, it is important to find out, among a broad range of people and/or groups, where consensus on issues exists and where it is lacking. Results of survey research will provide this information.

Survey research is conducted to achieve two key objectives:

- To determine the transportation services and resources that are available
- To determine key issues, concerns, and interests related to coordinating transportation services

Who Should Be Surveyed?
By this time it should be well established that coordination requires collaboration and consensus–building. The best way to achieve this is to include as many types of agencies as possible. To this end, having a sample of convenience is recommended, rather than by randomly selecting a sample. In the former, participation from the entire population is invited. In the latter, you randomly select a sample from and then make statistical inferences about the population. For a convenience sample, participation is sought from a broad array of agencies, companies, and organizations representing urban, suburban and rural communities. Interest in shaping the local community’s transportation coordination effort will affect an individual’s willingness to complete a survey.

The survey should not be limited to agencies known to provide transportation services. Some agencies may purchase transportation services from others. Agencies that do not provide or receive transportation service may need service and may become key players in developing coordination.

**Suggestions for Survey Topics**

In formulating a survey, questions should be based these issues. The goal is to gain detailed information that will be critical in the planning and decision–making process. There will probably be unique issues specific to your community that you will want to address in a survey questionnaire.

The following are some general topics for you to consider in designing the survey questionnaire:

- What is the name of the agency, community, or company?
- What is the address?
- What is the phone and fax number?
- Who is the director or chief executive of the agency, community, or company?
- What is the nature and type of transportation services offered, if any?
- Do they operate their own vehicles, provide bus passes to their clients, etc?
- Does the service operate door-to-door? Is it fixed route?
- What days of the week they provide transportation services?
- What are the eligibility requirements for using transportation services?
- What is the geographical area of service?
- What are the special needs of passengers?
• Do they own or lease their vehicles?

• Do they have paid or volunteer drivers?

• Do they perform their own vehicle maintenance or contract it out?

• How many vehicles do they have in their fleet?

• How many passengers do these vehicles hold?

• How many vehicles are equipped with wheelchair lifts?

• What is the condition of their vehicles?

• When are the vehicles scheduled to be replaced?

• What are the yearly expenditures on transportation?

• How many miles per year do their vehicles operate?

• How many unduplicated passengers do they transport per year?

• What are the transportation needs specific to the agency or community?

• What are the transportation needs of the County or broader region targeted for transportation service coordination?

• What areas of transportation service coordination are of interest to them?

* Joining a network of transportation service providers

* Pooling financial resources

* Sharing of vehicles among agencies

* Cooperatively purchasing vehicles

* Centralized fueling, scheduling, operation

* Contracting to purchase or provide transportation service

* Consolidating services to a single provider
Mail Versus Telephone
For this type of survey, mailing will get the best results. The survey asks for detailed information that few people have at their fingertips and would be willing or able to give over the telephone. Mail enables individuals to respond more thoughtfully, and at their convenience. Of course, this may take longer, but the data will be much more complete. The mailing will be discussed in greater detail later in this chapter.

Questionnaire Design
The survey is intended to gather information needed to frame a serious discussion of transportation coordination. By working together with core participants gaps in information can be identified. Ideas for survey questions will emerge. The key to a good questionnaire is organization, flow, and a logical pattern for the questions (See Figure 6).

A basic questionnaire structure begins with the following:

- An introduction that states the purpose of the survey
- Information about where to send it when it is complete
- A date by which the survey should be returned.

The first items on the questionnaire should focus on general information about the agency or organization. Some of these agencies and organizations will provide transportation services and some will not. From the transportation providers, you want to learn among other things the nature of services they provide, when they provide services, whom is eligible to use these services, the geographic area covered, the cost of services. Again, it depends on what information you need in order for good coordination planning and decision–making to take place.

Figure 6—Sample Survey Format

Transportation Coordination Survey

The purpose of this Survey of Transportation Services and Interest in Transportation Coordination is to develop baseline information about transportation services available in __________. This survey is being conducted as part of the __________ Transportation Coordination Project. It is a key element in our planning for broader coordination efforts next year. Your cooperation and
Construct the survey so that individuals can answer only the questions that apply to their agency or organization by including instructions to skip questions and move to other sections where appropriate. (See Figure 7A).

Figure 7A–Sample Question: Skips

7. Which of the following best describes your situation with regard to transportation services? (Please check one box below)

We offer no transportation services.
We offer transportation services.
We would like to offer transportation services in the future in some way.

[If you offer no transportation services now, please skip to Question #19.]

Open–Ended Questions
Open–ended questions allow the individual completing the survey to write a response in his/her own words. (See Figure 7B). This type of question is useful when you expect a great deal of variation in responses. For example, if you are asking for expenditures on transportation services, figures can vary considerably. Open-ended question wording is also helpful if you want to gain a depth of understanding, or if you want to learn the words people use in describing situations or concerns. Wording questions in an open-ended manner is particularly useful for topics in which you are just beginning to form an understanding.

Figure 7B—Sample Question: Open–Ended #1

14. Thinking of your agency or community, what transportation needs are not being met adequately? Please be as specific as you can. (Please include any special needs or requirements your clients or passengers may have.)

_________________________________________________________
_________________________________________________________
_________________________________________________________

Closed–Ended Questions
Closed—ended questions, in which individuals choose one or more answers, are easy to analyze. (See Figure 7C). If you feel that there is nothing to gain by asking the question in open–ended form, then omit them. Include a last item for “other” responses to capture unique responses.

Figure 7C—Sample Question: Closed–ended
8. In which of the following ways do you provide transportation service? (Check all that apply)

- □ We operate our own vehicles
- □ We contract with someone else who provides transportation service for us
- □ We purchase and provide transit authority tickets and passes for our clients
- □ Some of our clients reach our services using transit authority fixed route service
- □ Some of our clients reach our services using transit authority paratransit service
- □ Some of our clients reach our services using other transportation services
- □ We provide no transportation services to our clients
- □ Other (please explain) ______________________________________

Some numeric information, such as vehicle fleet size, cost information, dates, and so on lends itself to a closed-ended question format in which ranges are provided from which to choose.

The Mailing

Making Your Mailing Look Official

Unfortunately, poorly done and frivolous surveys have created a great deal of cynicism and apathy toward the most legitimate survey research. It is important that this mailing stands apart from “junk mail” surveys. A very inexpensive way to help ensure a high rate of completed and returned surveys is to use official envelopes and letterhead. It is a good idea to enclose a cover letter along with the questionnaire. The letter should be authoritative, yet friendly, and neatly printed on official stationery. The letter should clearly and concisely explain in friendly, everyday language the purpose of the survey, why it is important, and how it will be used.

Typed or laser–printed envelops look very official. However, pre–printed address labels, while somewhat less official–looking, are convenient for saving time and effort. Major word processing software packages include address label and mail merge features. Using large, metered envelopes further contributes to the official look, and is an obvious time saver.

Self–Addressed, Stamped Envelope

An expensive but very effective way to further ensure a high rate of return is to enclose a self–addressed, stamped envelope. This makes it easier for individuals to return their survey, and further impresses upon them the seriousness and importance of the effort. Business reply mail or other postal procedures may be worth looking into as well. Relative costs usually need to be considered in deciding which method to use.

Following Up

It is important to follow up and remind agencies and others to complete and return the survey. There are several ways that this can be done.
Send a Post Card
Sending a post card is the least expensive way to follow up and increase the number of completed surveys. The card can simply state a reminder about the survey and a number to call or fax in case additional information or another survey is needed.

Give Them a Call
Calling agencies that have not sent back surveys is more expensive and time-consuming, but it's the best way to find out the reason that a survey has not been returned. For example, some agencies that don’t provide transportation services may think that the survey is not intended for them. They need to be assured that their information is important, relevant, and appreciated. When talking to these individuals on the telephone, you can make sure that they actually have a copy of the survey at hand. Surveys sometimes end up buried on someone’s desk, or get misplaced or misrouted. It is a good idea to have extras ready to send out. A local university student or group of volunteers might be willing to assist in making these calls, thereby reducing costs and saving staff time.

Compiling and Analyzing Data
Setting Up a Database
The raw data that is returned in the form of completed surveys will be in the form of numbers and text. Choosing the right software for entering and analyzing your data will largely depend on what types of output you wish to obtain. Spreadsheet and statistical packages generate statistics and graphs. These software packages vary as to speed, complexity, and quality of output produced, i.e., tables and graphs.

Analyzing Text
Survey data will contain written responses to open-ended questions. This text should first be entered in a database or spreadsheet. Then a matrix table can be set up with names of agencies or individuals listed in the left column and then corresponding responses to the open-ended question across each row. Responses can then be sorted in alphabetical order, separating transportation providers from non-providers, by type of agency or organization, or by whatever categories provide a good first look. This will help in deciding where to take the analysis from there. For example, the degree to which responses to a given question are similar suggests a level of agreement. This information will prove useful in understanding the key opinions, issues and attitudes in the community pertaining to coordination.

If it appears that there are many similar responses, then response categories can be created. This provides a systematic way of counting the number of similar responses to a question, which can then be presented as a table or graph. Response categories should be unique and exhaustive. Each response must be assigned to a category, but only a single category. Many responses will be too unique or unusual to be categorized specifically. These responses are best assigned to the catch-all “other” category. Written responses sometimes contain multiple thoughts or ideas. Look for the statement that is dominant in
the response. If there are many responses that contain different thoughts or ideas, then may assigning the response to multiple categories is probably best.

Creating a master list of categories helps maintain consistency. For example, if there are two questions dealing with transportation needs, the same set of categories should be used for both. Recall the sample question (page 35, figure 7B) that asked about the transportation needs specific to the customers of agencies or organizations. In Figure 7D below, Question #20 asks about transportation needs in the county as a whole.

*Figure 7D–Sample Question: Open Ended #2*

<table>
<thead>
<tr>
<th>20. Please describe other transportation needs in the County that you feel need should be addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

Figure 8 shows a set of categories that were developed from the responses to the previous questions.

*Figure 8—Sample Transportation Needs Code Sheet*

<table>
<thead>
<tr>
<th>Transportation Needs Code Sheet</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Coordination</td>
</tr>
<tr>
<td>2. Eliminate public transportation inefficiencies</td>
</tr>
<tr>
<td>3. Expanded hours of public transportation service</td>
</tr>
<tr>
<td>4. Expanded geographic service area</td>
</tr>
<tr>
<td>5. Greater transportation resources for agencies</td>
</tr>
<tr>
<td>6. Lower cost public transportation</td>
</tr>
<tr>
<td>7. Reduce waiting time for a ride</td>
</tr>
<tr>
<td>8. Special needs individuals with low incomes</td>
</tr>
<tr>
<td>9. Special needs of children</td>
</tr>
<tr>
<td>10. Special needs of older adults</td>
</tr>
<tr>
<td>11. Special needs of people with disabilities</td>
</tr>
<tr>
<td>12. Weekend service</td>
</tr>
<tr>
<td>13. Other</td>
</tr>
</tbody>
</table>

**Presenting Results**

Participatory research means including the audience in the process. This helps to generate further interest in coordination because it ultimately helps leaders and stakeholders “buy in” to the process and its outcomes.
It is recommended that a draft report of survey research be distributed to the committee or core group for review and comments. This is most effective if done about a week before a scheduled meeting. Include a cover letter requesting comments and suggestions. An essential feature of participatory research is inviting feedback. When the survey results are presented to the core group participants, they will have read the draft and formulated comments, questions, and suggestions. These should be incorporated into the next draft. By providing their input, core participants are more apt to be guided by these objective research results—instead of old biases—when making coordination decisions.

When presenting survey results in a group setting, it is important to convey the information as quickly and as clearly as possible. The use of visuals, such as overheads or blown-up diagrams and graphs, is very helpful in achieving this goal. When using visuals, it is also a good practice to distribute individual copies. This will allow participants the opportunity to jot down notes and review the material later. Figure 9 presents hypothetical data in a simple bar chart that can be used as an overhead or slide presentation of results to Question #20.

**Figure 9—Sample Bar Chart Presentation**

![Bar Chart](chart.png)

**Transportation Needs in Mango County to Address Through Coordination**

- People with disabilities
- Expanded service area
- Expanded service hours
- Older adults
- Children
- Low income
- Weekend service
- Greater resources
- Lower cost
- Shorter wait
- Coordination
- Efficiency
- Other

**CONCLUSION**

In this module, you learned how to:

- Identify and share important information about community transportation needs,

- Identify leaders and stakeholders in the community who are or should be involved in the coordination of transportation services,
•Carry out one–on–one interviews with key leaders and stakeholders whose opinions and actions will shape transportation service coordination, and

•Carry out a survey of local transportation needs and resources to further identify and verify important issues and information about coordination in your community.

MOVING FORWARD

After reading this module, you will be able to:

•Bring people together to think creatively about local coordination issues and share their ideas and opinions

•Discover multiple viewpoints in a non–judgmental setting

•Build understanding and trust among diverse individuals and organizations

•Collaborate with leaders and stakeholders toward overcoming conflict and building consensus

GOAL AND OBJECTIVES

The goal of this module is to provide strategic group discussion methods and techniques to enable you to understand areas of agreement and disagreement among collaborators. Such an understanding is key to broadening support and building sufficient consensus for moving the coordination effort forward.

COLLABORATIVE THINKING AND CONSENSUS BUILDING

Effective collaboration and consensus–building involves thinking creatively, generating ideas, and gaining support among leaders and stakeholders for participating in the process. Unanimous agreement is not necessary in order to move forward. Along the way, the number of active participants may increase, then become smaller as you
approach consensus. The key is to know when you have a consensus sufficient for moving forward. For example, someone that you perceive as important to have in the group may decide to sit out. This need not stall the coordination effort. He or she may decide to join later in the process, as is often the case. Many leaders and stakeholders are skeptical of efforts to bring about change. They may feel that coordination is a good idea, but difficult to achieve. They have to “see it to believe it.” Because these individuals do not want to be associated with failure, they prefer to see some signs of success before they participate actively. This is an attitude that must simply be accepted without letting it impede progress.

**Group Discussion**
Collaboration and consensus building starts with discussion. This module presents creative group discussion techniques. When individuals come together in a non-judgmental group setting where they are free to express their views, barriers start to break down as common ground is uncovered. As this occurs, interest in working together to coordinate transportation services will grow. It is neither realistic nor necessary that everyone agrees at this stage. However, It is essential that group discussion begins and continues, recognizing that opinions will differ along the way.

A neutral facilitator from outside the group may be valuable in creating a non-threatening, non-judgmental environment conducive to openness and trust. It is well to keep in mind that individuals and organizations, who may or may not have a history of seeing eye–to–eye, are being asked to come together to express their feelings and ideas. Perceiving that the facilitator does not have a vested interest in coordination outcomes, leaders and stakeholders will feel more comfortable expressing themselves freely in a group setting.

Leaders and stakeholders have unique perspectives that will affect their opinions on coordination and their openness to collaboration. Getting them to see the ways in which everyone can benefit—the “win/win” outcomes —is an important step toward building consensus on transportation coordination. Such outcomes cannot be imposed. They are achieved when group members perceive benefits and positive outcomes for themselves.

The neutral facilitator will need one to three assistants to help with setting up the room, greeting participants, guiding discussion, and dealing with handouts, pens, markers, and other materials.

### Materials Needed for Creative Group Sessions

<table>
<thead>
<tr>
<th>Material Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilitator(s)</td>
</tr>
<tr>
<td>Room large enough to accommodate 12-25 people</td>
</tr>
<tr>
<td>Name tags</td>
</tr>
<tr>
<td>Sign-in sheet</td>
</tr>
</tbody>
</table>
Chairs and tables arranged for groupings of 3-5 participants
Easels and newsprint pads for each table
Variety of colored magic markers for each table
Large expanse of wall to display about 8-10 large sheets of newsprint
Masking tape
Adhesive dots in a variety of colors for prioritizing issues and ideas
Refreshments to last for the duration of the session

Recruiting Participants
The master list of stakeholders and leaders contains the potential invitees. This list should have all of the information necessary to recruit creative discussion participants. If you decide to invite participants by telephone, prepare a guide that briefly identifies the purpose of the creative discussion, why it is important that they attend, and information about time and place. (See Figure 1, page 22). Also mention the type of refreshments that will be provided—for example, a continental breakfast, light lunch, or whatever is appropriate for the time of day. Prepare a follow-up letter to serve as a reminder to those individuals that you have contacted. If you decide to recruit participants by mail, write a letter of invitation to potential participants in creative discussion sessions and include the same information. Enclose a self-addressed, stamped post card so that invitees may let you know if they will or will not be attending. It will probably be necessary to make follow-up telephone calls for a reminder and/or to confirm attendance.

Sending a letter to those who attend thanking them for their participation helps to build goodwill and continuity. Both are needed if you are to make progress toward transportation coordination goals.

Brainstorming
Effective group discussion involves a structured process designed to generate creative thinking and expression of ideas. Most commonly referred to as brainstorming, this type of creative group discussion is a valuable step in the coordination planning process. Brainstorming brings issues and attitudes out for discussion that might otherwise remain hidden. Identifying and discussing biases, mistrust, misperceptions, and other barriers in a creative, non-threatening environment, is an important first step toward changing some of these views that stand in the way of progress toward successful coordination. In all local areas, there are barriers that must be understood before meaningful change can occur. One common barrier is “turfism,” discussed earlier in this handbook. Another may be mistrust among agencies, local government, and business interests. There are unique problems and issues in all local areas that create barriers to progress. Brainstorming brings out such barriers for consideration by the group. Solutions can then be explored in a creative, judgment-free, and non-threatening way.
Brainstorming is an interactive technique that relies upon participants’ teamwork to identify opportunities and solve problems. Brainstorming represents a small group dynamics approach to strategy development for transportation coordination. Participants, including transportation providers, social service agency personnel, community leaders and consumers are recruited to work together as a team. The process creates a highly supportive, task-oriented, interactive climate to identify issues and opportunities, then focuses on realistic, actionable solutions that will achieve coordination.

The value of brainstorming is that it provides the opportunity to tap into the widespread resource potential that typically exists in groups but is often hampered by societal constraints, structured thinking and an attendant lack of spontaneity. Through this process, creative solutions are generated by the individuals directly affected. In this way, participants are able to articulate and develop their own definition of and response to coordination, the framework of relationships necessary to achieve, along with the policies and procedures for establishment and implementation.

Twelve individuals from a wide variety of constituencies make the ideal sized group for creativity and idea generation. Participants begin as a whole group, divide into four groups of three for many ideation activities, and finish as a whole. More than one session may be required to include all relevant organizations or individuals.

**IDEATION:** a group process technique that enables a group to take an issue in need of rethinking, rethink it in a creative, fresh way and then evaluate the practical implications of the ideas

Brainstorming provides an excellent opportunity to begin building consensus. Ideas, problems, and solutions are contributed by the group and written down by the group members or the moderator. These thoughts are written or posted on large sheets of flipchart paper, which are then placed on the wall with masking tape. The result is that the group can see all of the thoughts and ideas that were generated. This is when the consensus building begins. Individuals can vote for the thoughts and ideas they feel are most important. The group decides which issues and ideas are key. An easy and fun way of “voting” is to use colored adhesive dots, available at any office supply store.

Analysis of ideas provided by brainstorming reveals the collective creativity of the group. Combined with other information, these results indicate areas of consensus and the best solutions to the issues at hand.

**Preparing a Creative Discussion Guide**

A guide is essential for conducting group ideation. Basically, an effective discussion guide will help the facilitator move the group through various exercises in the time allotted. A discussion guide should contain thought-provoking scenarios and ideas for opening up the creative thinking process.

**Consider the following elements in developing a discussion guide:**
• Introductory statements
• Facilitator instructions for forming small groups
• Creative exercises with small groups that use hypothetical scenarios to stimulate creative thinking
• Real world application of creative thinking that focuses on the issues of transportation service, needs and solutions
• Full group exploration of issues and potential solutions
• Setting priorities for issues and solutions
• Review of results

**Strategic Discussion**
Strategic discussion helps to further build consensus toward coordination. Depending on time constraints, this can be part of a single group session or workshop that includes the creative thinking exercises detailed above. However, you may wish to schedule a separate workshop for discussion only. Strategic discussion centers on the following five general questions:

• Where are we now?
• What are our strengths?
• What are our weaknesses?
• What is working?
• What is not working?
• What is missing?
• What are the opportunities?
• What are the threats?

Questions should be worded in a way that is specific to the local situation. For example, you might ask:

• What are we now doing in Mango County to provide transportation services?
• What works well in meeting the transportation needs of the county’s residents?
• What does not work well?
• What is missing that, if present, would improve the way transportation services are provided in Mango County?

The issue of coordination will most likely emerge out of a general discussion about transportation. However, you may want to steer the discussion in that direction by specifically mentioning transportation coordination.

• What opportunities exist for successfully coordinating transportation services in Mango County?
•What are the threats to the successful coordination of transportation services in Mango County?

Figures 10A and 10B give examples of brainstorming discussion guides. Notice that they contain a script, facilitator prompts, and directions.

**Figure 10A**

<table>
<thead>
<tr>
<th>Creative Discussion Guide to Thinking Creatively</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>What Animal Are You Today?</strong></td>
</tr>
<tr>
<td>[ASK EACH PERSON TO DRAW AN ANIMAL]. Give it a name. Tell the group why you drew it, and why you gave it this name. Now draw a group animal, combining the best parts of your individual animals. Give it a group name. [ASK EACH SMALL GROUP TO EXPLAIN ITS ANIMAL TO THE LARGE GROUP]</td>
</tr>
<tr>
<td>Now, we travel to the moon in a spaceship, each group lands on the moon in a different location. We are all looking for adventure. The future is now.</td>
</tr>
<tr>
<td>Each group needs to meet basic needs. Each spaceship has different supplies. One group has the food, one the medical supplies, one the money, one the sports and recreation equipment, one the services dry cleaning, lawyers, accountants, one the retail businesses stuff, one the manufacturing stuff.</td>
</tr>
</tbody>
</table>
Each group is isolated from the others. There is no way to get around. How do you feel?

Draw a picture of your group that shows what you are experiencing and how you are feeling. Now, write somewhere on this picture the words that describe how you feel?

Luckily, we have discovered that previous inhabitants left behind inflatable moon rovers. The moon rover allows you to get around. But there are not enough to one for each group.

Remember, no group has all the resources it needs to exist and survive. What are the problems you face? How does your group survive? What do you have to do?

Draw a picture of how you survive. Get food, medical supplies, and things like that.

[TELL HALF OF THE GROUPS THAT THEY HAVE A MOON ROVER AND THE OTHER HALF THAT THEY DO NOT. SWITCH ROLES IF TIME PERMITS] How do you feel about your circumstances?

[TELL SELECTED GROUPS THAT THEIR MOON ROVER HAS JUST FAILED AND IS NO LONGER OPERABLE.] How do you feel about your circumstances now? Write down the words about surviving and how and what you are doing.

Now, we are still on the moon, and we want you to develop a way to get around, to solve this problem. How do you solve the problems you face? Think about how you get the job done.

[ASK GROUPS TO DRAW A PICTURE OF THEIR SOLUTION] [FACILITATORS MAKE SUGGESTIONS TO INDIVIDUAL GROUPS]
What are the needs?
What people do you put in the picture?
What resources do you put in the picture?
What structure do you put in the picture?

[ASK EACH GROUP TO SHARE ITS SOLUTION AND HOW THEY FEEL ABOUT IT]

**Figure 10B**

Creative Discussion Guide Back to Earth

[AFTER TRIP TO THE MOON]

One morning we wake up and we are all back in Mango County.

[ASK SMALL GROUPS TO DRAW A PICTURE OF TRANSPORTATION IN MANGO COUNTY] Draw what is good about it. Draw what is not so good about it.
[FACILITATORS MAKE SUGGESTIONS TO INDIVIDUAL GROUPS] What are the needs? What people do you put in the picture? What resources do you put in the picture? What structure do you put in the picture?

[MODERATOR ASKS] What words describe your picture and how you feel about transportation for people in Mango County?

Now put together a list of the elements and features that you need for transportation to work better. Where will you get them? Who has them?

[ASK EACH GROUP TO SHARE ITS IDEAS]

[THE LARGE GROUP DESIGNS THE IDEAL TRANSPORTATION SYSTEM AND ADDRESSES THE FOLLOWING QUESTIONS]

Who are the customers?
What are their travel needs?
What is the structure of this system?
What kind of organization does it have?
What resources do you need?
Where do you get them?
What do you need to know?
How is the system run?
Who should provide the leadership?
Who should set policy?
How do you make this happen?
What procedures should be used?

[WRITE RESPONSES, IDEAS, THOUGHTS ON LARGE NEWSPRINT SHEETS AND POST THEM ON WALLS]

[WHEN DISCUSSION IS FINISHED, ASK GROUPS TO PRIORITIZE THE ELEMENTS OF THE IDEAL TRANSPORTATION SYSTEM POSTED. DISTRIBUTE AN EQUAL NUMBER OF RED AND BLUE ADHESIVE DOTS TO EACH INDIVIDUAL AND ASK THEM TO VOTE BY PLACING RED DOTS NEXT TO THE TOP PRIORITIES AND BLUE DOTS NEXT TO THE SECONDARY PRIORITIES.]

What would you call this system?

To wrap up, if you could tell Mango County officials only one thing, what would that be?

In facilitating strategic group discussion, it is important to allow participants’ ideas and thinking about the future to develop spontaneously. Unlike the creative thinking exercises that require a detailed script, strategic discussion relies on the group to guide its own thinking. (See Figure 11.) Markers and index cards can be placed on each table for participants to write down their thoughts as they occur. A large newsprint pad on an easel is helpful for arranging and categorizing thoughts and ideas of participants as they are recorded on the index cards.
Sharing Thoughts and Ideas
The group facilitator should begin the discussion session with some introductory statements. If this strategic group discussion is the second in a series of workshops, then the facilitator should first update participants on results and outcomes of earlier sessions. It is important for the facilitator to brief participants on the judgment-free expression of ideas necessary for a successful discussion. A simple rule to emphasize is that all ideas are good. Next, the facilitator asks a question such as those listed above. Participants then write each individual idea on a separate index card. After everyone is finished writing, participants take turns sharing their ideas. A discussion emerges as the group explores and builds upon these ideas.

Prioritizing Ideas
By voting for the most important thoughts and ideas, group participants express their opinion and priorities in a non-judgmental way. By examining the results of this voting, clustering or scattering of thought may be revealed. This provides a basis for determining the issues on which you have consensus and begin to get an idea about how strong the consensus is. In addition, you will have a greater understanding of where the challenges lie, and where work needs to be done.

Figure 11—Sample Strategic Discussion Guide: Agenda Format

<table>
<thead>
<tr>
<th>Strategic Discussion Agenda</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Second Workshop on Transportation Coordination</strong></td>
</tr>
<tr>
<td><strong>Wednesday, May 16, 2001, 1:30 PM</strong></td>
</tr>
<tr>
<td>Papaya Center</td>
</tr>
<tr>
<td>Kumquat State University</td>
</tr>
<tr>
<td>1. Summary of Results from the Creative Group Discussion</td>
</tr>
<tr>
<td>2. Strategic Discussion of Transportation Services in Mango County</td>
</tr>
<tr>
<td>· Strengths</td>
</tr>
<tr>
<td>· Weaknesses</td>
</tr>
<tr>
<td>· Opportunities</td>
</tr>
<tr>
<td>· Threats</td>
</tr>
<tr>
<td>3. Developing a Shared Vision of Success</td>
</tr>
<tr>
<td>4. What Comes Next?</td>
</tr>
<tr>
<td>5. Agenda for the Future</td>
</tr>
</tbody>
</table>

CONCLUSION
In this module you learned how to:

• Bring people together to think creatively about local coordination issues and share their ideas and opinions,

• Discover multiple viewpoints in a non-judgmental setting,

• Build understanding and trust among diverse individuals and organizations, and

• Collaborate with leaders and stakeholders toward overcoming conflict and building consensus.
UP AND RUNNING

After reading this module, you will be able to:

• Organize a formal group to plan and implement a coordinated transportation system

• Create a business plan for every facet of coordination

• Develop a marketing and public relations program for your community’s coordinated system

GOAL AND OBJECTIVES

The goal of this module is to provide guidance for organizing, planning for coordination, and developing a marketing and public relations program to ensure the continued success of the coordinated transportation system in your community.

PLANNING FOR COORDINATION

Structuring a Formal Organization
The eventual goal is to have transportation providers carrying out the day to day work of providing transportation through a coordinated system. However, to get the system up and running, authoritative decisions about planning and implementation must be made at this stage. A formal organizational structure will be needed to take responsibility for developing and carrying out this collaborative and mutual vision of successful transportation coordination.

Elements of a Formal Organization
Formalizing the coordination process means organizing in a way that allows one or more parties to enter into contracts, obligate funds, spend money, secure the necessary capital equipment, and see that transportation services are provided. However, this should evolve informally through a discussion process rather than being arbitrarily constructed.

A major focus of earlier sections of this handbook is on understanding the local environment. That includes learning what kinds of informal structures or relationships exist, and whether or not there are organizational commitments of any kind. Through brainstorming, you will develop a sense of where people feel the leadership should be vested. Who should be in a leadership role? Should there be a lead agency? How much centralization of functions should there be?
Leadership may come from a variety of sources with broad community jurisdiction such as county government, city government, a transit authority, a metropolitan planning organization (MPO), or social service agencies. These entities vary from state to state in terms of their authority to tax, enter into contracts, and perform other governmental functions. They may also vary from county to county within a state. All of this will affect how you look at organizational options. Again, the core group must work this through in the coordination process to determine what kind of a structure will fit into what is in place, and what they want to create. It is not enough to simply have an organizational structure in place. The goal is to have an organizational structure that can effectively take action.

In an effective organization, there is division of labor. Ordinarily this is achieved through the assignment of key functions to various subcommittees. Standard functional areas in coordination include planning, service development, ways and means, capital development, and public relations and marketing. Using these as a guide, the group can decide how to define its own functional areas and divide the various tasks involved in coordinating transportation services. Approaches may vary depending on the size and urban/rural character of the community to be served.

**Planning**

Planning for coordination should focus on how to implement various tasks necessary to run a coordinated transportation system. Thus it is necessary to develop plans that focus on service and operations, capital resources, finance, marketing, public relations, and evaluation. A service and operations plan should focus on the implementation of coordinated service delivery through contracting with various providers. Developing a capital plan provides an understanding of the amount and condition of capital resources that are currently available, and those that need to be acquired, such as vehicles, computer hardware and software, radios, etc. The plan considers what is available, assesses the condition of capital resources and considers sources of funding to upgrade or acquire new vehicles and support equipment. A financial plan must consider both operating funds and capital funds. Different agencies have access to various sources of capital dollars through granting agencies at the state and federal levels. In terms of the financial plan for operation, the perspective is simply that there is no free lunch. If an agency wishes to participate as a user of services, that agency will have to pay for those services, which is part of the reason why contracts need to be in place. It’s not necessarily a matter of going out and finding the money, but pulling together the resources that are available to the participating agencies, so that the services can be covered in a predictable and defensible way. A marketing and public relations plan should first determine who are the customers of a coordinated transportation system. The plan should recognize that there is not a single public, but rather several publics within every market. These publics include users, agencies, and political leaders, among others. An evaluation plan focuses on tracking progress and performance of all aspects of the coordinated system so that timely corrective action can be taken if necessary. The evaluation plan should also provide a structure for generating data for reporting to various granting entities.
Mango County, U.S.A.

An early attempt at transportation coordination in Mango County began with a formal committee, established under the Board of County Commissioners and the region’s Metropolitan Planning Organization (MPO). The “top down” approach failed because the coordination effort did not seek to establish a broad base of ownership and support, which is best achieved from the “bottom up.” The opportunity to revisit the coordination concept came with a state funded coordination grant that grew and evolved beyond the focus of that specific project. As coordination started to re-emerge on the public agenda, an informal group started to meet periodically. The approach of the group was to be open to participation and inclusive of anyone interested in the effort. The structure that had been created in the previous coordination effort was used as the basic framework for group activity. It became clear to the broadening group that a committee structure was needed to divide tasks and allow smaller groups to focus on specific coordination issues and tasks. As part of working through the issues, the committee structure was modified and amended, gaining formalization along the way.

One unsuccessful attempt did not discourage the county and those organizations that were still interested in coordinating transportation services. The second try resulted in a base of involvement from the bottom up allowing the process to evolve naturally – and successfully.

Peach County, U.S.A.

In Peach County, there was a long-standing organization, which included the Transit Authority, that wanted to provide improved transportation service, but was unsuccessful at doing so. Eventually, leaders emerged and began the coordination planning process. Soon after, the organization received a special project grant, and organized an advisory committee in a very open and inclusive way. The leadership used that committee to work on service-related issues.
Along the way, the organization pursued and received a Demonstration Grant, which provided the opportunity to broaden its base of involvement and support. Peach County had the public transportation provider that wanted to do more, and through several projects, started to deal effectively with transportation issues. Thus a forum for addressing issues was created where no effective forum had existed in the past. Although it was an informal committee, it served to form the basis for a coordinating structure.

Coordination began to take shape with a contract between the local Board of Mental Retardation/Developmental Disabilities (MR/DD) and the Transit Authority for transportation services. Recognizing a need for ongoing communication, an informal group was formed that included representatives of the MR/DD Board, the Transit Authority, and other agencies to monitor progress and address issues as they arose.

Muskmelon County, U.S.A.

Following a mandate by the state to conduct a study of coordination, a committee was created “top down” in Muskmelon County, which included representatives of the transit authority and other agencies. This type of group formation is common in counties that are expected to implement state policy. The development of a “bottom up” organization would have been preferable and naturally leads to consensus building. Understanding the need to create consensus, committee members employed a marketing strategy in Muskmelon County that helped to build support for coordination. This scenario demonstrates that a less-than-ideal organizational structure can work if its members are flexible and creative.

Preparing a Business Plan

Several functional areas need to be addressed in setting up coordinated services. These include planning, service development, ways and means, capital development, marketing, and public relations.

A business plan is key to organizing to provide coordinated transportation services. The business plan should contain the following functional areas:

• Create an organizational structure for management
• Prepare a service development and operations plan
• Prepare a capital facilities and equipment plan and program
• Prepare operating and capital budget including sources of revenues
• Formulate a marketing and promotional program
• Monitor, review, and report on performance of services

**Organizational Structure and Management**
For successful coordination of transportation services, it is necessary to set in place an organizational structure with the legal capacity to:
• Enter into contracts for services and funding
• Provide the necessary staffing
• Set policy and establish procedures for doing business
• Formalize inter-agency relationships
• This section presents the organizational structure and management through which coordinated transportation services will be provided.

**Important elements of a business plan include the following:**
• Statement of mission, vision of success, and service objectives
• Market development strategies
• Service development, delivery, and pricing projections
• Capital facility and equipment requirements
• Inter-organizational relationships and requirements
• Organization, management, and staffing requirements
• Operating and capital program budgets
• Marketing and public information.

**Service Development, Delivery, and Pricing**
Planning involves developing and putting in place the details of coordination, and how it will be implemented and monitored. Service development involves taking the actions necessary to implement service. These may include developing the process for receiving and evaluating proposals from service providers, and making recommendations about contracting.

The guiding principle for coordinated transportation services should be customer service. Customer service means understanding the mobility needs of customers and developing and maintaining transportation services that are responsive to those needs. This recognizes that resources are limited and that coordinated transportation service providers will not be able to be all things to all people.

In developing and delivering transportation services, it is necessary to focus in the following areas:
• Providing a family of transportation services responsive to customer needs
• Creating an effective system for providing accurate and timely information on services
• Developing a system for monitoring and evaluating the delivery of transportation services
• Setting the cost of services to customers

**Capital Facilities and Equipment**
Ways and means deals with money issues including sources of revenues, cost levels, and the kind of cost structure that exists or needs to exist for agencies to contract with transportation service providers.

Development of capital resources over time will be essential to the continuing strength of coordinated transportation services. It is important to understand the condition of the existing fleet of vehicles that is available for coordinated transportation service delivery. A schedule for replacement and expansion of the vehicle fleet is required.

Capital development should be organized as follows:
- Vehicles
- Vehicle-related equipment
- Operations support equipment
- Facilities improvements
- Other equipment

Sources of funds should be organized as follows:
- Purchasers of service
- Units of government - local, state, federal
- Businesses
- Other organizations

**Annual and Projected Operating Budget**
Capital development involves meeting the equipment-based needs for providing services, such as vehicles, computer hardware and software, support equipment, and other items requiring capital expenditures.

Coordination of transportation services will require a detailed operating budget that establishes expense levels by functional categories as well as by traditional line items. Further, for coordination to be successful, participating agencies will need to pay for transportation services and, therefore, will comprise a significant source of revenues to support coordinated transportation service. An operating budget that includes the agencies centralizing transportation services will need to be developed.

Functional expense categories should be organized to report the following:
- Management and administration
- Operations
- Service contracting
- Maintenance
- Marketing and public relations

Revenue categories should be organized to report the following:
- Units of government - local, state, federal
- Purchasers of service
- Businesses
- Other organizations
**Marketing and Public Relations Program**
Marketing and public relations focuses on ways to develop and package information about the coordinated system and communicate its features and benefits to customers, political leaders, agencies and other targeted public.

Marketing and public relations activities will be important to help agencies understand the benefits of coordination and the costs of not participating and to encourage agencies and others to join the coordination network.

Communicating the benefits and costs of coordination will be important for involving the following groups in coordinated transportation services:
- Providers of transportation services
- Purchasers of transportation services
- Customers who are using transportation services
- Other key interest groups that have a stake in the success of the coordination of transportation services

Outreach and education are important to make certain that people and organizations are aware of and understand what is being done and accomplished to coordinate transportation services. The following groups need to be kept informed:
- Providers of transportation services
- Purchasers of transportation services
- Customers who are using transportation services
- Other key interest groups that have a stake in the success of the coordination of transportation services
- Residents of county
- The business community
- Local, state, and federal elected officials
- Local, state, and federal organizations and units of government that are providing funding to support coordination of transportation services

**Program Performance, Review, and Reporting**
For coordinated transportation services to operate cost-effectively and cost-efficiently, the periodic review, evaluation, and reporting of performance is essential. This review should be conducted on a monthly, quarterly, and annual basis.

This review should encompass the following areas and dimensions within those areas:
- Operating standards and performance
- Financial standards and performance
- Performance review and evaluation
- Service, operations, and performance reporting
This review and reporting should enable participants in transportation coordination to maintain an understanding of service-effectiveness, cost-effectiveness, and cost-efficiency. Further, it provides the basis by which providers of transportation can evaluate services. Finally, it provides the means by which agencies purchasing transportation services receive the service and performance reports that they require for reporting.

**Meetings of the Organization**

Through your collaboration and consensus–building efforts, you will gain an understanding of the issues to be discussed and the work that needs to be done. Setting up regular meetings is critical for moving forward toward achieving your coordination goals.

**Setting an Agenda for Action**

It is important to set an agenda that will include the important issues and points of business that the steering committee or other organization will address and about which they will make decisions. Specific agenda items will vary from place to place; but there are some general areas that the organization will need to consider.

In developing a coordination plan, the organization should focus on transportation service needs and the role of the various agencies and other local entities in meeting these needs through the planning, management, and operation of transportation services. The organization should consider perceptions about the effectiveness and efficiency of currently available transportation resources and explore ways to pool these services and resources. It is also necessary to weigh the strengths and weaknesses of alternative service implementation approaches and organizational structures to best carry out coordination objectives.

The organization will need to assess the appropriateness of using local public and agency funds to help support services financially. It will also need to evaluate existing attitudes toward the use of these funds. The organization should explore potential state and federal funding sources to establish, enhance, improve, or expand coordinated transportation services.

Issues involving the policy, regulatory and institutional environment in which coordination will occur are important and should be incorporated in the formal discussion and planning of coordination.

These issues include the following:

- Agreements and relationships between organizations, agencies, and companies providing transportation services;
- State and federal laws, statutes, regulations, and rules pertaining to public and agency transportation services;
- State and federal sources of funding available for organization, management, and capital development for transportation services;
- Statutory provisions that address options for organizing the management and delivery of coordinated transportation services.
The organization should work to bring together the collaborative thinking and representative wisdom and commitment of stakeholders and leaders to prepare a business plan for coordinating transportation services.

Once coordinated transportation services begin, the agenda for meetings will include a review of services provided, and operating and financial characteristics. In addition, meetings provide a continuing forum for discussion of services and operating issues.

**IMPLEMENTING A COORDINATED TRANSPORTATION SYSTEM**

To begin implementing a coordinated system, formal agreements must be in place. Many different opportunities for formalized agreements will present themselves as the coordination process unfolds. Decisions must be made and agreements reached about service operation, oversight, sources of funding, and other major issues necessary for providing service through the new coordinated system. Formalization is necessary whether it is for joint use, vehicle sharing, centralized dispatching, joint purchase, or any other type of coordination arrangement. Formalization involves contracts between agencies or between a lead agency and a unit of government. Formalized arrangements also occur through resolutions or other legislative action. It can simply be an agreement to let an agency store a vehicle in a garage. It can be an agreement to enable an agency to purchase low-cost fuel at a central agency. It can be a lead agency with a fleet of vehicles entering into a contract with other agencies to let them use those vehicles on an occasional basis. Or it could be an agreement between a central agency and a service contractor to use those vehicles in the provision of coordinated service.

Whatever your vision of coordination, agreements need to become formalized. If the movement is toward centralizing services under a transit authority, it will take the form of several agreements between the transit authority, the county, and agencies. On the other hand, it may only be necessary to contract between the RTA and the county for just one particular element of service. Agreements between lead agencies and other agencies that want to purchase transportation services may be required. Other agreements may exist between a transit authority serving as lead agency and other agencies that want to provide transportation services. Formal agreements should include specific details such as the number and type of available vehicles, the days and times at which they are available, the length of time they’re available, and cost reimbursement details. Contracts and agreements will, in the end, provide the solid framework necessary for sustaining the new coordinated system.

It is frequently necessary and usually helpful to engage outside expertise to assist in working through this formalization process. For example, a consulting firm can help in developing the coordination plan, and putting the other pieces together that need to be in place for implementing coordinated service. You may have a core group of people who can accomplish this within your coordination network. However, a consultant can assist by bringing focus and commitment to doing what needs to be done. An outside consulting group might take the lead responsibility for bringing the group along. Or, you
could engage a consulting firm to provide advice and counsel to people or organizations that are taking on some major staff responsibilities. It is conceivable that the community’s leaders and stakeholders are willing to roll up their sleeves and make it happen. However, if the process gets complicated with too much conflict, distrust, and turfism, help from some outside entity may be needed to offer advice, strategies, and experience. It may be helpful simply to have someone guiding the discussion. In short, doing the work of coordination involves various roles, functions and tasks. The decision of who performs which tasks will vary among communities. The model presented here is adaptable and can be tailored to the unique local setting.

DEVELOPING A MARKETING AND PUBLIC RELATIONS PROGRAM

Marketing goes hand in hand with all stages of the coordination process. Classic marketing principles and strategies permeate every section of this handbook. However, in this section, we will focus on developing a strategy for keeping the coordination effort on track, maintaining and increasing ridership, bringing agencies into the system, opening up funding opportunities, achieving self-sufficiency, and increasing awareness about the benefits to the community that transportation coordination provides. Public relations is the communications side of marketing. Marketing focuses on the goals of the organization and seeks to influence the behaviors of targeted markets in order to meet those goals. Public relations encompasses such functions as assessing the preferences and attitudes of targeted customers and other important “publics” within the community, and developing ways to gain their acceptance and understanding. Public relations uses communications and education as tools to accomplish its objectives of influencing attitudes. (Kotler & Andreason, 1996, 542,3).

Influencing attitudes and understanding is critical for gaining public support and bringing organizations into the coordination effort. Positive attitudes are essential to the long-term success of a local coordinated transportation system. Marketing and public relations increase awareness about the benefits of coordination for those who use transportation services. This awareness is crucial for gaining voter support needed to pass levies that help fund transportation services and for increasing and maintaining revenues through ridership and fares.

A marketing strategy should be tied into coordination planning. The idea is to raise the visibility of the coordination effort to targeted groups, individuals, and organizations that are important to making the system work. These may include any or all of the following:

• Transportation service users
• Agencies and companies that provide transportation services
• Agencies that do not provide transportation services
• Leaders and stakeholders in business, local government, and non-profit organizations
• News media
Once targets are established, the next step is to formulate the messages that you want to communicate about the coordinated system.

**Transportation service users:**
- How are transportation services improved with the new system?
- Does service cost more? If yes, what do service customers get for their money?

**Agencies and companies that provide transportation services:**
- What are the benefits of contracting to purchase services through the coordinated system?
- What are the benefits of contracting to provide services through the coordinated system?
- What does it cost to purchase transportation service for clients in the new coordinated system?
- What kinds of savings can be realized by purchasing rather than providing service?
- What revenues can be derived from providing transportation services in the new coordinated system?

**Agencies that do not provide transportation services:**
- What are the benefits of contracting to purchase services through the coordinated system?
- What does it cost to purchase transportation service for clients in the new coordinated system?

**Leaders and stakeholders in business, local government, and non-profit organizations**
- What are the economic benefits of a coordinated system, both from an individual and a community perspective?
- What are the political and public relations benefits of supporting a coordinated system?

**News media**
- What are the impacts of coordination on key groups in the community?
- What does the coordination effort say about the community’s leaders?
What should the public know about coordination and those who made it happen?

**Funding agencies at the local, state, and federal levels**
How does coordination contribute to the efficient use of resources?

What lessons can other communities learn from the coordination effort?

**Voters**
What are the economic benefits to service users and the community?

What are the quality–of–life benefits to service users and the community?

Are the benefits worth the costs?

**Developing Marketing and Public Relations Materials**
There are several marketing tools that will help achieve marketing and public relations objectives. It is best to approach the use of these materials strategically, carefully considering each target group and what will work best given available resources. The time invested in developing elaborate marketing materials should not detract from the overall goal of providing better transportation services in your community. In developing your public relations and marketing materials, focus on communicating the features and benefits of the coordinated transportation system, educating the targeted users about how to take advantage of services, and promoting the benefits of participation to agencies and companies.

**Naming Your Coordinated System**
Collaboration is again the key when naming the new coordinated system. Responsibility for coming up with a name is logically delegated to the marketing and public relations subcommittee, or its equivalent in the organizational structure. Ideally, a name should be easy to pronounce and remember. A good name will create a favorable first impression with someone who knows nothing about the coordinated system or what it does.

**Creating a Logo, Stationery, and Business Cards**
An effective logo and stationery will contribute to the coordination effort by fostering favorable impressions in the community. The logo will become the visual symbol of service coordination in the community. Ideas for an effective logo can also be generated collaboratively. However, it is worth investing in the expertise of a graphic designer to create a professional looking logo. Graphic designers have the skills to produce a logo that visually reinforces the name. Once the organization has a name and logo, the marketing and public relations subcommittee (or equivalent) can work with a professional printer to produce stationery and business cards that create a strong visual
impact. This element of marketing is especially important for generating interest among agencies that are being asked to for their participation and/or cooperation. A name, logo and stationery provide concrete evidence that coordination is a reality, which is valuable in gaining the participation and support of initially skeptical agencies and individuals.

**Networking and Presentations**

Continuing the networking process is a necessary approach to marketing and public relations. As the coordination effort grows and develops, it is important that your coordination leadership continues to communicate with members of the community to keep the issue of improved transportation services on the local agenda. Maintaining communication with existing contacts while developing new ones, and delivering periodic presentations to significant community groups is an effective way to reach leaders and stakeholders in the community.

In making presentations it is essential to consider the audience, which will vary in terms of their knowledge of public transportation and coordination. Suppose, for example, that the speaker is going to address a group of voters about an upcoming local election to influence them to support a tax levy that will help fund the coordinated transportation system. While some voters will be familiar with public transportation service issues, the majority will not. The reality is that a large majority of individuals do not use public transportation. Therefore, it is important that the presentation is designed to create awareness and influence behavior. First, avoiding all jargon, it must communicated to the voters how, by improving transportation services, the whole community benefits. Your style of presentation in this scenario should be one that grabs attention and keeps the audience interested.

If the audience is an informed public, the approach will be more businesslike and include detailed information on such items as progress to date, people served, revenues, costs, and benefits. For example, you might have the assignment of presenting to the county human service board to inform them of the progress of the coordination effort and to gain their continued support. In this case, a brief presentation delivered in a professional style will be most effective. It is also important to be prepared to answer very specific questions in as much detail as possible.

There are clearly several audiences that fall between these two extremes. Whoever the audience, the following points need to be considered in developing a presentation:

- What stake, if any, does the audience have in this topic?
- What do you hope to achieve by this presentation?
- How informed is the audience?
- How much time is allotted for the presentation?
- What messages will be most effective for this audience?

Advance preparation should also include consideration of other details such as the place of the presentation, the materials you will need, including charts, graphs, handouts, overheads and/or audio–visual equipment. An important step in preparing for any
presentation is practice, which helps a speaker be more relaxed and affective in your delivery.

**Issuing a Press Release**

The goal of issuing a press release is to gain free publicity from the local news media. Essentially, a press release contains information that you desire the news media to report to its readers, viewers, and listeners. (See Figure 13).

The following are a few rules of thumb for creating an effective press release:

- Print your press release on your letterhead
- Double space your text and use wide margins to facilitate editing
- Use a plain serif font
- Avoid graphics
- Keep the length to a maximum of two pages
- Proofread the release and eliminate all typos and errors of any kind

*Figure 13—Sample Press Release*

```
FOR IMMEDIATE RELEASE
Contact: Gordon A. Shinn
Ideal System
555-RIDE

CATCHY ATTENTION-GRABBING HEADLINE

Subhead

First Paragraph

Subsequent Paragraphs

Final Paragraph

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Developing a Brochure
A brochure can be an effective marketing and public relations tool to educate potential riders about how to use the new services. It can also advertise services and inform targeted publics about features and benefits of the coordinated system. Brochures are very useful as a direct mail piece. Your marketing and public relations subcommittee (or equivalent) should collaboratively decide what the content should be to accomplish its objectives.
To create a professional-looking and effective brochure requires a certain level of skill in graphic design. There are software packages on the market that make it relatively easy to produce quality brochures. Perhaps there is someone on your committee with the skills and software to create a high quality brochure. If not, you may wish to use the services of a professional graphic designer.

The following elements have been used by coordinated transportation systems in developing their brochures:

- Organizational Name and Logo
- Mission statement
- New (coordinated) service concept
- Types of services offered (e.g., fixed route, flex route, demand responsive service)
- Map of the service area
- Where to call for services
- Date of brochure

A small booklet is an alternative to a brochure. Some coordinated transportation systems distribute these to provide more detailed information about their services than can be contained in a brochure. Other systems produce a map of their service area that doubles as a brochure, containing relevant information about the services and how to use them.

Using the Internet and E-mail
The Internet has opened up a new medium for marketing and public relations. Having a website is a powerful tool for doing business and providing information in the global economy, which may or may not be useful to your organization. Consider the costs and benefits of this technology in developing a marketing and public relations program. E-mail is an effective way to reach key leaders and stakeholders for the purpose of staying in touch. It is becoming more and more common as a way to communicate and exchange information. Although it lacks the personal quality of communication face-to-face, and even by telephone, e-mail can enhance your ability to convey information conveniently and immediately, at low cost.

Issuing a Newsletter
Another way to distribute timely information about the new coordinated system is to produce a newsletter. The newsletter should be thought of as a way to maintain the coordinated system’s relationship with its customers. It can provide information such as
updates on service features, benefits, changes, and successes. In short, a newsletter can help build support.

**CONCLUSION**

In this module, you learned how to:

• Organize a formal group to plan and implement a coordinated transportation system,
• Create a business plan for every facet of coordination, and
• Develop a marketing and public relations program for your community’s coordinated system.

**DEALING WITH THE ROUGH SPOTS**

After reading this module, you will be able to:

• Recognize that problems will arise despite the most careful planning
• Apply techniques for overcoming problem areas in a group setting and one to one

**GOAL AND OBJECTIVES**
The goal of this module is to provide an understanding of problems that often occur in the ongoing operation of coordinated transportation, and techniques and guidance for avoiding and overcoming problem areas.

**PERSEVERING**

A reality of working with diverse groups and individuals in a common venture is that conflict will occur. Conflict in the coordination process is not inherently bad. However, the way in which the organization deals with these conflicts can make a big difference in the outcome. Conflict can be effectively overcome and may even lead to a stronger coordinated system. On the other hand, it can be poorly managed or left unresolved, creating resentment and stalemating the process.

In addition to conflicts between groups and individuals, other “rough spots” that you can expect are policy changes that affect public transportation needs and resources. For example, the Americans with Disabilities Act placed new service requirements on public transportation systems receiving federal funding through Federal Transit Administration. County departments of human services experienced changes in policy related to Welfare to Work legislation that required them to find ways to move individuals into the work force and deal with new issues such as transportation and day care. Such policy changes may present barriers, but also opens up new opportunities. Welfare reform brought mandates that challenged local transportation service providers. It also opened up new funding opportunities for providing services to accommodate new demand for public transportation services.

Another potential rough spot is getting local matching funds. Often granting agencies require that a share of funds be provided locally in order to qualify. However, “local share” does not always have to be in the form of cash. It can often be in the form of vehicles or other capital equipment.

An important part of overcoming crises is being adaptable to change and responsive to agency and individual needs as they arise. Evaluation and reporting needs, for example, may be covered for all agencies that are coordinating their transportation services. What happens when a new agency joins the fold with additional needs?

Turnover in personnel is a potential rough spot. To counteract this, it is important to have an organizational structure in place that is permanent and ongoing, and not one that is merely based on informal relationships among key leaders and stakeholders.

**Mechanisms for Solving Problems**

Mechanisms for problem solving should be part of organizational structure and procedures. These should enable the organization to bring the necessary people together to address problems effectively. In a coordinated setting it is often easier to point fingers, but the bottom line is that for a system to continue to function, it is important to work out issues of conflict as they occur and move on.
Another example of a problem solving mechanism is an ombudsman or advocate to serve as a representative or spokesperson for groups that have the greatest stake in the transportation service. In particular, older adults and people with disabilities require such a mechanism for addressing complaints and concerns. Individually, older adults and people with disabilities often hesitate to make their concerns known for fear of losing service or appearing ungrateful.

By having reporting procedures in place, problems can be effectively addressed and prevented from becoming major issues. For example, what is the follow-up procedure if somebody doesn’t get picked up on time, gets dropped off too early, or falls while riding the bus?

Some problems are best dealt with on a one–to–one basis. An impartial consultant or ombudsman can help resolve conflicts and solve problems.

**CONCLUSION**

In this module you learned how to:
• Recognize that problems will arise despite the most careful planning, and
• How to apply techniques for overcoming problem areas in a group setting and one to one.

**LOOKING BACK**
After reading this section, you will be able to:

• Recognize the rationale for evaluation and monitoring in improving the coordinated system

• Understand how evaluation and monitoring assist in reporting

• Identify the key variables and data needs of all participants in the coordinated system

• Design evaluation and monitoring procedures that meet the needs of participating agencies and companies, and the coordinated system as a whole

GOAL AND OBJECTIVES

The goal of this module is to provide an understanding of the need for monitoring and evaluation, and to examine the procedures and processes that are in place to track and review progress.

REVIEWING PROGRESS

In the planning stage, it is important that procedures be in place to track what is occurring in the coordinated system. Specifically, this falls under the general function of “program evaluation.” Program evaluation is approached in a variety of ways, depending on the organizational setting in which it is performed. As discussed earlier, agencies have different reporting requirements that they must fulfill in order to satisfy state and/or federal requirements. Each of these agencies will have its own ideas about evaluation, and require recipients of funding to supply a variety of data. Beyond the need to comply with the requirements of granting agencies, evaluation is sometimes used as a basis for determining the effectiveness of a program and making decisions about whether or not to continue funding. In the case of transportation service coordination, evaluation should be thought of as a means by which processes and procedures for delivering services can be improved to perform more effectively and efficiently.

It is important to set up an information system for gathering, analyzing and disseminating data. This is best accomplished collaboratively. Review of progress should take place on a monthly, quarterly, semi-annual, or annual basis because agencies have different reporting needs and time frames. Further, an evaluation system should provide sufficient data on performance and demographic variables to generate needed statistics.

These variables might include the following:

• Use of service
• Number of people served
These evaluation measures should be taken into consideration during the planning process. An effective information system is mandatory for having statistics available for those agencies that need them when they need them. Also, in terms of evaluating the coordination effort itself, performance objectives will be set during the planning process. As the system becomes operational, data will be available for determining whether or not these objectives are being met.

The purpose of monitoring the coordinated system is to discover problems and make necessary changes. For example, it is important to keep an eye on costs. If agencies discover that it is cheaper to provide services outside the coordinated system, they may opt not to participate. Looking at the data, you may discover, for example, that there are too many vehicles going out in the morning. There may be too many vehicles hanging around in the evening. There may be more vehicles out in the middle of the day than are needed to meet customer demand at that time. Once a problem is discovered, it is then necessary to have enough flexibility in the way services are scheduled to make the changes necessary to increase efficiency and lower costs. Again, it is better to address this need during the planning process, so that changes can be made smoothly without jeopardizing any of the arrangements and relationships that make up the coordinated structure.

**Ongoing Market Research**
Data on customer satisfaction should be gathered periodically to suggest service improvements that might not be discovered through other data collection methods. Market research techniques discussed earlier including surveys, group discussions, and personal interviews, are effective ways of gaining a depth of understanding about how well the coordinated system is functioning and serving the markets to which it is targeted.
Advisory Committee
Having an advisory committee is helpful for keeping the discussion alive and keeping performance issues on the table. Armed with essential information described above, an advisory committee would ideally meet on a regular basis, review progress, and make suggestions for improvement to the coordinated transportation system.

CONCLUSION
In this module you learned how to:
• Recognize the rationale for evaluation and monitoring in improving the coordinated system,
• Understand how evaluation and monitoring assist in reporting,
• Identify the key variables and data needs of all participants in the coordinated system, and
• Design evaluation and monitoring procedures that meet the needs of participating agencies and companies, and the coordinated system as a whole.
Appendix 2

Resources and Publication

TCRP Report 82 – Improving Public Transit Options for Older Persons
Two volumes by Jon E. Burkhardt, Adam T. McGavock, Westat, and Charles A. Nelson, Creative Action, Inc., and Christopher G. B. Mitchell (on the second volume). This report describes exemplary transportation services and innovative transportation alternatives designed to enable older persons to maintain independence. It is an excellent resource for anyone interested in improving public and community transportation for older persons.

A complimentary copy of most TCRP publications may be ordered from the Transit Cooperative Research Dissemination site at www.tcrponline.org.

Why Survive? Being Old in America by Robert N. Butler, M.D.
A seminal study on aging. Winner of the 1976 Pulitzer Prize for non-fiction.

Driving Life Expectancy of Persons Aged 70 Years and Older in the United States, article by Daniel J. Foley and others. American Journal on Public Health, August 2002. Requests for reprints should be sent to Daniel J. Foley, MS, Laboratory of Epidemiology, Demography, and Biometry. National Institute on Aging. 7201 Wisconsin Ave., Bethesda, MD 20892 (e-mail; foleyd@gw.nia.nih.gov).

Who’s Going to Drive Miss Daisy? This study’s findings suggest that the answer to this question could become a critical one. The study’s statistical analysis of data gathered in 1993 and 1995 shows that the average number of years a person continued to drive – the driving expectancy – was significantly less than the overall life expectancy. The gape between driving expectancy and overall life expectancy means that older men and women who outlive their ability or willingness to drive will be dependent on alternative transportation.

Caregiver Transportation Toolkit: Video, informational booklet and a list of helpful products and resources for family caregivers and volunteer drivers of older adults with cognitive and/or physical impairments. The material is focused mainly on drivers who use their own vehicles to provide transportation for their loved ones, but it can be helpful to any drivers of older passengers with impairments. ($5.00 shipping/handling charge) For questions regarding toolkit, visit www.easter-seals.org or e-mail Lisa Peters-Beumer at lpeters@easter-seals.org.


The executive summary and full document are available on AARP’s website, www.aarp.org.
An examination of how older individuals travel in their communities, how much they travel, and the problems they perceive with their various transportation mode choices.


This study is based on data gathered from 236 supplemental transportation providers (STPs). It presents one-page profiles of eleven STPs, program reviews of five, and detailed case reviews of six. It applied the criteria of the Five A’s (Availability, Acceptability, Accessibility, Affordability, Adaptability) for its evaluations. The study is available on the web at http://www.seniordrivers.org/research/


A report on how drivers and non-drivers age 75 and older regard their transportation options and how they stay connected to their communities as they age.
Appendix 3
Glossary and Acronyms for General and Senior Transit

AAA
An Area agency on Aging is a generic term. Specific names of local AAAs may vary. AAAs are the local components of the aging network created by the Older Americans Act. An AAA is a public or private non-profit agency designated by the state to be responsible for a geographic area that is a city, a single county or a multi-county district. An AAA coordinates Older American Act funds; coordinates and supports a wide range of home and community-based services; and serves as a single point of information for older persons and their caregivers.

AARP formerly the American Associations of Retired Persons
A nonprofit, nonpartisan membership organization for people 50 and over. It has over 34 million members. It provides information and resources; advocates on legislative, consumer and legal issues; and is active in every U.S. state and territory. For more information, see www.aarp.org

Access Board
Common name for the Architectural and Transportation Barriers Compliance Board, an independent Federal agency whose mission is to develop guidelines for accessible facilities and services and to provide technical assistance to help public and private entities understand and comply with the Americans with Disabilities Act (ADA).

Access to Jobs
Federal funding for programs to increase work-related transportation available to low-income individuals. Authorized in TEA-21. Non-profit organizations and municipalities can apply to FTA for funding.

Accessibility
The extent to which facilities, including transit vehicles, are barrier-free and can be used by people who have disabilities, including wheelchair users.

Administrative Assistance
Funding that supports the administrative costs related to a program activity, such as office expenses, insurance, legal expenses, bookkeeping, and administrative staff expenses.

Alternative Fuels
Vehicle engine fuels other than standard gasoline or diesel. Typically, alternative fuels burn cleaner than gasoline or diesel and produce reduced emissions. Common alternative fuels include methanol, ethanol, compressed natural gas (CNG), liquified natural gas (LNG), clean diesel fuels and reformulated gasoline.

ADA
Americans with Disabilities Act: Passed by the Congress in 1990, this act mandates equal opportunities for persons with disabilities in the areas of employment, transportation, communications and public accommodations. Under this Act, most transportation providers are obliged to purchase lift-equipped vehicles for their fixed-route services and must assure system-wide accessibility of their demand-responsive services to persons with disabilities. Public transit providers also must supplement their fixed-route services with paratransit services for those persons unable to use fixed-route service because of their disability.

American Society on Aging
A national nonprofit organization of over 6,000 members working on virtually every aspect of aging. For more information, see www.Asaging.org

Appropriation
The step at which a legislative body and chief executive have agreed and signed into law an approval to spend public funds on specified programs and projects. Within the federal government, no funds may be spent unless their appropriation has been approved by Congress and signed into law by the President.
AoA
Administration on Aging was created by the Older Americans Act of 1965 (OAA). The agency of the U.S. Department of Health and Human Services, is headed by an Assistant Secretary for Aging. AoA is the federal focal point and advocacy agency for older persons as mandated by the Older Americans Act. It provides leadership, technical assistance and support to the national aging network of State Units on Aging, Area Agencies on Aging, and tribal organizations. For more information, see [www.aoa.gov](http://www.aoa.gov)

Assisted Living Facility
A facility that provides a special combination of housing, personalized supportive services and health care designed to assist those in need of help with activities of daily living (walking, toileting, bathing, etc.) but who do not require the skilled medical care provided in a nursing home (skilled nursing facility).

Authorization
The legislative step by which a government approves the concept of spending funds on certain categories of programs and projects. Note that most authorizing legislation does not specify program funding amounts; instead, it either authorizes “such sums as may be necessary” for a program, or sets guidelines that may be subject to change depending on outcomes of the appropriations process.

Average Trip Length
The average distance ridden for an unlinked passenger trip by time period (weekday, Saturday, Sunday) computed as passenger miles divided by unlinked passenger trips.

Block Grant
Also known as formula grants, these are funds that an agency allocates to pre-determined grantees on a mathematical basis, without requiring the submission of competitive grant proposals. Many federal grants and other forms of financial assistance are awarded as block grants to state agencies that actively administer the funded activities according to state plans, procedures and priorities.

Bond
A three-party agreement providing legal assurance of contract. A transit provider may request/receive prospective contractors to provide a bid bond - a guarantee that the bidding party will fulfill the terms of the bid, and if not, that a third party (usually an insurance company) will pay any cost difference bond that ensures restitution should the winning contractor fail to perform in accordance with specific contract terms.

Brokerage
A method of providing transportation where riders are matched with appropriate transportation providers through a central trip-request and administrative facility. The transportation broker may centralize vehicle dispatch, record keeping, vehicle maintenance and other functions under contractual arrangements with agencies, municipalities and other organizations. Actual trips are provided by a number of different vendors.

Bus Testing
Originally drafted in 1989, the Federal Transit Administration (FTA) Bus Testing regulations mandate that all transit vehicle models purchased with FTA money must undergo testing at FTA’s Altoona, Pa. bus testing site.

Buy America
Federal transportation law which requires that all purchases of vehicles, equipment or any other manufactured item be of US-made and assembled components, unless the purchase price is less than $100,000 or the DOT has given the purchaser a Buy America waiver.

Call-a-Ride
Generic term for demand-response transportation service.

Capital Assistance
Funding that helps acquire, construct, or sometimes maintain facilities and equipment, such as real estate,
buildings, vehicles, or transportation facilities.

Capital Costs
Refers to the costs of long-term assets of a public transit system such as property, buildings and vehicles. Under TEA-21, FTA has broadened its definition of capital costs to include bus overhauls, preventive maintenance and even a share of transit providers' ADA paratransit expenses.

Clean Air Act
Federal regulations which detail acceptable levels of airborne pollution and spell out the role of state and local governments in maintaining clean air.

CDL
Commercial Drivers License: The standardized driver’s license required of bus and heavy truck drivers in every state. Covers drivers of any vehicle manufactured to seat 15 or more passengers (plus driver) or over 13 tons gross vehicle weight. The CDL is mandated by the Federal government in the Commercial Motor Vehicle Safety Act of 1986.

Community Transportation
Transportation services that address the transit needs of an entire community, including the needs of both the general public and special populations.

Complementary Paratransit
Paratransit service that is required as part of the Americans with Disabilities Act (ADA) which complements, or is in addition to, already available fixed-route transit service. ADA complementary paratransit services must meet a series of criteria designed to ensure they are indeed complementary.

CMAQ
Congestion Mitigation and Air Quality Project: A flexible funding program administered by the Federal Highway Administration (FHWA) which funds projects and programs to reduce harmful vehicle emissions and improve traffic conditions. CMAQ funds may be used flexibly for transit projects, rideshare projects, high-occupancy vehicle lanes or other purposes.

Coordinating Council on Access and Mobility (CCAM)
The CCAM was created in 1986 by a memorandum of understanding between the U.S. Department of Transportation and the U.S. Department of Health and Human Service to be a forum for where coordination of the departments’ transportation programs could be pursued to achieve the basic objectives of improving mobility. For more information, see [www.ctaa.org](http://www.ctaa.org)

Coordination
A cooperative arrangement between transportation providers and organizations needing transportation services. Coordination models can range in scope from shared use of facilities, training or maintenance to integrated brokerages or consolidated transportation service providers. For more information, go to [www.ctaa.org](http://www.ctaa.org)

Curb cut
The elimination of a step at a curb. The slant acts as a ramp for wheelchairs and other activities that are hindered by steps. Is of ten cited as an example of universal design: a feature that although designed for persons with disabilities benefits other users.

Curb-to-Curb Service
A common designation for paratransit services. The transit vehicle picks up and discharges passengers at the curb or driveway in front of their home or destination. In curb-to-curb service the driver does not assist the passenger along walks or steps to the door of the home or other destination.
CTAA
Community Transportation Association of America. A national nonprofit organization professional association of organizations and individuals committed to removing barriers to isolation and to improving mobility for all people. For more information, see www.ctaa.org

CTAP
Community Transportation Assistance Project. This program of the U.S. Department of Health and Human Services offers training materials, technical assistance and other support services for community transportation providers across the country. CTAP services are currently delivered by CTAA through the National Transit Resource Center.

Demand-Response Service
The type of transportation service where individual passengers can request transportation from a specific location to another specific location at a certain time. Transportation vehicles providing demand-response service do not follow a fixed route, but travel throughout the community transporting passengers according to their specific requests. Can also be called “dial-a-ride.” These services usually, but not always, require advance reservations.

Demonstration Grant
Funding that is awarded to demonstrate a new strategy in achieving a program’s objectives, to test innovative approaches in program delivery, or as an adjunct to applied research in a certain topic. Most demonstration grants are intended as one-time events, either to test a new program concept that may not be continued, or as “seed money,” whereby a successful demonstration can prove its long-term sustainability through other funding sources.

Deviated Fixed Route
This type of transit is a hybrid of fixed-route and demand-response services. While a bus or van passes along fixed stops and keeps to a timetable, the bus or van can deviate its course between two stops to go to a specific location for a pre-scheduled request. Often used to provide accessibility to persons with disabilities.

Dial-a-Ride
Generic term for demand-response transportation service.

Directly Generated Funds
Any funds where revenues are generated by or donated directly to the transit agency, including passenger fare revenues, advertising revenues, donations, bond proceeds and taxes imposed by the transit agency.

Disabled/person with disability
Any person who by reason of illness, injury, age, congenital malfunction or other permanent or temporary incapacity or disability is unable, without special facilities, to use local transit facilities and services as effectively as persons who are not so affected.

Discretionary Grant
Financial assistance that is awarded on the basis of competitive merits from among proposals that are submitted. Even in cases where projects are identified, or “earmarked,” by members of Congress, grant-making agencies generally will require recipients to file applications and abide by the procedures of what was designed as a competitive grant-making process.

Door-to-Door Service
A form of paratransit service that includes passenger assistance between the vehicle and the door of his or her home or other destination. A higher level of service than curb-to-curb, yet not as specialized as a door-through-door service.

Drug and Alcohol Testing Regulations
DOT implemented the Omnibus Transportation Employee Testing Act in December 1992. The act requires drug and alcohol tests for all safety-sensitive employees of agencies receiving Section 5307, 5309 or 5311 funding.
Economic Development
The improvement of an area’s employment, production or industrial well being. The availability of public transit can play an important role in economic development.

Elder Care Locator
A toll-free number, 1-800677-1116, and website for identifying the information and referral services for ZIP code in the country. It is a public services of the U.S. AoA, administered by the National Association of Area Agencies on Aging in cooperation with the National Association of State Units on Aging. For more information, see www.eldercare.gov

Employment Transportation
Transportation specifically designed to take passengers to and from work or work-related activities.

Escort see Escorted Transportation
Escorted Transportation
Transportation for frail elderly and persons of any age with disability who need a person to assist them when traveling. See Curb-to-curb, Door-to-door, and Door-through-door service.

EZ/EC
Empowerment Zones/Enterprise Communities: These areas, so designated by the Department of Housing and Urban Development (HUD) and the Department of Agriculture (USDA), are eligible for preferences and flexibility in many federal grant programs. EZ/ECs are chosen competitively based on community poverty characteristics and local strategic planning processes.

Fare Box Revenue
A public transportation term for the monies or tickets collected as payments for rides. Can be cash, tickets, tokens, transfers and pass receipts. Fare box revenues rarely cover even half of a transit system’s operating expenses.

FHWA
Federal Highway Administration. A component of the U.S. Department of Transportation, provides funding to state and local governments for highway construction and improvements, including funds must be used for transit. FHWA also regulates the safety of commercial motor vehicle operations (vehicles which require a CDL to drive). FHWA is the lead agency in federal intelligent transportation activities and regulated interstate transportation.

Fixed Guideway
A mass transit facility using and occupying a separate right-of-way or rail for the exclusive use of mass transportation and other high-occupancy vehicles; or using a fixed catenary system useable by other forms of transportation.

Fixed-route
Transit services where vehicles run on regular, pre-designated, pre-scheduled routes, with no deviation. Typically, fixed-route service is characterized by printed schedules or timetables, designated bus stops where passengers board and alight and the use of larger transit vehicles.

Frail
Generally applied to a vulnerable elderly person (usually age 75 or older) whose special physical and/or mental condition results in needing particular assistance and services. Most frail elderly need escorted transportation to-the-door or through-the-door.

FTA
Federal Transit Administration (before 1991, Urban Mass Transportation Administration). A component of the U.S. Department of Transportation that regulates and helps fund public transportation. FTA provides financial assistance for capital and operating costs and also sponsors research, training, technical assistance and demonstration programs. FTA was created by the passage of the Urban Mass Transportation Act of 1964.
Geriatrics
The branch of medicine that deals with the diagnosis and treatment of diseases and problems specific to the aged.

Gerontology
The scientific study of the biological, psychological, and sociological issues associated with aging.

Grant
The award of government funds to an entity. Federal funds are typically awarded either as formula (or “block”) grants, where a predetermined legislative process establishes the level of funding available to an entity, or discretionary grants, where the funding agency is free to determine how much (if any) funding an entity will be given based on the relative merits of the proposal. Private foundations also give grants based on their own criteria.

Guaranteed Ride Home
Program that encourages employees to carpool, use transit, bike or walk to work by guaranteeing them a ride home in case they cannot take the same mode home (e.g., if they need to work late or if an emergency occurs).

Head Start
A program of comprehensive services for economically disadvantaged preschool-age children. Services, including transportation, are provided by local Head Start agencies and are funded by the Administration for Children and Families, part of U.S. DHHS.

Human Services Transportation
Transportation related to the provision of human or social services. Includes transportation for the elderly and people with disabilities when the transportation is provided by an arrangement other than the public service available to all.

Intercity Transportation
Transportation service between two urban areas. Under FTA’s Section 5311 (f), intercity transportation service must receive no less than 15 percent of each state’s total Section 5311 funding, unless a state’s governor certifies that these needs are already being met.

Intermodal (APTA)
Those issues or activities which involve or affect more than one mode of transportation, including transportation connections, choices, cooperation and coordination of various modes. Also known as “multimodal.”

Jitney
A privately-owned small vehicle that is operated on a fixed route but not on a fixed schedule.

Leadership Council of Aging Organizations (LCAO)
The LCAO represents national organizations whose goals are concerned with the welfare of older persons. For more information, see www.lcao.org

Mass Transportation
Transportation by bus, or rail, or other conveyance, either publicly or privately owned, providing to the public general or special service (but not including school buses or charter or sightseeing service) on a regular and continuing basis. Also known as “mass transit”, “public transportation”, and “transit.”

Match
State or local funds required by various federal or state programs to complement funds for a project. A match may also be required by states in funding projects which are joint state/local efforts. Some funding sources allow services, such as the work of volunteers, to be counted as an in-kind funding match. Federal programs normally require that match funds come from other than federal sources.

Medicaid
Also known as Medical Assistance, this is a health care program for low-income and other medically needy persons. It is jointly funded by state and federal governments. The Medicaid program pays for transportation to non-emergency medical appointments if the recipient has no other means to travel to the appointment.

**MPO**
**Metropolitan Planning Organization**
The local bodies that set coordination standards and select projects in urban areas to be funded by TEA-21

**MRO**
**Medical Review Officer.** An accredited physician who can review the results of drug and alcohol tests for transit employees. A MRO is mandatory for certain transit agencies under the DOT Drug and Alcohol Regulations. The definition and qualifications for a MRO are included in 49 C.F.R. Part 40.

**National Association of Area Agencies on Aging (N4A)**
The membership organization of Area Agencies on Aging. The Association is a national focal point for its members. Its principal activities are to advocate for its members; to promote the critical roles the members play in helping older persons and their families; to improve the capacity of its members to perform their services; and to facilitate cooperative arrangements. It administers the ElderCare Locator service. See ElderCare Locator For more information, see www.n4a.org

**National Association of State Units on Aging (NASUA)**
NASUA is a national membership organization made up the 57 state and territorial government units on aging. It is the national voice through which these units can articulate the policies and programs, public and private, that are responsive to the needs of older persons. For more information, see www.nasua.org

**National Council on Aging (NCOA)**
Founded in 1950. The NCOA is a national nonprofit membership organization of over 3,500 professional and organizations working in the areas of senior centers, employment services, adult day care centers, health centers, and senior housing. It is a national advocate for the concerns of older people. For more information, see www.ncoa.org

**National Transit Database Reports**
Annual reports formerly known as ASection 15, report financial and operating data, required of almost all recipients of transportation funds under Section 5307.

**Nonprofit**
Typically, an incorporated entity whose mission does not include reporting profits from its business activities; in the context of this guide, many non-profit entities for whom federal programs are pertinent are organized for educational, charitable, philanthropic or cultural purposes. Most, but not all, non-profits are exempt from federal corporate income taxes under Section 501(c)(3) of the Internal Revenue Code; this status may or may not be a determining factor in a non-profit's eligibility for certain federal funds; if concerned, you should check directly with the federal funding agency for its guidelines.

**No Show**
A passenger scheduled for a demand-responsive trip does not appear at the designated pick-up point and time and does not cancel the trip in advance. Frequent no-shows can hurt the efficiency and effectiveness of the service.

**NTRC**
**National Transit Resource Center:** Provides technical assistance, information and support to the community transportation industry. Most services and materials are available at no charge. Funded in part by the U.S. Department of Transportation, the U.S. Department of Health and Human Services and the people and members of the Community Transportation Association of America.

**Nursing Home see** Skilled Nursing Facility, Assisted Living
Older Americans Act of 1965, as amended, created the primary vehicle for organizing, coordinating, and providing community-based services for older Americans and their families. The act established a network of services and programs for older people through the Administration on Aging (AoA), state units on aging and Area Agencies on Aging. This network provides supportive services, including transportation and nutrition services, and works with public and private agencies that serve the needs of older individuals and their family caregivers. In FY 2001, the National Family Caregiver Support Program was created.

Operating Assistance
Funding that helps support the day-to-day costs of operating or providing services; in transportation settings, this category often includes driver salaries and operating staff expense, as well as fuel, and other routine, ongoing costs of having and operating a transportation service.

Operating Costs
Non-capital costs associated with operating and maintaining a transit system, including labor, fuel, administration and maintenance.

Paratransit
Types of passenger transportation that are more flexible than conventional fixed-route transit but more structured than the use of private automobiles. Paratransit includes demand-response transportation services, subscription bus services, shared-ride taxis, car pooling and vanpooling, jitney services and so on. Most often refers to wheelchair-accessible, demand-response van service.

PIC
Private Industry Council. See Workforce Investment Board.

Planning Assistance
Support for the planning and design, but not the actual creation or operation, of a service.

Pre-Award/Post-Delivery Audit Requirements
Since 1991, FTA has required recipients of Sections 5307, 5309, 5310 and 5311 funds to carry out audits of vehicles and other rolling stock purchased with FTA money. These audits are to ensure that vehicles are manufactured according to specification and comply with applicable Buy America and Federal Motor Vehicle Safety Standards.

Public Body
Most frequently, this term refers to units of state and local government, or entities established by state and local governments.

Public Transit Agency
A public entity responsible for administering and managing transit activities and services. Public transit agencies can directly operate transit service or contract out for all or part of the total transit service provided.

Reverse Commute
Commuting against the main directions of traffic. Often refers to the central-city-to-suburb commute.

Rideshare/Ridematch Program
A rideshare program facilitates the formation of carpools and vanpools, usually for work trips. A database is maintained for the ride times, origins, destinations and driver/rider preferences of users and potential users. Those requesting to join an existing pool or looking for riders are matched by program staff with other appropriate persons. In rural areas, a rideshare program is often used to coordinate Medicaid or volunteer transportation.

Risk Management
An element of a transit system’s safety management program. Includes identification and evaluation of potential
safety hazards for employees, passengers and the public.

Rolling Stock
The revenue vehicles used in providing transit service for passengers. The term revenue vehicles includes the body and chassis and all fixtures and appliances inside or attached to the body or chassis, except fare collection equipment and revenue vehicle movement control equipment (radios). For rubber tired vehicles, it includes the cost of one set of tires and tubes to make the vehicle operational, if the tires and tubes are owned by the transit agency.

Section 5307
The section of the Federal Transit Act that authorizes grants to public transit systems in all urban areas. Funds authorized through Section 5307 are awarded to states to provide capital and operating assistance to transit systems in urban areas with populations between 50,000 and 200,000. Transit systems in urban areas with populations greater than 200,000 receive their funds directly from FTA.

Section 5309
The section of the Federal Transit Act that authorizes discretionary grants to public transit agencies for capital projects such as buses, bus facilities and rail projects.

Section 5310
The section of the Federal Transit Act that authorizes capital assistance to states for transportation programs that serve the elderly and people with disabilities. States distribute Section 5310 funds to local operators in both rural and urban settings, who are either nonprofit organizations or the lead agencies in coordinated transportation programs.

Section 5311
The section of the Federal Transit Act that authorizes capital and operating assistance grants to public transit systems in areas with populations of less than 50,000.

Senior Transportation Task Force
A group founded in June 2002, the Task Force is made up of organizations focused on aging, disability, health care, faith-based, transit, labor and other issues with a common interest in promoting senior transportation policies in Congress. It is convened by the United Jewish Communities (UJC). See United Jewish Communities.

Service Route
Another hybrid between fixed-route and demand-response service. Service routes are established between targeted neighborhoods and service areas riders want to reach. Similar to deviated fixed routes, service routes are characterized by flexibility and deviation from fixed-route intervals. However, while deviated fixed routes require advanced reservations, service routes do not. A service route can include both regular, predetermined bus stops and/or allow riders to hail the vehicle and request a drop-off anywhere along the route.

Skilled Nursing Facility (SNF)
A residential facility providing housing, personalized supportive services and health care for those persons who need skilled nursing care.

Solicitation
The process by which funding agencies invite potential grantees or recipients of funds to submit proposals, applications, etc. Frequently, federal agencies announce their grant solicitations through Notices of Funding Availability (NOFA’s), which are published in the Federal Register, as well as posted to the agencies’ own web sites.

State Unit on Aging (SUA)
Generic term for state agencies on aging. The agency are sometimes combined with disability services. They design, administer, manage, and coordinate programs for older persons and their families. They receive Older Americans Act funding through the U.S. Office on Aging. The amount is determined by a formula based on the number of the 60 and over population in the state.
TANF
Temporary Aid to Needy Families. Created by the 1996 welfare reform law, TANF is a program of block grants to states to help them meet the needs poor of families. It replaces AFDC, JOBS, Emergency Assistance and some other preceding federal welfare programs. Because of TANF-imposed time limits, states trying to place TANF recipients in jobs as quickly as possible, often using program funds to pay for transportation, child care and other barriers to workforce participation.

TEA-21
Transportation Equity Act for the Twenty-first Century. This 1998 legislation authorizes approximately $217 billion for highways, highway safety and mass transportation until Fiscal Year 2003.

Technical Assistance
Non-financial support to help accomplish program goals, such as training, consulting, research or evaluation.

Title III
Title of the Older Americans Act enabling expenditures for legal assistance, nutrition, transportation, etc., in programs serving older persons.

Transportation Disadvantaged
Those persons who because of physical or mental disability, age, or income status, are unable to transport themselves or to purchase transportation.

Tribal Entity
In most cases where federal funding is involved, “tribal” refers to the governmental entities of federally recognized Indian tribes (including Alaska natives and native Hawaiians), as well as those corporate entities established by the governments of federally recognized tribes.

Trip
A one-way movement of a person or vehicle between two points. Many transit statistics are based on “unlinked passenger trips,” which refer to individual one-way trips made by individual riders in individual vehicles. A person who leaves home on one vehicle, transfers to a second vehicle to arrive at a destination, leaves the destination on a third vehicle and has to transfer to yet another vehicle to complete the journey home has made four unlinked passenger trips.

Triple A See Area Agency on Aging

Trolleybus
Electric rubber tired passenger vehicles, manually steered and operating singly on city streets. Vehicles are propelled by a motor drawing current through overhead wires via trolleys, from a central power source not on board the vehicle.

Unlinked Passenger Trips
The number of passengers who board public transportation vehicles. Passenger are counted each time they board vehicles no matter how many vehicles they use to travel from their origin to their destination.

United Jewish Communities (UJC)
Represents 156 Jewish Federations and 400 independent communities across North America. Through the UJA Federation Campaign, UJC provides humanitarian assistance to those in need, and translates Jewish values into social action. Convenes the Senior Transportation Task Force. For more information, see www.ujc.org

Universal Design
A term applied to architectural features and products that, although originally designed for persons with disabilities, are useful to all users.
Urbanized Area (UZA)
An area defined by the U.S. Census Bureau that includes 1 or more incorporated cities, villages and towns (central place) and the adjacent densely settled surrounding territory (urban fringe) that together have a minimum of 50,000 persons. The urban fringe generally consists of contiguous territory having a density of at least 1,000 persons per square mile. UZAs do not conform to congressional districts or any other political boundaries.

USDA
United States Department of Agriculture. Among its many other functions, USDA is the federal government’s primary agency for rural economic and community development. See for more information.

U.S. DHHS
United States Department of Health and Human Services. Funds a variety of human services transportation through AOA, Head Start, Medicaid and other programs. See for more information.

U. S. DOL
United States Department of Labor. See for more information.

U. S. DOT
United States Department of Transportation. See for more information.

User-Side Subsidy
A transportation funding structure in which qualified users (usually economically disadvantaged persons) are able to purchase vouchers for transportation services at a portion of their worth. The users then may use the vouchers to purchase transportation from any participating provider. The vouchers are redeemed by the provider at full value and the provider is reimbursed by the funding agency for the full value.

Vanpool
A prearranged ridesharing service in which a number of people travel together on a regular basis in a van. Vanpools may be publicly operated, employer operated, individually owned or leased.

Vehicle Hours
The hours a vehicle travels from the time it pulls out from its garage to go into revenue service to the time it pulls in from revenue service. It is often called platform time. For conventional scheduled services, it includes revenue time and deadhead time.

Vehicle Miles
The miles a vehicle travels from the time it pulls out from its garage to go into revenue service to the time it pulls in from revenue service. It is often called platform time. For conventional scheduled services, it includes revenue time and deadhead time.

Workforce Investment Act
This 1998 legislation consolidates the former Job Training Partnership Act (JPTA) and many other federal job training programs into state-managed block grants. This law also replaces Private Industry Councils (PICs) with Workforce Investment Boards.

Workforce Investment Board
Formerly known as Private Industry Council (PIC). Workforce Investment Boards are concerned with training and developing workers to meet the needs of local business. They are responsible for most local job training programs and related welfare-to-work efforts.