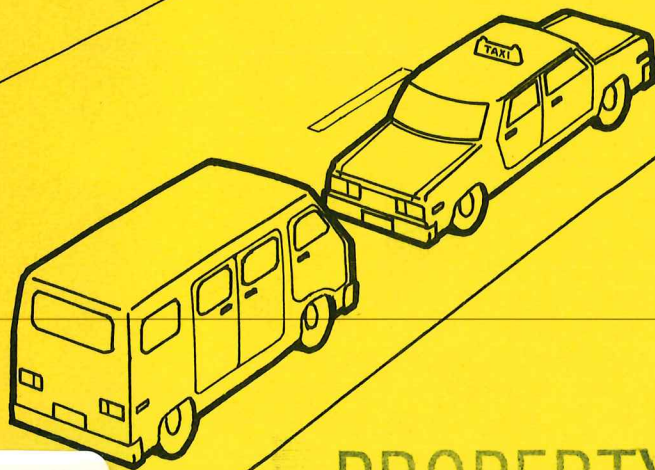




# COORDINATING SPECIAL TRANSPORTATION SERVICES IN MINNESOTA

**Final Report to the Legislature from  
the Interagency Task Force on  
Coordination of Special  
Transportation  
Services**



Cooperation  
Accessibility  
Demonstration  
Communication  
Funding  
Broker  
Scrip  
Operators  
Reimbursement  
Authority  
Voucher  
A-95  
Productivity  
Competition  
Barriers  
Elderly  
Economically  
disadvantaged  
Handicapped

Prepared by  
the Minnesota  
Department of Transportation

October, 1980

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DEPARTMENT OF TRANSPORTATION  
Room 413

# Office Memorandum

TO : Richard P. Braun  
Commissioner

DATE: November 3, 1980

FROM : Peter A. Fausch *PAF*  
Assistant Commissioner  
Planning Division

PHONE: 6-8532

SUBJECT: Interagency Task Force on Coordination of  
Special Transportation Services Report

As Chairperson of the Interagency Task Force on Coordination of Special Transportation Services, I am pleased to submit to you the final report from the Task Force. The Task Force and its subcommittee have been meeting for over a year to collect information, ask for input and develop the concepts outlined in this report, as mandated by Minnesota Statute 174.29, Subdivision 3.

I would like to take this opportunity to recognize the Task Force members for the many hours spent in discussing coordination of special transportation services. The Task Force members are:

Ron Abato  
Minnesota Board on Aging

Gerald Pavek  
Minnesota Department of Education

Natalio Diaz  
Metropolitan Council

Elna H. Ponto  
Southeastern Minnesota  
Regional Development Commission

William Fitzsimmons  
Minnesota Valley Action Council

Charles Stene  
Minnesota Department of Public Welfare

Judith Hollander  
Metropolitan Transit Commission

Edwin O. Opheim  
Division of Vocational Rehabilitation  
Minnesota Department of Economic Security

Larry Johnson  
Minnesota Association of Health Care  
Facilities

Etta Schroeder  
Cottonwood County Minibus Service

Nancy Kelly  
Minnesota Department of Public Safety

James M. Stoffels  
Minnesota Department of Health

William Olsen  
Medibus Ambulance

Kurt Strom  
Minnesota State Council for the Handicapped

Recognition should also be given to the following persons for their assistance:  
Bonnie O'Day Aune, Metropolitan Transit Commission, Scott Rostron, Division of Vocational Rehabilitation, Department of Economic Security, and Jim Parker, Department of Health.

Richard P. Braun  
November 3, 1980  
Page Two

On behalf of the Task Force, I would also like to express our appreciation for the invaluable assistance given by agencies, organizations and special transportation operators throughout the State.

We are confident that this report will be favorably accepted by the Legislature and that our recommendations will be considered during the 1981 legislative session.

Enclosure

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Minnesota  
Department of Transportation  
Transportation Building  
St. Paul, Minnesota 55155

Office of Commissioner  
November 3, 1980

(612) 296-3000

Honorable Clarence Purfeerst  
323 Capitol  
St. Paul, Minnesota 55155

Dear Senator Purfeerst:

As mandated by Minnesota Statute 174.29, Subdivision 3, I am hereby transmitting to you the final report of the Interagency Task Force on Coordination of Special Transportation Services. This report culminates a year of hard work by the Task Force.

We believe that this report satisfies the legislative mandates given to the Task Force, and includes a discussion of the following subjects:

- . background and resource information
- . existing programs that fund special transportation in Minnesota
- . potential strategies for coordination
- . major concerns of the Task Force
- . recommendations to the Legislature from the Task Force

We would be pleased to discuss any aspect of this report with the appropriate legislative committees.

Sincerely,

Richard P. Braun  
Commissioner

---

Enclosure



Minnesota  
Department of Transportation  
Transportation Building  
St. Paul, Minnesota 55155

Office of Commissioner

November 3, 1980

(612) 296-3000

Honorable Stanley Fudro  
165 State Office Building  
St. Paul, Minnesota 55155

Dear Mr. Fudro:

As mandated by Minnesota Statute 174.29, Subdivision 3, I am hereby transmitting to you the final report of the Interagency Task Force on Coordination of Special Transportation Services. This report culminates a year of hard work by the Task Force.

We believe that this report satisfies the legislative mandates given to the Task Force, and includes a discussion of the following subjects:

- . background and resource information
- . existing programs that fund special transportation in Minnesota
- . potential strategies for coordination
- . major concerns of the Task Force
- . recommendations to the Legislature from the Task Force

We would be pleased to discuss any aspect of this report with the appropriate legislative committees.

Sincerely,

Richard P. Braun  
Commissioner

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Enclosure

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## EXECUTIVE SUMMARY

This summary of the Interagency Task Force on Coordination of Special Transportation report presents a quick review of compiled data, analysis and evaluation made by a fifteen member Task Force. It presents pertinent background information, existing State and Federal programs funding Minnesota's special transportation, potential strategies for coordination, and major concerns and recommendations.

## BACKGROUND INFORMATION

The Interagency Task Force on Coordination of Special Transportation Services was created by the 1979 Minnesota Legislature (Minn. Stat. 174.29, Subd. 3) to determine ways to provide more adequate access to transportation service for the elderly, handicapped, and others with special transportation needs. The task force was also formed to find ways to more efficiently utilize public and private funds used for special transportation (serving the elderly, handicapped, disabled, or economically disadvantaged). The Commissioner of Transportation was given the responsibility for the formation and support of the task force.

Fifteen members were chosen by the Commissioner of Transportation to serve on the task force. Eight of these members were representatives of state agencies that assist, provide, reimburse, or regulate special transportation services.

Based on the statutory language, the task force developed the following objectives to accomplish the legislative mandates:

- . identify programs administered by state departments, agencies, or boards to assist, provide, reimburse or regulate special transportation service;
  - . identify possible strategies and opportunities for coordination of programs for special transportation services;
  - . evaluate coordination strategies for effectiveness in improving or expanding access to transportation for those with special transportation needs and for efficiency in use of public investments and public funds;
  - . develop alternative ways in which transportation programs and expenditures can be coordinated; and
  - . recommend the adoption of policies, rules and legislation necessary to implement coordination programs identified or developed as a result of committee study and evaluation.
- 

An extensive amount of research was undertaken by task force members and agency staff to gather material on State and Federal programs funding special transportation as well as methods of coordination attempted or proposed throughout the nation.

## EXISTING FEDERAL AND STATE PROGRAMS FUNDING MINNESOTA'S SPECIAL TRANSPORTATION

A major work effort of the task force was to identify programs in Minnesota that fund special transportation services. Through surveys and additional research, it was found that 29 programs fund special transportation in Minnesota.

A program matrix was developed (pp. 15-17 in the report) providing the following information about the 29 programs:

- . name of program;
- . description of program;
- . flow of funding to participants (i.e., federal to state to local);
- . whether the program funding is targeted, formula or discretionary;
- . if the program provides reimbursement, capital, operating, or capital and operating funding, and a breakdown of the amount; and
- . total funding figure for the latest available 12 month period.

Of the 29 programs identified that fund special transportation service in Minnesota, 11 programs were selected by the task force to have the greatest coordination potential. These programs were selected using criteria developed by the task force subcommittee (see figure 4 in the report). Overall, the 29 programs represent approximately \$38,000,000 (for a 12 month period) being spent on special transportation in Minnesota.

The task force also reviewed a few special transportation projects in the State that are funded either from private sources or by local funding only. No attempt was made to identify all of these sources, but the task force believes that they are a valuable resource for future service needs.

After the task force had identified program funding sources for special transportation in Minnesota, it was decided that alternative methods to coordinate these programs should be determined. The strategies for coordination developed by the task force are discussed below.

### STRATEGIES FOR COORDINATION

In discussing potential strategies and actions for coordination, the task force agreed on five basic areas of study, which are:

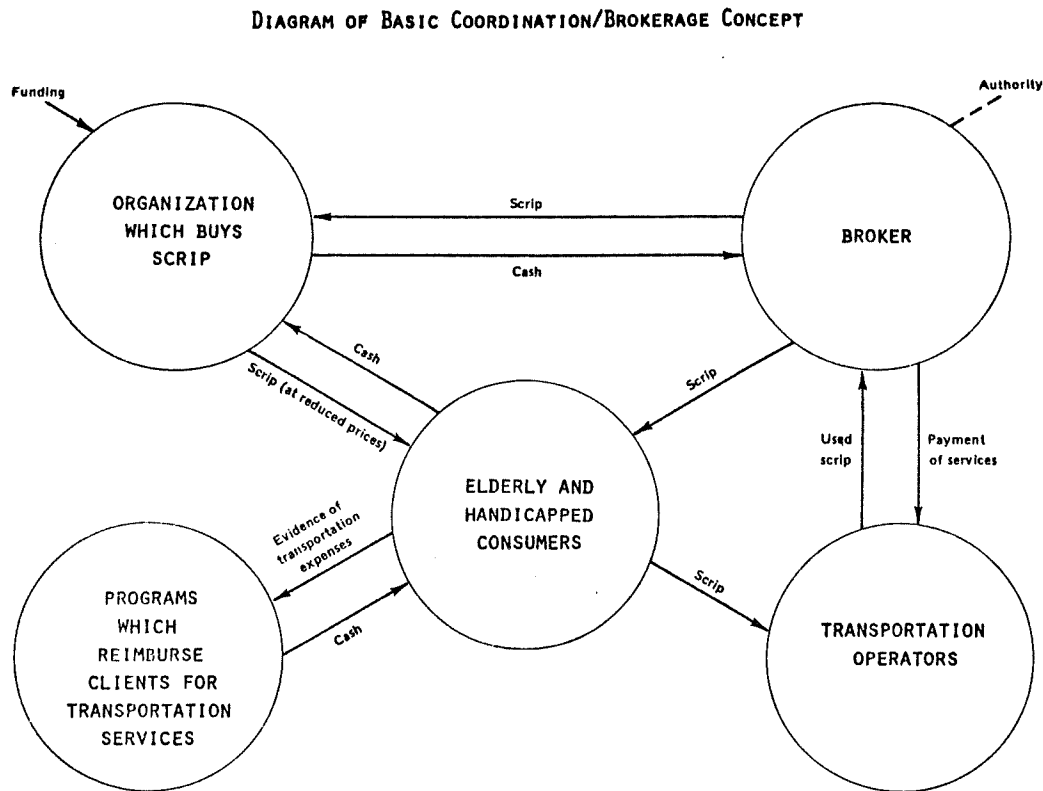
- . continuing interagency communication and cooperation
- . public information activities
- . basic coordination/brokerage concept

- proposed coordination concept in rural Minnesota
- proposed coordination concept in Minnesota metropolitan areas.

The task force found the first two items to be very important, and suggested within the report that they be continued in the future. The last three areas require a detailed explanation of the task force work.

### Basic Coordination/Brokerage Concept

The basic coordination/brokerage concept is a mechanism for the coordination of public and private transportation in a given service area. This concept is comprised of various service components, shown in the diagram:



From: Project Design for a Coordinated Paratransit Service for Elderly and Handicapped Persons in Allegheny County, Pennsylvania,  
Blumstein, Forstall, Miller and Stafford, December, 1977

The broker is the central source of all transportation transactions in a coordinated system. The broker may oversee trip matching, dispatching of vehicles, administration of the system, passenger certification, monitoring, and evaluation.

Implementation of the basic coordination/brokerage concept could produce the following benefits: reduction of costs, increased productivity, improved access to special transportation and a higher level of service could be provided.

Further discussion of the basic coordination/brokerage concept and its benefits begins on page 28 of the report.

#### Coordination Potential in Rural Minnesota

Two projects that are working toward a coordinated system were reviewed. First, the Region 10 paratransit project is a two year program that is planning a coordinated system as well as selecting a few sites in the Region where implementation of a coordinated system will occur.

Secondly, a new service in Freeborn County was studied, which is funded primarily with Title III monies and operated by Albert Lea Trades and Labor Community Service, Inc. Working with board members from this project, the task force developed a proposed coordination concept that might assist rural areas in Minnesota (page 42 in the report).

#### Coordination Potential in Minnesota Metropolitan Areas (Over 50,000 population)

The task force also looked at two metropolitan areas in Minnesota that are implementing coordinated systems for special transportation. The first system is being developed by the Duluth Transit Authority, and will be operational in the near future.

The second coordinated system has been operating in the Twin Cities metropolitan area for about a year. This project, known as Metro Mobility, was organized in response to a 1979 legislative mandate to develop a special demonstration project to coordinate special transportation services. The Commissioner of Transportation was charged with establishing the project. The project has four major components: Project Mobility, a fleet of 29 lift equipped vehicles; shared-ride taxis; private non-profit operators; and the Metro Mobility Transportation Center, which has functions similar to a broker.

Upon study of the Metro Mobility system, the task force developed a possible strategy for coordinating special transportation in Minnesota's metropolitan areas (page 54 in the report).

#### Problem Areas with Coordination Strategies

There are three main areas of concern that must be addressed if the proposed coordination/brokerage concept is to be successful in Minnesota (pages 59-63 in the report):

Cost of Coordinating - Coordination of special transportation services should reduce the cost of each individual agency to provide their own service. However, due to various factors, this may not always be the case.

Resolution of the Reimbursement Issue - this issue, above all others, kept recurring in task force discussion. The two major problems are that reimbursement does not appear to be possible at this time, and if reimbursement does take place, it has to be for the full or average cost of the ride provided, and not only for the fare charged.

Current Lack of Incentive to Coordinate - although coordination of special transportation services may have many beneficial effects, there are currently few incentives for operators to coordinate.

#### MAJOR CONCERNS OF THE TASK FORCE

The major concerns of the task force focused on two areas: an overview of general barriers to coordination and implementation; and specific concerns directly applicable to Minnesota that continued to surface at task force meetings. The major issues that affect Minnesota are:

- . competition between for-profit vs. non-profit operators
- . interface between regular route service and special transportation
- . lack of understanding about the A-95 review process
- . building support for coordination
- . reimbursement of funding for special transportation services
- . the future of the coordination concept in Minnesota

These issues are discussed on pages 64-81 of the report.

#### RECOMMENDATIONS

The following is a list of recommendations that by consensus of Task Force were itemized as being very important for coordination of Minnesota's special transportation services:

1. A task force should be created to research the relationship of special transportation services to the Motor Carrier Act (Minn. Stat. Ch. 221) and to make recommendations on statutory changes to the legislature.
2. Continue a basic level of funding for special transportation services that are components of a regular route system after the regular route system becomes accessible.
3. A committee of affected agencies should be organized to coordinate and promote the A-95 review process.

4. Reimbursement of special transportation services for the full or average cost of the ride should be implemented.
5. Legislation should be written that mandates all state agencies that provide funding for special transportation in Minnesota to coordinate. (This could include inter-agency agreements to coordinate and continuing agency discussions on coordination issues).
6. Methods of providing incentives should be implemented to encourage coordination.
7. A public information package should be developed to disseminate information on special transportation services available statewide as well as to promote the concept of coordination. The Minnesota Department of Transportation requests the authority and funding to accomplish this task. This task would be undertaken in cooperation with other interested agencies, entities and persons.
8. A demonstration program should be established to implement a test of the coordination/brokerage concept outlined in this report. The Minnesota Department of Transportation requests the authority and the funding to accomplish this task.

These recommendations are discussed in more detail on pages 82-86 of the report.

## I. INTRODUCTION

The Interagency Task Force on Coordination of Special Transportation Services was created by the 1979 Minnesota Legislature (Minn. Stat. 174.29 Subd. 3) to determine ways to provide more adequate access to transportation service for the elderly, handicapped, and others with special transportation needs. The task force was also formed to find ways to more efficiently utilize public and private funds used for special transportation.

Special transportation, as defined by the Legislature, means "motor vehicle transportation provided on a regular basis by a public or private entity or person that is designed exclusively or primarily to serve individuals who are elderly, handicapped, disabled, or economically disadvantaged and who are unable to use regular means of transportation. Special transportation service includes but is not limited to service provided by specially equipped buses, vans, taxis, and volunteers driving private automobiles." 1/

The Commissioner of Transportation was given the responsibility of the formation and support of the task force.

### a. Review of Legislative Mandates

The mandates given to the task force by the Minnesota Legislature are described in Chapter 174.29, Subdivision 3:

1. Identify the programs administered by state departments, agencies or boards to assist, provide, reimburse or regulate special transportation service and identify for each program the amount of state and federal money spent, the types of service provided, the types of individuals served and constraints on coordination with other special or regular transportation services;

1/ Minn. Stat. 174.29, Subd. 1



2. Identify possible strategies and opportunities for coordination of programs for special transportation services and evaluate them for effectiveness in improving or expanding access to transportation for those with special transportation needs and for efficiency in use of public investments and public funds;
3. Develop a continuing procedure for interagency cooperation and communication concerning special and regular transportation programs and concerning the adoption of state operating standards for providers of special transportation service;
4. Develop alternative ways in which transportation programs and expenditures of those agencies, required to provide or reimburse special transportation services, as a component of other programs such as human services and educational programs can be coordinated with the programs and expenditures of agencies authorized to provide capital and operating assistance to operators of special and regular transportation services;
5. Examine the feasibility of transportation voucher systems as a method of improving access to transportation for those with special transportation needs and decreasing capital and operating costs incurred by public agencies to support or provide that transportation. Voucher systems examined shall include systems which allow or require participation by agencies providing transportation as a component of other programs;
6. Recommend the adoption of policies, rules and legislation necessary to implement programs which it has identified or developed as a result of its study and evaluation; and
7. Report its findings, conclusions and recommendations to the legislature, including written and oral presentations to the appropriate standing committees. The task force shall make a preliminary report to the legislature not later than November 1, 1979. The preliminary report shall include the task force's findings under clause (1) and any additional findings, conclusions and recommendations which are appropriate for action by the legislature at the 1980 session. A final report covering all items set forth in mandates 1-7 shall be made to the legislature. 2/

2/ The Commissioner of Mn/DOT notified the appropriate committees of the Legislature that due to the extensive involvement of the task force with the draft operating standards for special transportation services, meeting the July 1 final report deadline would not be possible.

b. Task Force Structure & Work Program

. Task Force Structure

The Legislature directed that all state agencies that assist, provide, reimburse, or regulate special transportation services shall promote, support and facilitate coordination of all of those services with regular transportation services offered to the general public. 3/ Specific state agencies identified to serve on the task force were:

- Department of Economic Security
- Department of Education
- Department of Health
- Department of Public Safety
- Department of Public Welfare
- Department of Transportation
- Minnesota State Council for the Handicapped
- Minnesota Board on Aging

The Commissioner of Transportation, by law, appointed five additional members to the task force representing the Metropolitan Council, regional development commissions, and public and private entities that provide special transportation service. 4/ See the Appendix for a discussion of how these members were selected.

The task force established a subcommittee with five members, and Mn/DOT staff provided administrative support to the task force and subcommittee. The task force and subcommittee membership lists are in the Appendix.

---

3/ Minn. Stat. 174.29, Subd. 2

4/ Minn. Stat. 174.29, Subd. 3

The task force held 10 meetings from September, 1979 to September, 1980. The subcommittee held 5 meetings during the same time period. The function of the subcommittee was to research specific issues and make recommendations on these issues to the full task force.

#### . Task Force Work Program

At the first meeting the task force decided that it would be necessary to develop a work program for the group's activities. The work program was based on legislative mandates given to the task force. A detailed discussion of the work tasks is found in the Appendix. Figure 1 displays the time frame for completion of the tasks. Major tasks were:

1. Define objectives of the task force and establish an overall work program.
2. Continue to identify federal and State existing special transportation services.
3. Compile data and information for the Preliminary Report to the Legislature.
4. Review Mn/DOT proposed operating standards for special transportation services. 5/
5. Review possible applications of a voucher system.
6. Identify possible strategies and opportunities for coordination.
7. Develop continuing procedure for interagency cooperation and communication.
8. Prepare preliminary recommendations.
9. Public meetings.
10. Preparation and presentation of the final report.

5/ This activity proved to be a major effort for the task force. The task force reviewed 10 drafts of the proposed operating standards, and discussed them extensively.

INTERAGENCY TASK FORCE ON SPECIAL TRANSPORTATION SERVICES

ACTIVITIES	1979						1980				
	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March	April	May	June	July
1) Define objectives of Task Force and establish over-all work plan											
2) Continue to identify federal and state existing Special Transportation Services											
3) Compile data and information for legislative report											
4) Review Mn/DOT proposed operating standards for Special Transportation Service providers											
5) Transportation Voucher System											
6) Identify possible strategies and opportunities for coordination											
7) Develop continuing procedure for inter-agency cooperation and communication											
8) Draft preliminary recommendations to Legislature											
9) Public meeting											
10) Report Presentation											

c. Objectives of the Task Force

The task force developed the following objectives to accomplish the legislative mandates:

- . Identify programs administered by state departments, agencies or boards to assist, provide, reimburse or regulate special transportation service.
- . Identify possible strategies and opportunities for coordination of programs for special transportation services.
- . Evaluate coordination strategies for effectiveness in improving or expanding access to transportation for those with special transportation needs and for efficiency in use of public investments and public funds.
- . Develop alternative ways in which transportation programs and expenditures can be coordinated.
- . Recommend the adoption of policies, rules and legislation necessary to implement coordination programs identified or developed as a result of committee study and evaluation.

The task force also agreed on common definitions of coordination, cooperation, and consolidation for purposes of their work. These definitions are in the Appendix.

## II. BACKGROUND AND RESOURCE INFORMATION

An extensive amount of research was undertaken by task force members and agency staff to gather material on Minnesota's special transportation programs, as well as methods of coordination attempted or proposed throughout the nation. The task force would like to take this opportunity to thank all agency staff and special transportation providers throughout the State for their cooperation and assistance in the provision of information for this report.

This chapter will highlight resource materials gathered during task force work. The Appendix provides a detailed bibliography of program materials and coordination articles.

### a. Identification of Existing Minnesota Special Transportation Programs

#### . Special Transportation Program Surveys

The Legislature mandated that the task force "identify the programs administered by state departments, agencies, or boards to assist, provide, reimburse or regulate special transportation service and identify for each program the amount of State and Federal money spent, the types of service provided, the types of individuals served and constraints on coordination with other special or regular transportation services." 6/

---

~~To satisfy this mandate, agencies represented on the task force were surveyed.~~

The survey (See Appendix) was sent to the following state agencies who administer transportation programs:

#### a. Minnesota Department of Transportation

6/ Minn. Stat. 174.29, Subd. 3

- b. Minnesota Department of Public Welfare
- c. Minnesota Department of Economic Security (Division of Vocational Rehabilitation)
- d. Minnesota Board on Aging
- e. Minnesota Department of Education
- f. Minnesota Department of Health
- g. Metropolitan Transit Commission

Information was also gathered on the following programs:

- a. Urban Mass Transportation Administration (UMTA)
- b. ACTION
- c. Community Services Administration
- d. Minnesota Department of Economic Security (Division of Economic Opportunity)
- e. Minnesota Department of Economic Security (Employment and Training Division)

Detailed results of the program surveys are found in the Appendix.

#### . Inventory Information on Special Transportation Operators

Information on individual special transportation operators was also gathered. Mn/DOT prepared an Inventory of Transportation Operators by county that proved useful for contacting individual operators for program information. This inventory includes locations of transit and paratransit systems, elderly and handicapped and social service agency transportation, medical transportation, taxi companies, Amtrak, and intercity bus operators.

Additionally, the University of Minnesota, in cooperation with Mn/DOT, has sent detailed surveys to all operators listed in the draft inventory. These surveys will provide information on type of service offered, service area, type of program, and so on. More detailed information on location and vehicles used in special transportation programs is presently being gathered for use in the promulgation of the Mn/DOT operating standards for special transportation services. A survey has been sent to approximately 3,300 organizations and agencies requesting information on the type of special transportation provided and number of vehicles used.

A comprehensive list of all agency program information that was gathered by task force research is in the Appendix.

Figure 2 is a map of special transportation projects that have been identified under major program funding sources.

b. Identification of Existing Coordination Methods, Strategies & Legislation

Task force research identified coordination methods, strategies and legislation either proposed or implemented throughout the nation. Examples of this effort include:

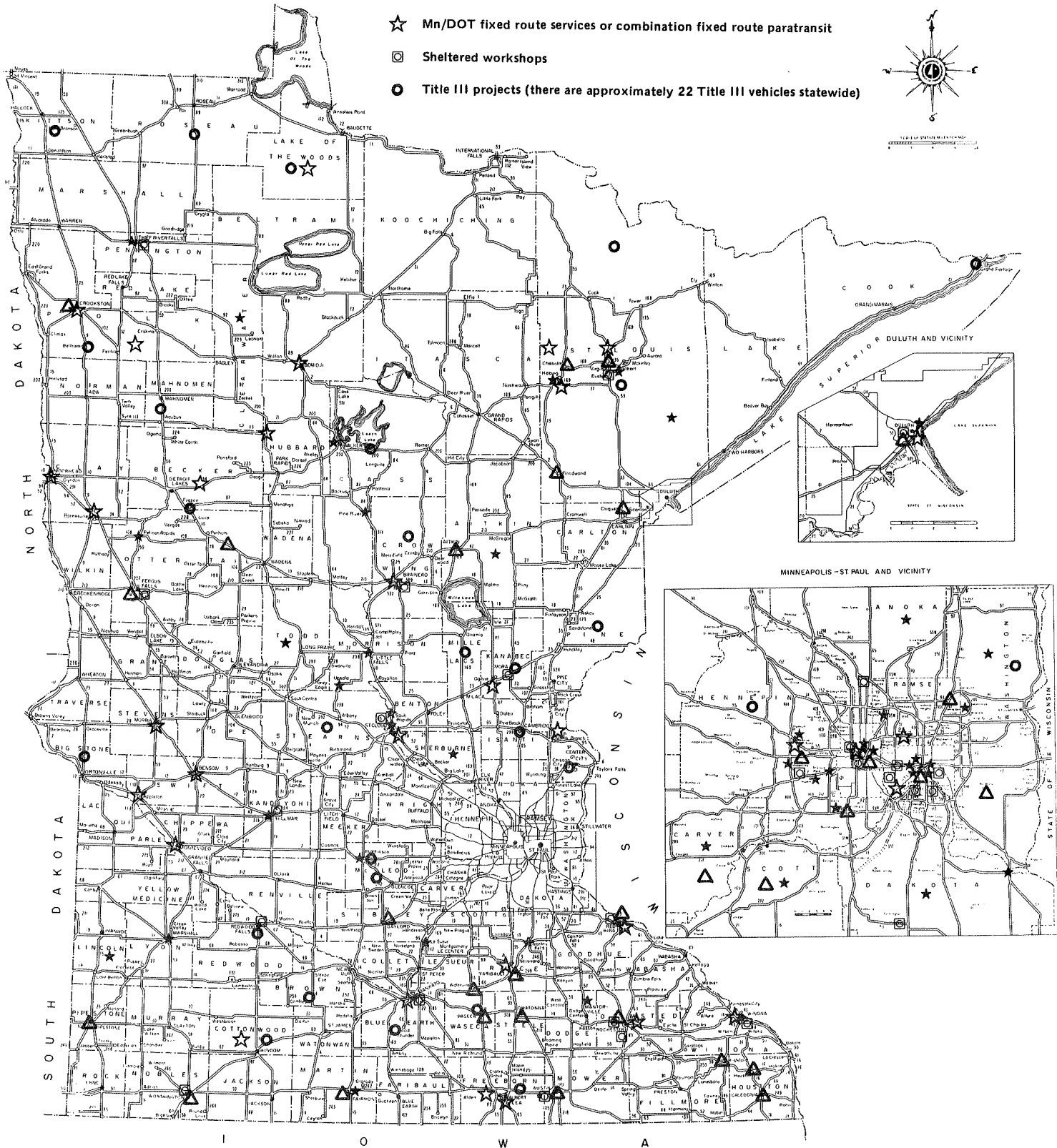
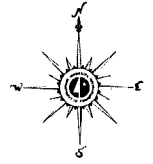
- . a notebook containing all statutes governing special transportation that relates to task force work
- . articles on coordination concepts tried throughout the nation
- . rules that govern special transportation programs in Minnesota
- . coordination policies of agencies that fund special transportation



Figure 2

# SPECIAL TRANSPORTATION SERVICES IN MINNESOTA

- △ 16 (6) (2) -- 74 vehicles statewide
- ★ Mn/DOT paratransit services
- ☆ Mn/DOT fixed route services or combination fixed route paratransit
- ☐ Sheltered workshops
- Title III projects (there are approximately 22 Title III vehicles statewide)



- . evaluations of coordination projects
- . articles on statutory and regulatory barriers to coordination

The Appendix contains information gathered pertaining to coordination methods, strategies and legislation.

### III. EXISTING PROGRAMS THAT FUND SPECIAL TRANSPORTATION IN MINNESOTA

A major work effort of the task force was to identify programs in Minnesota that fund special transportation services. As mentioned earlier, surveys were sent to all agencies that had even a small budget for special transportation. Through the surveys and additional research, it was found that 29 programs fund special transportation in Minnesota.

#### a. Federal Programs and State Programs

A list of the 29 programs and their funding agencies follows. 7/ A description of special transportation services available through those programs is found in the Appendix.

##### 1. Minnesota Department of Transportation

- a. Section 18 - rural and nonurban transportation
- b. Section 16(b)(2) - federal capital funds for private non-profit organizations
- c. Paratransit Grant Program
- d. Regular Route Transit Improvement Program
- e. Public Transit Subsidy Program
- f. Capital Grant Assistance Program

##### 2. Minnesota Department of Public Welfare

- a. Detoxification Transportation Grant

---

7/ The Preliminary Report to the Legislature identified 32 programs. However, three programs were omitted from this report because it was found that two have very minimal funding for special transportation and the remaining program has no involvement at all.

- b. Medical Assistance - Title 19
  - c. Title 20 - Social Service
  - d. Aid to Families with Dependent Children
  - e. Developmental Achievement Centers
- 3. Minnesota Department of Economic Security (Division of Vocational Rehabilitation)
  - a. Section 110 of the Rehabilitation Act of 1973
- 4. Minnesota Board on Aging
  - a. Title III, part B of the Older Americans Act of 1965
- 5. Minnesota Department of Education
  - a. Handicapped Pupil Transportation
- 6. Metropolitan Transit Commission and Minnesota Department of Transportation
  - a. Project Mobility
- 7. ACTION
  - a. VISTA
  - b. University Year for ACTION
  - c. Retired Senior Volunteer Program
  - d. Foster Grandparents Program
  - e. Special Demonstration and Mini Grants
  - f. Senior Companion Program
- 8. Community Services Administration
- 9. Minnesota Department of Economic Security (Division of Economic Development)
  - a. Head Start
- 10. Minnesota Department of Economic Security (Employment and Training Division)
  - a. Concentrated Employment and Training Program (CETA)

11. Minnesota Department of Public Welfare and Minnesota Department of Economic Security

- a. Rehabilitation Facilities and Long-Term Sheltered Workshops
- b. Work Incentive Program (WIN)
- c. General Assistance Work and Training Program
- d. Work Equity Project (WEP)

12. Veterans Administration

- a. Beneficiary Travel

b. Program Matrix

The programs cited above were placed into a matrix format. (figure 3)

This matrix contains the following information:

- . name of program
- . description of program
- . flow of funding to participants (i.e., federal to state to local)
- . whether the program funding is targeted, formula or discretionary 8/
- . if the program provides reimbursement, capital, operating, or capital and operating funding, and a breakdown of the amount
- . total funding figure for the latest available 12 month period

8/ targeted: funds that are directed by an agency toward a specific use

formula: grants directed to the administering agency on a program-wide formula basis, such as population of the geographical area the agency serves

discretionary: funds are distributed by the administering agency in a manner that they feel is appropriate

Figure 3 - PROGRAM MATRIX

A. Programs Determined to Have the Greatest  
Coordination Potential

REPORT REFERENCE	PROGRAM	DESCRIPTION OF TRANSPORTATION PROGRAM	FLOW OF FUNDING PARTICIPANTS (Fed., State, Local)	TARGETED/ FORMULA/ GRANTS OR/ DISCRETIONARY	REIMBURSEMENT	CAPITAL	OPERATING	CAPITAL AND OPERATING	DOLLARS FOR LATEST AVAILABLE 12 MONTH PERIOD	YEAR FOR WHICH FIGURE IS PROVIDED (State or Federal Fiscal)
1a)	Section 18 Rural and Nonurban Transportation (federal)	Provides public transportation funds for rural and small urban areas. The funds provide 80% of capital expenditures and 50% of the operating deficit. Administered by Mn/DOT.	Federal to state to applicants	Discretionary				\$1,638,975	\$ 1,638,975	FFY '80
1b)	Section 16(b) (2) (federal)	Federally funded program to provide capital grants to private non-profit organizations in order to provide transportation for the elderly and handicapped. Administered by Mn/DOT.	Federal to state to applicants	Discretionary		\$435,000			\$ 435,000	FFY '79
1c)	Paratransit Grant Program (state)	Statewide program providing capital and operating assistance for demonstration and on-going projects. Administered by Mn/DOT.	State to applicants	Targeted				\$1,316,750	\$ 1,316,750	SFY '80
1e)	Public Transit Subsidy <sup>1/</sup> Program (state)	Statewide program that provides operating assistance to regular and fixed route transit systems. Administered by Mn/DOT.	State to local units of government	Discretionary 11,410,000.00/ Targeted 3,730,000.00			\$ 3,169,507		\$ 3,169,507	SFY '80
2b)	Medical Assistance <sup>2/</sup> Title 19 (federal)	Provides transportation reimbursement for eligible welfare recipients such as Aid to Families with Dependent Children, medical assistance, and Catastrophic Health Emergency Protection Plan for medically related transportation. Administered by Department of Public Welfare.	Federal to state to county to transportation provider	Discretionary				\$1,927,351	\$ 1,927,351	FFY '79
2c)	Social Services Title 20 <sup>3/</sup> (federal)	Program arranges and provides travel and escorts to and from community resources and facilities for Title 20 eligible recipients. Administered by Department of Public Welfare.	Federal to state to county to clients	Discretionary	\$ 1,676,524				\$ 1,676,524	FFY '80
2e)	Developmental Achievement <sup>4/</sup> Centers (DAC) (state)	Statewide program of grants to transport mentally retarded and cerebral palsied participants to and from the DAC. Administered by Department of Public Welfare.	State to County to licensed DAC's (if need is documented)	Discretionary			\$ 2,484,842		\$ 2,484,842	SFY '79
4a)	Title III, Part B (federal)	Provides transportation to its recipients for health needs; to go to nutrition program meal sites; shopping trips; to community or senior centers; socializing and maintaining family and friendship ties; and for recreational purposes. Administered by Minnesota Board on Aging.	Federal to state to area agencies on aging to grantees	Formula	\$ 730,285				\$ 730,285	SFY '79
5a)	Handicapped Pupil Transportation (state)	The public school districts are responsible for providing a special transportation program for handicapped students who attend public and non-public schools that are unable to ride regular school buses or must be transported to and from specialized programs. Administered by the Minnesota Department of Education.	State to public school districts.	Discretionary			\$8,910,202		\$8,910,202	SFY '79
6a)	Project Mobility (state)	Provides specially equipped fleet of vehicles serving certified handicapped persons in the Cities of Minneapolis and St. Paul and portions of the first ring suburbs. Administered by the Metropolitan Transit Commission (MTC).	Legislature to State to MTC.	Targeted			\$ 2,500,000		\$ 2,500,000	SFY '80
11a)	Rehabilitation Facilities and Long-Term Sheltered Work Shops (federal)	The types of service provided by rehabilitation facilities include vocational evaluation, work adjustment training, sheltered employment, work activity centers, and on the job training. All rehabilitation facilities serve at least two of the functions listed above. The program transports its clients to and from the rehabilitation facilities. Administered by Division of Vocational Rehabilitation of the Department of Economic Security.	State to sheltered work shops Funds are also received from county taxes and United Way.	Targeted					\$ 859,006	SFY '78
Subtotals for 11 programs					\$ 2,406,809	\$435,000	\$17,064,551	\$4,883,076	\$25,648,442	

<sup>1/</sup> Includes only those systems with special services for the elderly and handicapped.

<sup>2/</sup> Reimburses operators of non-emergency vehicles for capital and operating costs.

<sup>3/</sup> Funds shown are not strictly for transportation.

<sup>4/</sup> Money is distributed by statutory formula to the Counties in block grant form which may or may not be used for transportation. (1980 Legislative change).

<sup>5/</sup> The money spent on transportation includes reimbursement, capital, operating and capital and operating for rehabilitation facilities.



December 12, 1979  
Revised January 29, 1980  
Revised April 8, 1980  
Revised September, 1980

B. Programs Determined to Have Limited  
Coordination Potential

REPORT REFERENCE	PROGRAM	DESCRIPTION OF TRANSPORTATION PROGRAM	FLOW OF FUNDING PARTICIPANTS (Fed., State, Local)	TARGETED/ FORMULA/ GRANTS OR/ DISCRETIONARY	REIMBURSEMENT	CAPITAL	OPERATING	CAPITAL AND OPERATING	DOLLARS PER LATEST AVAILABLE 12 MONTH PERIOD	YEAR FOR WHICH FIGURE IS PROVIDED (Federal or State Fiscal)	COORDINATION POTENTIAL
1d)	Regular Route Transit Improvement Program (state)	Statewide program provides operating assistance for regular and fixed route demonstration projects. Administered by Mn/DOT.	State to applicants	Discretionary			\$ 500,000		\$ 500,000	SFY '80	Limited nature of program, relative low budget.
1f)	Public Transit Capital Grant Assistance Program (state)	Statewide program initiated in 1979 in order to aid eligible recipients to meet federal matching requirements for the purchase and major repair of transit vehicles. Funds are not available to any city over 100,000 population. Administered by Mn/DOT.	State to applicant	Discretionary		\$150,000			\$ 150,000	SFY '80	Limited funding and capital purposes only, not only for special transportation.
2a)	Detoxification Transportation Grant (federal)	Provides funds for staff time and mileage payments for the transportation of clients to detoxification centers. Administered by Department of Public Welfare, Chemical Dependency Program Division.	Federal to counties	Targeted	\$ 216,568				\$ 216,568	SFY '80	Special vehicle constraints for clients due to combined illness and behavior problems. Questionable local funding after June 30, 1981.
2d)	Aid to Families with Dependent Children (AFDC) (federal)	Transportation costs are included in each block grant to the recipient based upon the need of the individual. It is not possible to separate out transportation costs. Administered by Department of Public Welfare.	Federal and State to county to clients	Discretionary		Not Available					Title XX pays for majority of transportation costs.
3a)	Section 110 of the Rehabilitation Act of 1973 (federal)	Clients are provided financial assistance where this assistance is essential to their successful rehabilitation. The Division of Vocational Rehabilitation (DVR) also purchases vans or adaptive equipment for DVR clients. Administered by Division of Vocational Rehabilitation, Department of Economic Security.	Federal to state to clients	Discretionary	\$ 300,000	\$134,000			\$ 434,000	FFY '79	Use publicly funded transportation wherever it is feasible.
7a)	Volunteers in Service to America (VISTA) (federal)	Provides full-time volunteers to organizations working to eliminate poverty and poverty-related human social and environmental needs in the community. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Targeted	\$ 10,000				\$ 10,000	FFY '79	Limited due to specific nature of program and minimal transportation costs.
7b)	University Year for Action <sup>4/</sup> (federal)	A university student may receive one year academic credit from a university for working on a VISTA type program. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Discretionary	\$ 98,000				\$ 98,000	SFY '80	Restriction within the university; minimal amount of transportation funding.
7c)	Retired Senior Volunteer Program (RSVP) (federal)	Offers older adults a meaningful life in retirement through volunteer service that is responsive to community needs. Provides opportunities for retired persons age 60 and over to serve on a regular basis in a variety of public and private non-profit settings throughout their communities. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Targeted	\$ 128,495		\$ 10,683		\$ 139,178	Varied with each RSVP program	Due to program restrictions, relative low budget.
7d)	Foster Grandparents Program (FGP) (federal)	Offers low-income men and women age 60 and over the opportunity to participate in community efforts to provide companionship and guidance to emotionally, physically and mentally handicapped children in settings such as residential facilities and hospitals, correctional institutions, and homes for neglected dependent children. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Targeted	\$ 39,445		\$ 60,694		\$ 100,139	Varied with each FGP program	Due to restricted program, relative low budget.
7e)	Special Demonstration and Mini Grants (federal)	Program that provides small amounts of money to local organizations to mobilize relatively large numbers of part-time volunteers to solve local human, social, and environmental problems, particularly those related to poverty. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Targeted	\$ 1,190				\$ 1,190	FFY '80	Restricted nature of program, minimal transportation costs involved.





			FLOW OF FUNDING PARTICIPANTS (Fed., State, Local)	TARGETED/ FORMULA/ GRANTS OR/ DISCRETIONARY	REIMBURSEMENT	CAPITAL OPERATING	CAPITAL AND OPERATING	DOLLARS PER LATEST AVAILABLE 12 MONTH PERIOD	YEAR FOR WHICH FIGURE IS PROVIDED (Federal or State Fiscal)	COORDINATION POTENTIAL
7f)	Senior Companion Program (SCP) (federal)	Provide part-time opportunities for low-income men and women age 60 and over to give individualized care and assistance to other adults with physical and mental impairments, especially the frail elderly living at home or in institutions. Transportation costs are reimbursable. Administered by Action.	Federal to federal regions to state to program to client	Targeted	\$ 45,240			\$ 45,240	SFY '80	Restricted nature of program, minimal transportation costs involved.
8)	Community Services Administration (CSA) (federal)	Provide a variety of programs including those for the elderly and handicapped. May provide transportation as one Service. Administered by the Community Services Administration and the Executive Director of each Community Action Agency.	Federal to region to program	Discretionary			NOT AVAILABLE			Need more information before determining.
9a)	Head Start (federal)	The students are transported to school about twice per week and the rest of the time they are taught at home. Administered by Children, Youth, and Families (ACYF) of HEW and the Executive Director of each Head Start program.					NOT AVAILABLE			Need more information before determining.
10a)	Concentrated Employment Training Program (CETA) (federal)	Provides comprehensive employment and training services for the economically disadvantaged with program activities and support services as needed by each individual participant. The employability plan includes transportation as needed to complete the individual's program. This program is administered by CETA prime sponsors.	Federal to state to prime sponsors	Discretionary	\$ 204,085			\$ 204,085	FFY '79	Restricted nature of program. Limited budget.
11b)	Work Incentive Program <sup>6/</sup> (WIN) (federal)	Program to assist persons receiving AFDC to enter employment and earn wages that will allow them to reduce or eliminate their dependence on public welfare. Transportation is provided according to each individual's needs. Administered by the Department of Public Welfare and the Department of Economic Security.	Federal to region to state to client	Formula	\$ 8,600,000			\$ 8,600,000	FFY '79	Title XX provides majority of transportation reimbursement to clients.
11c)	General Assistance Work and Training Program (federal)	Provides employment opportunities for the clients of general assistance to earn wages that will allow them to reduce or eliminate their dependence on public welfare. Transportation expenses are written into each individual's grant. Administered by Department of Public Welfare.	( ) to client; Federal and state to client	Discretionary	\$ 938,134			\$ 938,134	SFY '79	The figure given is estimated and is not actual expenditure no way of determining transportation expenditures.
11d)	Work Equity Project (WEP) (federal)	The demonstration project is designed to assist welfare recipients in becoming self supporting through the provision of employment, training, and related services to clients. Transportation expenses are provided according to each individual's need. Administered by the Department of Economic Security.	Federal to region to state to CETA agencies to client	Discretionary	\$ 39,082			\$ 39,082	SFY '79	Client transportation costs are minimal. Costs would have to be determined on a client by client basis.
12a)	Beneficiary Travel (federal)	Available for veterans receiving compensation for service-connected disabilities and receiving benefits for non service-connected conditions as well as veterans with limited incomes. Transportation expenses are reimbursed to the client. Administered by Veterans Administration of the Federal Government.	Federal to eligible veterans	Discretionary	\$ 390,000			\$ 390,000	Calendar Year 1980	Limited nature of program. Small amount of funding.
					<u>Subtotal-remaining 18 programs</u>	<u>\$11,010,239</u>	<u>\$284,000</u>	<u>\$ 571,377</u>	<u>\$11,865,616</u>	(Horizontal columns do not total due to inability to split 11a) costs.)
					<u>Grand Total-29 programs</u>	<u>\$13,417,048</u>	<u>\$719,000</u>	<u>\$17,635,928</u>	<u>\$4,883,076</u>	<u>\$37,514,058</u>

<sup>6/</sup> Not only for transportation.



- . the year for which the funding amount is specified

The compilation of this matrix was one of the major work efforts of the task force.

c. Identification of Programs with the Greatest Coordination Potential

The task force, through recommendations of its subcommittee, decided that time constraints would not permit an extensive study of the coordination potential of all 29 identified programs. Therefore, a process was developed, using criteria developed by the subcommittee, to screen the most likely programs that could be coordinated. This process is graphically displayed in figure 4.

In this screening process, the subcommittee first gathered all possible information on the programs identified. Returned surveys were reviewed to determine the degree of coordination potential; and follow-up phone calls were made if the information was not clear.

The criteria used to select those programs with the best coordination potential were:

1. Some Transportation Costs Paid by Another Program

Even though one program may offer special transportation services, the costs for that service is paid for by another program. For example, some rehabilitation facilities and long-term sheltered workshops provide transportation for their clients; however, the cost of some of that transportation is paid for by Title 20 (Social Services), or a United Way agency.

Figure 4  
PROGRAM SORTING BY COORDINATION POTENTIAL

Some Transportation Costs are Paid by Another Program	Program Already Has Mechanism to Coordinate	Unsure of True Transportation Costs	Transportation Primarily for Own Program Purposes	Program Has Minimal Transportation Costs	PROGRAMS DETERMINED TO HAVE THE BEST COORDINATION POTENTIAL
1. Aid to Families with Dependent Children (AFDC)	1. AFDC	1. RSVP	1. Developmental Achievement Centers (DAC)	1. VISTA	1. Developmental Achievement Center Transportation (State)
2. Work Incentive Program (WIN)	2. Volunteers in Service to America (VISTA)	2. FGP	2. VISTA	2. SCP	2. Title 19 (Federal)
3. Work and Training Program	3. Retired Senior Volunteer Program (RSVP)	3. SCP	3. RSVP	3. University Year for Action	3. Title 20 (Federal)
4. Concentrated Employment & Training Act (CETA)	4. Foster Grandparents Program (FGP)	4. CAA	4. FCP		4. Handicapped Pupil Transportation (State)
5. Rehabilitation Facilities & Long Term Sheltered Workshops (Federal & State)	5. Senior Companion Program (SCP)	5. Head Start	5. SCP	5. Detoxification Transportation Grant	5. Section 18 (Federal)
	6. Community Action Agencies (CAA)	6. CETA	6. Head Start	6. Beneficiary Travel	6. Title III (Federal)
	7. Head Start	7. WIN	7. University Year for Action	7. Mini-Grants	7. Project Mobility (State)
	8. CETA	8. WEP	8. Detoxification Transportation Grant		8. Paratransit Grant Program (State)
	9. WIN	9. Rehab. Facilities, Long Term Sheltered Workshops	9. Sec. 110-Dept. of Vo. Rehabilitation		9. 16(b)(2) (Federal)
	10. Work & Training	10. AFDC	10. Handicapped Pupil Transportation		10. Public Transit Subsidy Program (State)
	11. Work Equity	11. General Assistance	11. Beneficiary Travel		11. Rehab. Facilities & Long Term Sheltered Workshops (Fed. & State)
	12. Title 19		12. Mini-Grants		
	13. Title 20		13. 16(b)(2)		
	14. Section 18		14. Rehab. Facilities & Long Term Sheltered Workshops		
	15. Project Mobility				

2. Program Already Has Mechanism to Coordinate

A good example of a recently created program that provides formal (i.e., legislation or regulations) mechanisms to coordinate is UMTA's Section 18 (small urban and rural) program. Programs such as Title III, VISTA, Foster Grandparents Program, and CETA, may provide up to one-half of the local match for federal Section 18 funds.

3. Unsure of Transportation Costs

There were a few programs identified where transportation costs could not be broken down. From discussions with program staff, these costs were understood to be minimal. For example, the task force was told that a survey of each Community Action Agency in Minnesota would have to be conducted to determine transportation costs, since they were not a line item in the overall program budget.

4. Transportation Primarily for Own Program Purposes

These programs would be difficult to coordinate because their transportation is very limited in scope and budget. For example, the Beneficiary Travel program, funded by the federal Veterans Administration, reimburses transportation costs if the veteran is receiving compensation for service connected disabilities and receiving benefits for non-service connected conditions, or if the veteran has a limited income.

5. Program Has Minimal Transportation Costs

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This category includes some programs where transportation is a minor portion of the overall budget. For example, the mini-grants program, under the federal ACTION agency, spent only \$1,190 during federal fiscal year 1980 in Minnesota for transportation.

#### 6. Programs Determined to Have the Best Coordination Potential

The programs selected as having the best coordination potential are:

- . Developmental Achievement Center Transportation (State)
- . Title 19 (Federal)
- . Title 20 (Federal)
- . Handicapped Pupil Transportation (State)
- . Section 18 (Federal)
- . Title III (Federal)
- . Project Mobility (State)
- . Paratransit Grant Program (State)
- . 16(b)(2) (Federal)
- . Public Transit Subsidy Program (State)
- . Rehabilitation Facilities and Long Term Sheltered Work Shops  
(Federal & State)

Figure 4 is a matrix which shows how programs were determined to have the greatest coordination potential and includes a list of 11 programs best suited for coordination.

A table of the clientele that these programs serve and for which type of trip is in the Appendix.

#### d. Discussion of Remaining Programs

The remaining 18 programs do fund some special transportation services, but not to the extent of those cited above. It is hoped that the remaining programs can be addressed in local coordination schemes, so as to help to solve some existing problems, such as low vehicle utilization by individual programs.

These eighteen programs are reviewed on the final two pages of Figure 3.

e. Locally or Privately Funded Services

Task force research focused mainly on special transportation programs that are publicly funded by the State or federal government with local matches. However, there are many special transportation projects in the State that are totally funded either from private sources or by local funding only. Many task force members felt that these programs need to have incentives to coordinate with public agencies also.

A few examples of locally or privately funded projects follow. It should be noted that some of these projects originally were funded by federal or State monies.

. Itasca County

This transportation program began with Title III funding. After the three years of Title III funding expired, the county, and each city in the county began to fund the project. Itasca County operates a 19 passenger bus and a lift equipped van to provide its services, with volunteer drivers providing back-up transportation.

. Northwest Community Action Council

This program also started with a Title III grant. When the three years of funding expired, private funding was sought. The majority of funding now comes from private sources, supplemented by fund raising activities. Riders are also asked to contribute toward supporting the service.



. Minnesota Valley Action Council

This again is an example of a project that sought funding after Title III funding expired. In Nicollet and Le Sueur counties, funding now comes totally from the counties. In Waseca county, funding comes from each city as well as the county. Continuation of the project is attributed to working with governmental officials and making them aware of their funding needs, as well as reporting to them on the operation of the project at regular intervals.

#### IV. POTENTIAL STRATEGIES FOR COORDINATION

In discussing potential strategies for coordination, the task force agreed on five basic areas of action. The task force realized the differences in attempting to coordinate special transportation in a metropolitan area and a rural area, so the strategies were separated. This will be discussed in detail in a following section. The five basic strategies of coordination were:

- a. continuing interagency communication and cooperation
- b. proposed public information activities
- c. the basic coordination/brokerage concept
- d. proposed coordination concept in rural Minnesota
- e. proposed coordination concept in Minnesota metropolitan areas

These basic strategies will be presented below:

##### a. Continuing Interagency Communication and Cooperation

The task force agreed that some mechanism should be developed so that those agencies that fund special transportation in Minnesota would continue to discuss, and hopefully resolve, coordination issues that face them. Suggestions made include the following:

- . State agencies which provide capital, operating, or reimbursement funding for special transportation should periodically review existing programs for coordination potential, similar in format to this task force.
- . Legislation should be passed that mandates all State agencies that provide funding for special transportation to coordinate. This policy could range from coordination of administrative practices to coordination of the actual transportation services funded.

During research for this report, staff was made aware of an interesting agreement between the Wisconsin Department of Transportation and the Wisconsin Health and Social Services Department regarding coordination of special transportation programs in that state. The agreement is signed by both departments, and has no termination date. Responsibilities of each department under this agreement include:

- . to jointly review and evaluate ways in which transportation programs funded by the departments can be coordinated.
- . to create an interdepartmental coordinating committee with up to eight members from each department that would:
  1. review programs, analyze areas of potential coordination, and develop implementation recommendations
  2. pursue policy or legal revisions to achieve coordination
  3. develop agreements on coordination responsibilities between departments
  4. present workshops on coordination to the public

In addition, the coordinating committee submits annual reports to each department head. It was also agreed that both departments will share elderly and handicapped information and data; information on legislative activities; and any changes noted on the State and federal levels.

Agreements like this could be signed by agencies providing funding for special transportation in Minnesota.

b. Public Information Activities

The task force discussed future public information activities as a result of their work, and determined that there are two basic levels of information that need to be distributed:

- . information describing the types of special transportation available in a given geographical area (RDC, county, city), and names and phone numbers of special transportation operators.
- . information describing the benefits of coordinating special transportation services, and model "how to coordinate" package.

i. List of Special Transportation Operators

As mentioned before, much research has already gone into developing a list of special transportation operators located statewide.

Mn/DOT has an "Inventory of Transportation Operators by County" completed.

Additionally, Mn/DOT has worked cooperatively with the University of Minnesota to develop a detailed questionnaire sent to all known special transportation projects in Minnesota. Also, information gathered prior to the promulgation of the Mn/DOT Operating Standards for Special Transportation Services will assist in identifying where special transportation vehicles and programs are located in Minnesota.

A composite of all information described above could be compiled, and distributed to all interested agencies and the general public.

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ii. "How to Coordinate" Package

The task force agreed that some form of public information activity must take place to inform local public officials as well as the operators of special transportation services about the benefits of

coordination. Many task force members felt that it was important that the passengers realize the true cost of providing specialized transportation. It was suggested that a community participation process be developed to involve the local people on "how to coordinate." As consumers, providers, and local officials become involved, some of the fears of loss of personal service, protection of individual organizations interests, and reluctance of local public bodies to participate in providing funds for transportation may be dissipated. A feeling of community effort to provide the best transportation for the most efficient cost could be developed.

A model plan on how to coordinate special transportation services available in their area should be developed for communities. A suggested basic model plan of steps to take toward coordination, with modifications possible depending on the local situation, follows:

1. The potential for coordination must be recognized by special transportation operators as well as governmental officials.
2. Formation of a study team of impartial participants comprised of a variety of disciplines.
3. Completion of an inventory of resources and needs in order to review available options.
4. Hold meetings with key transportation operators such as transit and paratransit operators, social service agencies and private for-profit services.
5. Early contact with government agencies to obtain technical assistance and to explore funding possibilities.

6. Involve key government policy makers in the process to determine potential political problems.
7. Determine options and possible solutions.
8. Assess type and magnitude of needs.
9. Form a committee of the principal people involved to implement the selected option.
10. Implementation steps include the following actions:
  - a. determination of need levels
  - b. determination of service levels now provided
  - c. negotiation of service and payment contracts
  - d. development of operating practices, procedures and responsibilities
  - e. acquisition of equipment, facilities and personnel, if necessary
  - f. establishment of a central coordination office
  - g. establishment of a public information function

A plan such as the one cited above could be distributed to communities, counties, or regions that are interested in pursuing coordination.

c. The Basic Coordination/Brokerage Concept

The basic coordination/brokerage concept is a mechanism for the coordination of public and private transportation providers in a given service area. A broker is the source of all transportation transactions in the coordinated system. One purpose of the broker is to secure funding from as many sources as possible, including Title III, Title 19 and Title 20.

Transportation providers would be relieved of their administrative burden, since the broker would perform this function. The broker would also be responsible for contracting with transportation providers and bringing them into the coordinated system. The broker could also oversee trip matching and dispatching, passenger certification and system evaluation, depending on local needs.

Any passenger that fits the agreed upon criteria for certification would be eligible for special transportation services. As an alternative to purchasing a van and providing their own transportation, agencies that wish to provide transportation to their clients would purchase scrip (certificates representing currencies - in this case, allowing the individual to use special transportation) from the broker to sell to the clients at a reduced rate. Passengers may also buy scrip directly from the broker. In this concept, the passenger, not the transportation system is subsidized.

Figure 5 shows how the brokerage system works.

It is important to note that this concept may be tailored to fit any local situation. For example, it may be more convenient in a given situation to have the broker show evidence of transportation expense to the reimbursement program rather than having the elderly or handicapped consumer provide proof of a trip taken. In other words, the system is flexible.

Below is a brief definition of each component of the coordinated system.

1. Broker - as mentioned above, the central source of all transportation transactions in a coordinated system. The broker may oversee trip

# DIAGRAM OF BASIC COORDINATION/BROKERAGE CONCEPT

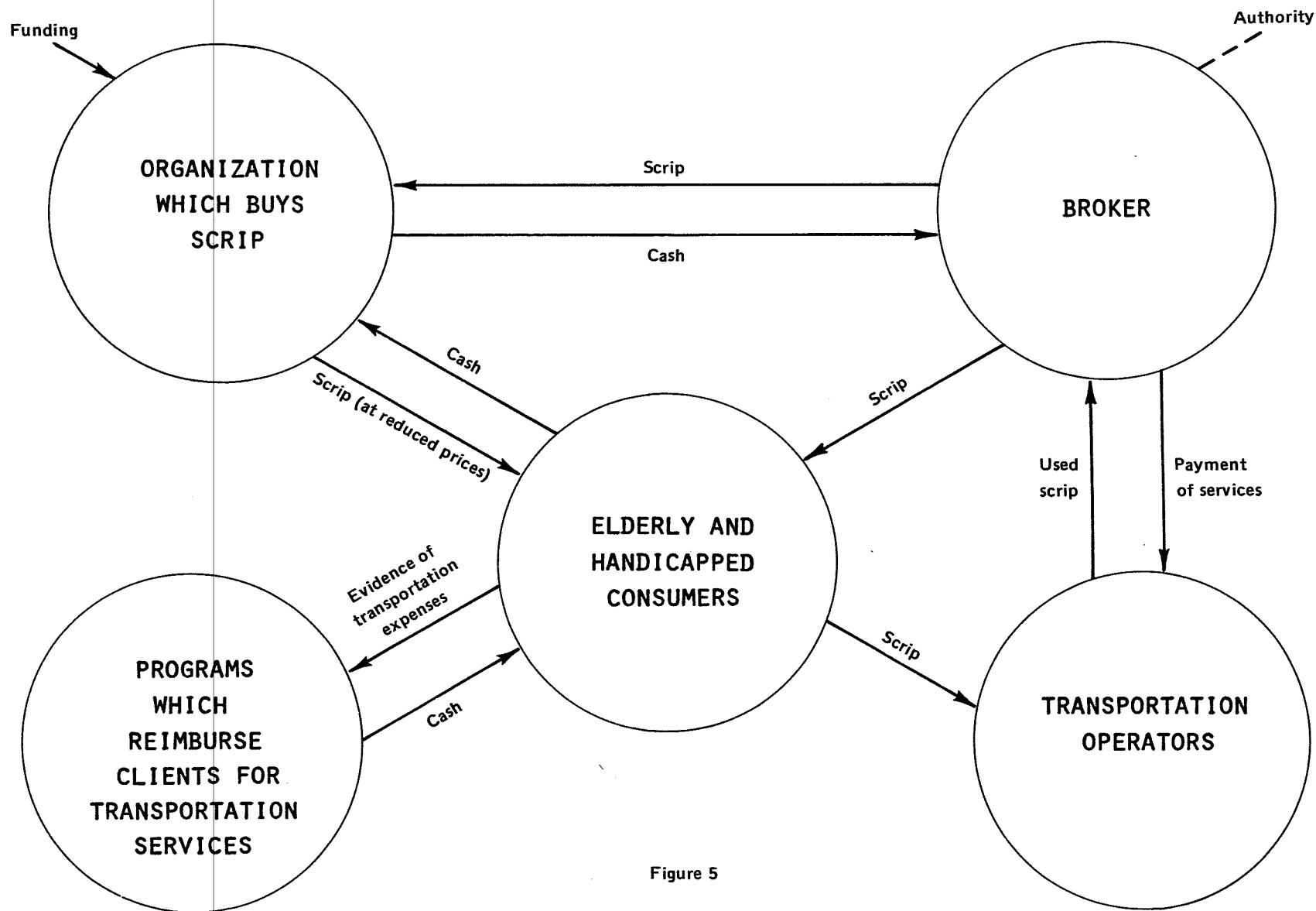


Figure 5

From: Project Design for a Coordinated Paratransit Service for Elderly and Handicapped Persons in Allegheny County, Pennsylvania,  
Blumstein, Forstall, Miller and Stafford, December, 1977



matching, dispatching of vehicles, administration of the system, passenger certification, monitoring and evaluation, etc., depending on local needs and wishes. The broker may be the local transit authority, a social service agency, a completely new entity, or any other arrangement that may suit local needs. Transportation services, as well as administration, may be coordinated.

2. Elderly & Handicapped Consumer - any passenger that fits the agreed upon definition of elderly and handicapped for the particular system. However, the broader the definition, more consumers and agencies can be involved.
3. Transportation Operators - any or all transportation operators in the proposed service area that will coordinate their services ranging from a highly structured transportation authority to a loosely organized network of volunteer drivers.
4. Program Reimbursement - the two best known examples of this type of program are the Title 19 program, which provides reimbursement for medical purpose trips and the Title 20 program which reimburses trips to community resources and facilities. Both are administered in Minnesota by the Department of Public Welfare.
5. Organization which Buys Scrip - this may be any agency that provides, used to provide, or wants to provide the opportunity for their clients to receive special transportation. For example, a Development Achievement Center, rather than buying its own van, may provide transportation for its clients by providing them with reduced fare scrip that the DAC bought (at full price) from the broker. It should be noted that individuals also can buy scrip directly from the broker and need not be affiliated with an agency.

6. Authority - the authority may be set up by local government, transportation operators, or funding agencies to set policy, monitor, or evaluate the activities of the broker.

Next an example of how a consumer could use the coordinated system is given.

Mr. Smith, an elderly man who receives medical assistance (Title 19) needs to go to the doctor, but is unable to drive a car. He is a former client of the ABC Paratransit Service, but since it has joined the coordinated transportation system, he has been reluctant to use the service for fear that the personal service he had liked was gone. However, he must keep the doctor's appointment, so he decides to give the new service a try.

Mr. Smith is an active volunteer at the local United Way agency, and through posters he has seen there, knows he can buy the scrip (a ticket book in this case) needed to use the service there. The United Way has bought the scrip from the broker. He buys a book of 10 tickets for \$5.00 (reduced price). When he buys the tickets, he receives the telephone number he must call 24 hours in advance of the trip he wants to take. Mr. Smith calls the number and schedules trips both to the doctor and home again. The broker asks him if he has difficulty using a bus. Mr. Smith replies yes, he uses a cane and has trouble using the steps.

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One half hour before his doctor's appointment, an accessible van appears at Mr. Smith's door. The driver suggests to Mr. Smith that he may want to use the lift so he doesn't have to climb

the steps. Although Mr. Smith is a bit afraid, he agrees, and with the driver assisting, finds entering the vehicle much easier.

As his trip ends, Mr. Smith hands the driver one of the scrip tickets from his book. Because Mr. Smith told the broker in advance, the driver knows his trip was medically related and asks Mr. Smith to sign a voucher stating this fact. The driver also explains that the voucher will allow the system to be paid in full for the cost of the trip he took. Mr. Smith is aware of that fact because he attended a public meeting on the coordinated system before he bought the scrip book.

The driver then turns the scrip in to the broker so his company can be paid for the trip provided to Mr. Smith; he also turns in the voucher so that the broker can be reimbursed by the county welfare agency for the full cost of Mr. Smith's trip, which was about \$7.50.

A sample diagram of a voucher, similar to that described in the example above, is in the Appendix.

#### 1. Benefits of the Basic Coordination/Brokerage Concept

Benefits that may be realized by implementing the basic coordination/brokerage concept by those who participate are outlined below.

- . The cost of providing special transportation may be reduced through less duplication of effort, and productivity of operators may be improved by time sharing and/or sharing of rides.
- . Access to special transportation services should be made easier for the elderly, handicapped and economically disadvantaged through one central source of transportation information.

- . The level of service provided should be higher through better monitoring of the projects.
- . All special transportation operators are eligible to participate; competition to provide service may keep the costs down.
- . The user rather than the system is subsidized.
- . Participating agencies may subsidize all or part of their clients trip and thus have better control of transportation expenses.
- . Coordination of the administrative function removes the burden from the participating individual agencies.
- . Coordination gives human service agencies more time to spend on their primary function, which usually isn't transportation.
- . Transportation is provided by professionals in the field.
- . Vehicles are utilized more productively
- . One umbrella insurance policy could relieve small transportation providers of cost and administration problems.
- . Coordination allows social service agencies that want to get out of the transportation business to do so.

d. Coordination Potential in Rural Minnesota

Although there are many areas in rural Minnesota (under 50,000 population) that have access to special transportation services, there are just as many, if not more, communities that do not. However, for purposes of this report, discussion must be restricted to those areas where a number of special services are available, and where coordination of those services is possible.

The task force found that the main types of special transportation services operating in rural Minnesota are:

- . city or county operated paratransit systems
- . special transportation operated by a multi-purpose social service agency, such as a CAP program
- . privately owned and funded services, such as nursing homes
- . volunteer drivers

Additionally, the main program sources of funding for special transportation in rural Minnesota are:

- . Section 18 Rural and Non-urban Transportation (federal)
- . Section 16 (b) (2) (federal)
- . Paratransit Grant Program (state)
- . Public Transit Subsidy Program (state)
- . Medical Assistance Title 19 (federal)
- . Social Services Title 20 (federal)
- . Title III, Part B (federal)
- . private foundation funding
- . public funding such as revenue sharing and taxes

Some examples of coordination proposals or projects in rural Minnesota follow.

1. Region 10 Paratransit Program

Although coordination of special services is a relatively new concept, there is an ambitious project in southeast Minnesota that is nearing the end of the planning phase and moving toward implementation. The Region 10 Commission

is conducting a demonstration project in southeast Minnesota. The Commission's Paratransit Program, funded under Mn/DOT's Paratransit Grant Program, is aimed at coordinating existing transportation resources to provide service more efficiently and to more people. Mn/DOT will evaluate the potential for using the Region 10 project as a model for other RDC's.

Currently, a variety of agencies and organizations provide transportation, each involved in similar transportation related functions. This results in duplication of routes and administration, underutilized vehicles, and unnecessary costs. The Paratransit Program is examining the possibility of a single organization taking over administrative, operation, or maintenance responsibilities for a number of agencies in certain areas in the eleven - county region.

Because coordinating transportation service throughout the region is beyond the scope of this project, two or three areas will be selected for implementation. Plans are to be prepared for these areas which identify the activities to be coordinated, participating agencies, organizations, and governments, and appropriate actions required to set up the organization that will manage the coordination effort.

The planning and pre-operations activities are now being carried out by the Paratransit Program. Operations of the two or three coordinated systems are tentatively expected to begin July 1, 1981.

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## 2. Identification of Existing Service - Freeborn County

Freeborn County, located in southeastern Minnesota, is basically a rural area. The major city and service area is Albert Lea (population 19,418), located in the geographic center of the county.

According to the draft Inventory of Transportation operators by County prepared by Mn/DOT, the following transportation services are available in Freeborn County:

<u>Type of Service</u>	<u>Operator</u>
Transit System	(all located in Albert Lea) City of Albert Lea Ace Transportation
Social Service Transportation	Freeborn County Welfare Career Industries Woodvale Residential Facility Crestview Residential Facility
Medical Transportation	Albert Lea Ambulance
Intercity Bus	Jefferson Lines Midwest Coaches
Taxi	Taxi, Inc.
Handicapped Pupil Transportation	School District #241
Nursing Homes	St. John's Good Samaritan Thornecrest
Reimbursement Funding	Alpha School Developmental Achievement Center
Volunteer Drivers	Community Resource Council
Senior Citizen Rural Bus	Glenville School District Community Education Freeborn School District Community Education

Additionally, Albert Lea Trades and Labor Assembly Community Services, Inc., received a Title III grant and is providing transportation for the elderly in Freeborn County through Taxi, Inc., in Albert Lea, a volunteer driver program, and by contracting with Ace Transportation for the use of a handicapped accessible van, and regular buses.

Albert Lea Trades and Labor Assembly Community Services, Inc., proposes to coordinate special transportation services in Freeborn County and is considering the use of the brokerage concept described in the previous section of this report. Those responsible for implementing the coordination have found that it is not an easy process. They initially met barriers in the process such as regulatory restraints, reluctance of local officials to participate, protection of local organizations interests and apprehension by consumers. However, these barriers are being overcome. Agencies and the City of Albert Lea are cooperating in developing a proposal to seek additional funding.

The brokerage scheme developed originally by Trades and Labor appears in Figure 6. It is a deviation of the basic coordination/brokerage concept, suited to local needs. A description of how the system might work follows:

Broker - Ride Services, administered by the staff of the Trades and Labor Assembly Community Services, Inc., would provide the brokerage function, and also sell vouchers. At this point in time, the idea of a brokerage function is running into some difficulty, as a multi-faceted transportation system



# PROPOSAL FOR FREEBORN COUNTY BY LOCAL AGENCIES

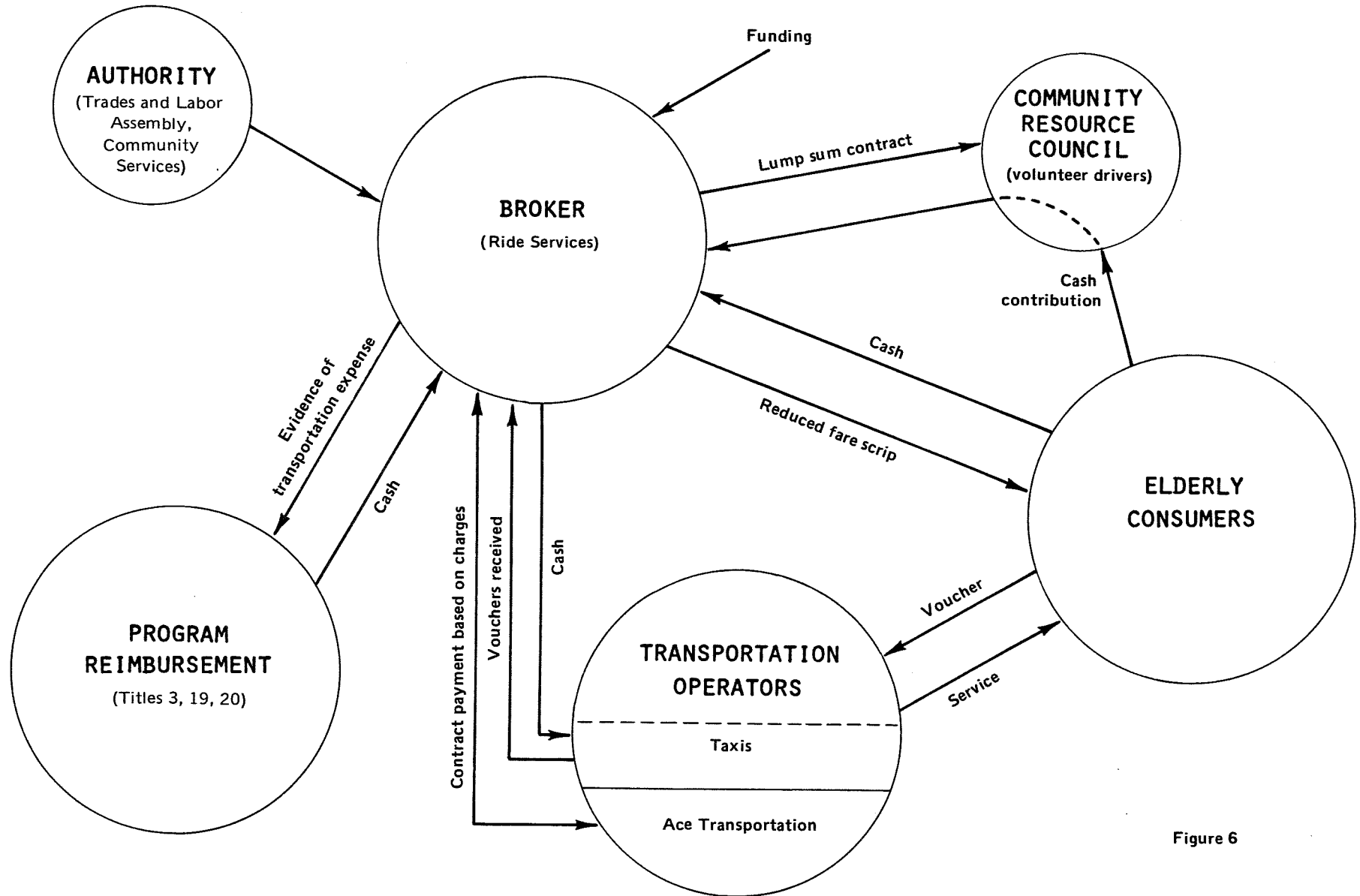


Figure 6

has not been achieved. Funds have not been obtained to cover administrative costs of coordinating existing special transportation services. However, Trades Labor Community Services is hoping to implement the brokerage function and coordination of services in the future.

Funding - funding secured by Trades and Labor thus far is a Title III grant, city federal revenue sharing, United Way, and local contributions. This money may be used to provide transportation for the elderly over age 60. The use of funding is restricted. However, Trades and Labor hopes to secure funding to serve the non-elderly handicapped and economically disadvantaged and to allow general public use of the transportation systems provided.

Authority - in this case, the authority would be the Albert Lea Trades and Assembly Community Services, Inc., or a transit authority if and when one is developed in the Freeborn County area.

Transportation Operators - at the time this report was written, five transportation operators are included in the proposed coordinated system under a Title III grant. They are:

1. Taxi, Inc. - this taxi company will be paid cash for trips provided based on the number of vouchers turned in to them by riders registered with Ride Services. Community Services, Inc., will sell taxi escort vouchers to the elderly based on the ability to pay and need for special transportation.
2. Ace Transportation - Trades and Labor Community Services, Inc. has contracted with Ace for drivers and use of a handicapped accessible van to serve those who cannot be transported to

special events by private automobile or taxi. Also, 19 to 54 passenger buses will be used for demand responsive transportation. Payment will be by terms of a contract. Ace Transportation is also the transit operator for the City of Albert Lea. That service is funded by the Mn/DOT public transit subsidy program and city revenues.

3. Community Resource Council (volunteer drivers)

It is proposed that the Community Resource Council (CRC) will have a sub-grant from Trades and Labor Community Services to reimburse drivers for rides given to elderly persons in Freeborn County.

Due to other sources of funding to CRC to reimburse drivers from the City of Albert Lea and county social services that imposes income and asset regulations on users, many uncertainties need to be worked out. Funds from the city and county will enable the CRC to provide rides to non-elderly, economically disadvantaged and handicapped by use of volunteer drivers.

4. Career Industries - details are being worked out to allow time sharing and trip sharing with this Sheltered Workshop.
5. Good Samaritan - details are being worked out to allow time sharing and trip sharing with this nursing home.

Additional Service

Due to the interest and need for transportation of senior citizens in Hartland, a small town 15 miles from Albert Lea, a once-a-week shared-ride service between Hartland and Albert Lea is being proposed with Title III funds. Coordination with the Waseca County bus program from New Richland is being explored.

Persons needing transportation will call the Ride Service office in advance. Volunteer drivers, the handicapped accessible van, or bus will be dispatched, depending on the number of riders and their physical condition. This will be funded by 75% Title III Older Americans Act funds and 25% local funds raised by the City of Hartland.

#### Program Reimbursement

Trades and Labor Community Services has worked out an agreement with the Freeborn County Welfare Department whereby Title 19 funds will be used to reimburse Trades and Labor Community Services for medical trips provided to those on medical assistance. The individuals will be reimbursed directly for the contribution they make for the trip.

Community Resource Council also has a similar agreement with the county for reimbursement for trips provided to persons receiving medical assistance. (Title 19). A similar agreement for the use of Title 20 funds is being considered.

#### c. Proposed Coordination Concept - Rural Minnesota

Based on discussions with task force members and assistance from Albert Lea Community Services Inc. board members, a coordination concept was developed that might assist rural areas in Minnesota. This concept is presented in Figure 7. The differences between this concept and the Community Services, Inc. proposal are noted below. The new concept as proposed can be an efficient way to implement the brokerage arrangement, and again, may be tailored to meet local needs:

## POSSIBLE STRATEGY FOR COORDINATION IN RURAL AREAS

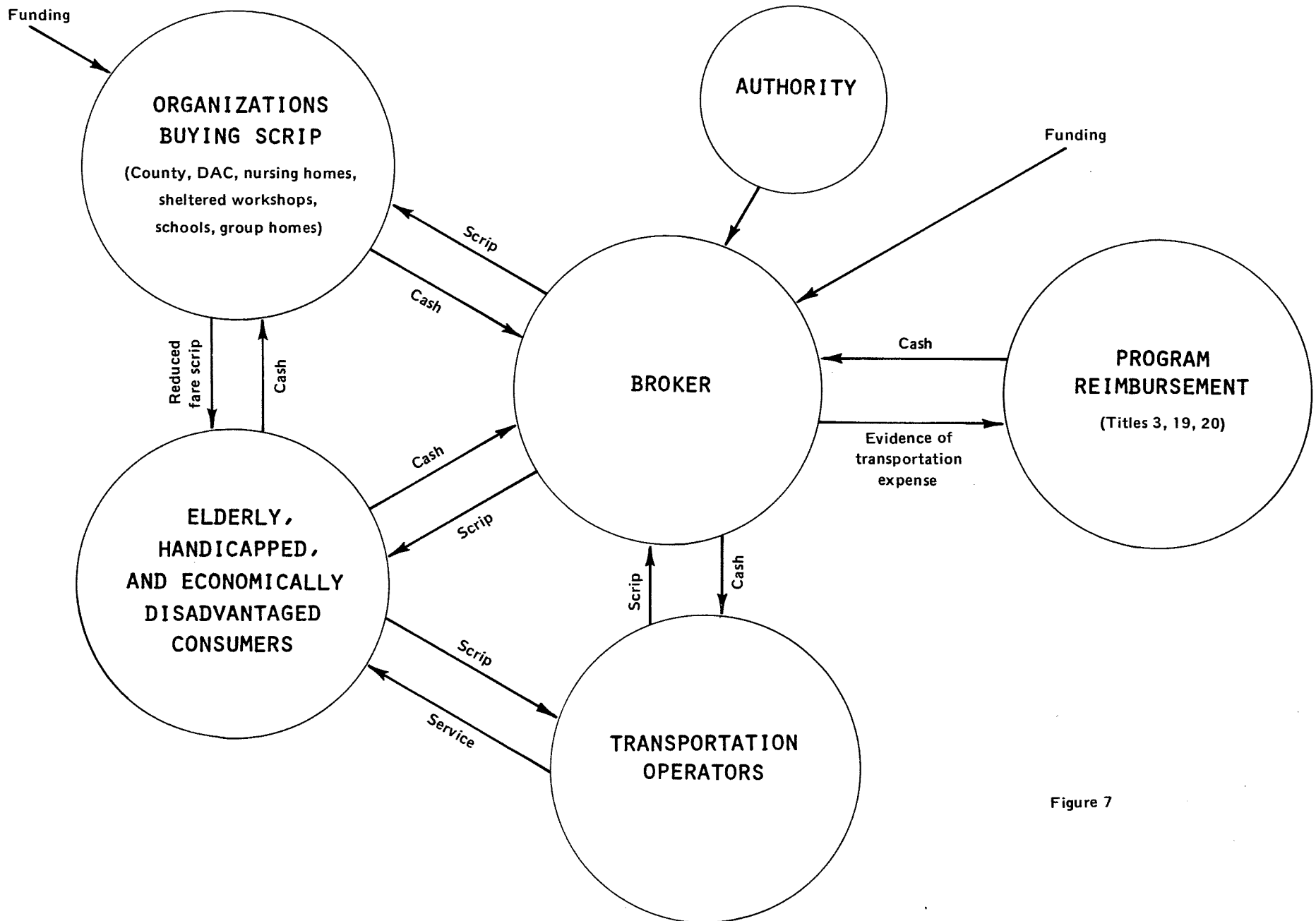


Figure 7

- . Title 20 (reimbursement for social service transportation) has been added to Titles III and 19 as possible reimbursement funding.
- . All reimbursement would go directly to the broker rather than to transportation operators and consumers; this would streamline administration, as well as funnel all transportation funding through one central authority.
- . All transportation would be provided through a scrip system, so no cash would need to be exchanged between the consumer and transportation providers. Trip purposes would not be restricted.
- . Organizations would be able to buy scrip from the broker and sell it at a reduced price to their clients. Participating organizations may include government organizations, schools, group homes, sheltered workshops, developmental achievement centers, private organizations, and so on. Individuals may also buy scrip directly from the broker.
- . The consumers eligible to participate in the coordinated system would be expanded to include the younger handicapped and the economically disadvantaged.

In summary, the proposed coordination/brokerage concept can be applied to rural areas in Minnesota; attempts in this direction are being made. However, if these attempts are to be successful, obstacles to coordination will have to be overcome. These barriers will be discussed later in this chapter, as well as in Chapter VI - Major Concerns of the Task Force.

e. Coordination Potential in Minnesota Metropolitan Areas (over 50,000 population)

Coordinating special transportation services in a metropolitan area is quite a bit more difficult than a rural area, with population being the major difference. In a metropolitan area with over 50,000 people there are more people to be served, and more agencies with vehicles or volunteer drivers to serve them. Coordinating special services becomes a major undertaking. Problems with funding restrictions, vehicle usage, reluctance to coordinate and regulatory constraints multiply.

However, as the cost of providing special transportation continues to increase, operators of these services as well as the agencies that fund them are beginning to turn toward coordination of services as a hope for keeping costs down.

The main types of special transportation that are operating in Minnesota metropolitan areas are:

- . special service components of a regular, fixed route transit system
- . suburban paratransit systems, operating with city or county support
- . volunteer drivers
- . social service agency transportation
- . life support transportation (ambulances)
- . privately owned services able to accommodate wheelchairs or stretchers (non-life support)

Additionally, the primary program sources of funding for special transportation in Minnesota metropolitan areas are:

- . Public Transit Subsidy Program (State)
- . Paratransit Grant Program (State)
- . Section 16(b) (2) (Federal)
- . Medical Assistance Title 19 (Federal)
- . Title III, Part B (Federal)
- . Project Mobility (State)

Currently there are two examples of coordination projects in Minnesota metropolitan areas: the first is a proposed service in Duluth, and the second is Metro Mobility, a demonstration project now operating in the Twin Cities.

#### 1. Duluth Coordination Proposal

The Duluth Transit Authority (DTA) recently received funding from Mn/DOT to coordinate special transportation operators in the Duluth area. The proposal calls for a special service contractor (similar to a broker) to be hired. This special service contractor will employ drivers, dispatchers, street supervisors and also contract for other management related functions such as accounting and legal services.

There are two levels of proposed service in the project. The first and highest priority is the van service which would provide accessible transportation. The second level of service is a taxi service. Under this system all fares would be \$1.00 per one way trip. Agencies who wish to subsidize client trips will be able to purchase tickets and dispense



them as they wish to eligible clients. Existing private non-profit and public agencies will be encouraged to coordinate their resources in terms of sharing agency-owned vehicles within the system. Agencies that do not own vehicles will be encouraged to purchase transportation from the coordinated system rather than buying their own vehicles.

This project should be operational by November, 1980.

## 2. Identification of Existing Services - Twin Cities

Four basic types of special transportation exist in the Twin Cities metropolitan area. They are:

- . County operated programs
- . Ridesharing programs
- . Community centered paratransit projects
- . Social service agency transportation
- . Metro Mobility

### . County Operated Programs

Each of the five outlying counties in the Twin Cities metropolitan area operates its own special transportation program. Most of these programs were started with Title III funding, but are presently funded by Mn/DOT and the county. These programs primarily serve the elderly that have some mobility problems. However, several counties are in the process of applying for additional funding so that more handicapped persons can be served. The programs vary somewhat in hours of service, eligibility criteria, fares charged and other service characteristics.

### . Ridesharing Programs

Minnesota Rideshare is a statewide program designed to encourage and assist

in formation of carpools and vanpools as an alternative to driving to work alone. In addition to assisting in the formation of carpools, Minnesota Rideshare also provides regular route bus information to interested commuters, and provides vans for larger groups of commuters. The Minnesota Rideshare budget includes contingency funding to retrofit a van with accessibility equipment, if necessary, to allow disabled persons to participate in the program. The Minnesota Rideshare program is operated by Mn/DOT and funded through federal highway program funds and state funds. Area programs are being organized to localize services. One program will be operated in a portion of the Twin Cities metropolitan area by the Metropolitan Transit Commission.

. Community Centered Paratransit Projects

The Lake Minnetonka area of Western Hennepin County is served by the TonkaMobile, a one year demonstration project funded by Mn/DOT, administered by the MTC, and operated by a local taxi company. The system serves all area residents with employee subscription service during peak hours, and a route deviation service during non-peak hours. Although the system operates one accessible vehicle, the demand for accessible service is low. However, there has been a rather high level of use of the system by elderly and handicapped persons who do not need an accessible vehicle.

. Social Service Agency Transportation

Non-profit social service agencies play an important role in providing special transportation in the Twin Cities. It is estimated that approximately thirty thousand rides per month are provided by these agencies. However, most of this transportation is provided only as a supplement to other agency activities, and is focused primarily on the elderly person with some mobility limitation.

Generally, social service agencies have some type of eligibility criteria for service, such as age, geographic location or income, and trips are often accepted or rejected on the basis of trip purpose. Title III monies, United Way funding, UMTA 16 (b) (2) funding and other contributions are often used to fund these programs.

. Metro Mobility

The 1979 State Legislature mandated the creation of a special demonstration project to coordinate special transportation services in the Twin Cities metropolitan area. This project is known as Metro Mobility. The project is funded by the State Legislature and the Mn/DOT paratransit grant program. The Commissioner of Transportation is charged with establishing the project. The primary objectives of the project are as follows:

- . To provide greater access to transportation for the elderly, handicapped and others with special transportation needs in the metropolitan area and particularly to meet all unmet needs for transportation in the transit taxing district.
- . To develop an integrated system of special transportation service providing transportation tailored to meet special individual needs in the most cost-efficient manner, using existing public and private providers of service.

Metro Mobility services are available to those persons who cannot use regular route transit. The Metro Mobility service area encompasses the two central cities of Minneapolis and St. Paul and several of the first ring suburbs.

The coordination project is operated from the Metro Mobility Transportation Center (MMTC), which is operated by the Metropolitan Transit Commission (MTC) under contract to Mn/DOT. Metro Mobility has three service components, all contracted through Mn/DOT, which are:

- . Project Mobility - a fleet of 29 small lift equipped vehicles operated by the MTC.
- . Shared-Ride Taxis - the three taxi companies in Minneapolis participate; rides are arranged by tour for those handicapped persons in Minneapolis who do not need a lift-equipped vehicle.
- . Private Operators - two private non-profit operators, the Center for Education for Non-Traditional Students (CENTS) and Handicapped and Senior Citizen Transportation Service (HSCTS) provide transportation in the western and southern suburbs of Minneapolis, using four accessible vehicles.

The Metro Mobility operation as it exists as of October, 1980 is displayed in Figure 8. The demonstration project functions in a similar manner as that described in the basic coordination/brokerage concept. A description of the working relationships between the components of the service are described below.

Broker - the brokerage function in the Metro Mobility project is handled by the Metro Mobility Transportation Center (MMTC) which is operated by the MTC under contract to Mn/DOT. The main responsibilities of the Transportation Center are to certify eligible users; match trip requests with the applicable service; dispatch those trips; provide for shared rides whenever possible; and to maintain all operating data associated with the project for purposes of evaluation and reimbursement. However, the MMTC does not function exactly like the broker

## METRO MOBILITY OPERATION - TWIN CITIES

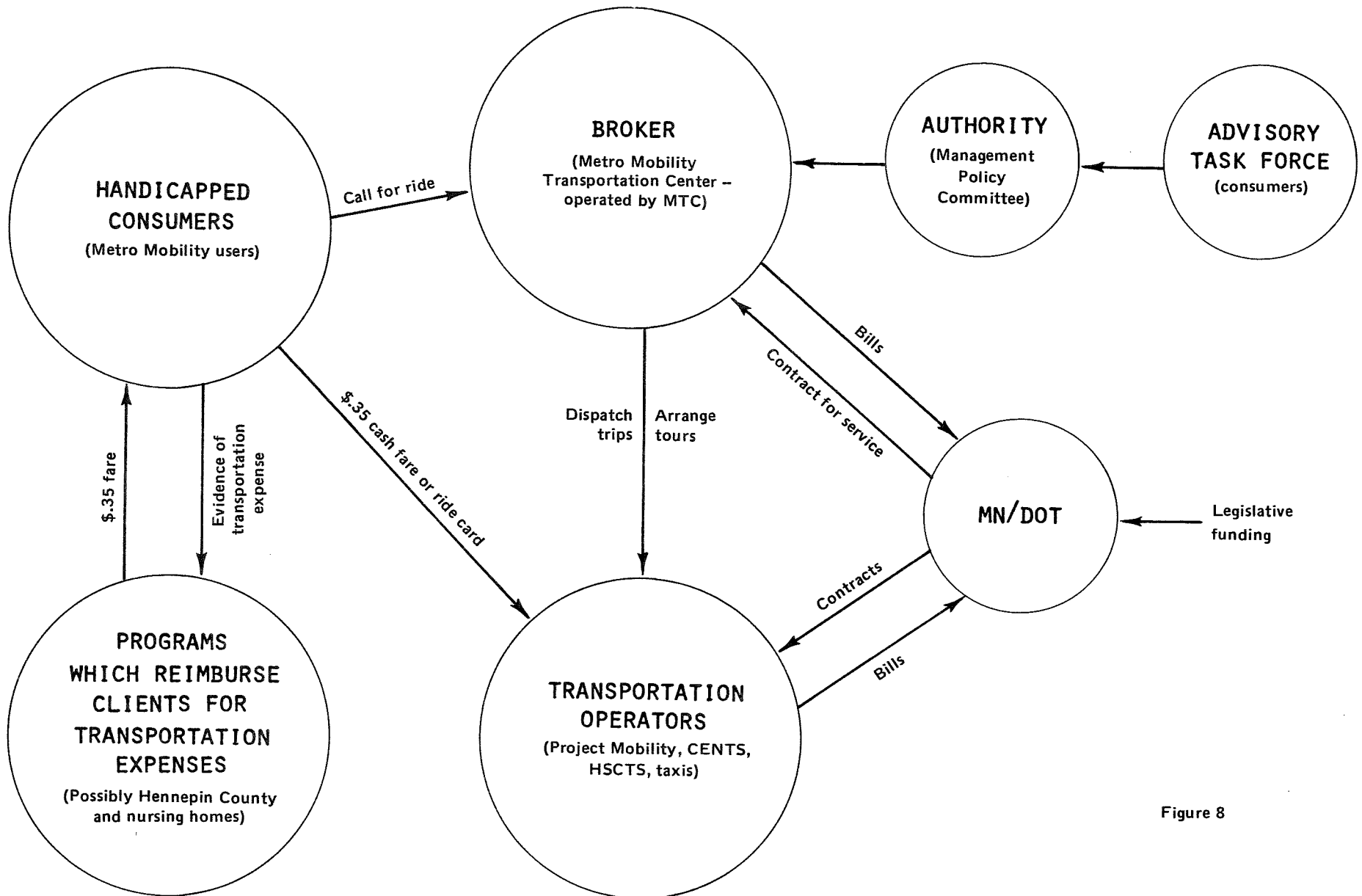


Figure 8

described in the basic coordination/brokerage concept. The MMTC does not contract with the transportation operators, scrip is not used, and funding does not flow from the MMTC to the operators, consumers, or organizations.

Funding - funding for Metro Mobility comes from the State Legislature either from funds appropriated to the paratransit grant program administered by Mn/DOT; or by special appropriation, as in the case of the Project Mobility component of the project. The MTC contracts with Mn/DOT to provide Project Mobility services.

Mn/DOT - Mn/DOT is the administering agency for the Metro Mobility project; it is mandated to do so by the Minnesota Legislature. Mn/DOT contracts with the MTC to operate the Transportation Center. The two private providers, CENTS and HSCTS are also under contract to Mn/DOT and receive an operating subsidy for the services they provide. The three Minneapolis taxi companies are also under contract to Mn/DOT, but receive payment by the number of tours completed. These three services are funded by the Mn/DOT paratransit grant program.

Transportation Operators - the transportation operators in the coordination project have been described above, and provide trips that are dispatched from the Metro Mobility Transportation Center. The type of vehicle dispatched will vary, depending on the persons disability and the trip origin and destination.

Handicapped Consumers - only persons unable to use regularly scheduled bus service because of a disability are eligible to use Metro Mobility, and must be certified to use the service. They arrange for rides by calling the Transportation Center at least two hours in advance, and pay the provider either with cash (35¢ fare), or by a ride card. Ride cards may only be used on Project Mobility.

Authority - the policy making body for the Metro Mobility project is the legislatively established Management Policy Committee (MPC). The primary role of the MPC is to establish procedures which will define a particular course or method of action selected from among alternatives and in light of given conditions, to guide and determine present and future decisions by Mn/DOT regarding establishment of the demonstration project. Policies relating to the service area, fares, hours of service, and eligibility for service are examples of the types of issues for which the MPC has authority. Membership of the MPC consists of representation by the operators of Metro Mobility services; the MTC; Mn/DOT; the Metropolitan Council (the Twin Cities area Metropolitan Planning Organization); and elderly and handicapped consumers.

Advisory Task Force - this group, representing elderly and handicapped individuals, brings issues regarding the operation of Metro Mobility to the MPC for action and resolution.

Programs Which Reimburse Clients for Transportation Expenses - At this time, the only reimbursement that may be taking place is from Hennepin County and a few nursing homes directly to the Metro Mobility user - and only for the 35¢ fare. Therefore, one of the objectives of the project - "to allow reimbursement for services provided through the project at rates that reflect the public cost of providing those services" - is not being met. Metro Mobility has not been able to enroll as a special transportation operator that would be eligible for reimbursement under Title 19 - Medical Assistance, despite discussions with the Department of Public Welfare. This problem as it relates to all providers of special services, will be discussed in a later chapter of this report.

Organization Which Buys Scrip - because a scrip system has not been implemented for the Metro Mobility project, this component of the brokerage concept does not apply. Ride cards for Project Mobility are available at MTC ticket outlets.

### 3. Proposed Coordination Concept - Minnesota Metropolitan Areas

Based on discussions with Task Force members and assistance from MTC and Mn/DOT staff, a possible strategy for coordinating special transportation in the Minnesota Metropolitan Areas was developed. This strategy is shown in Figure 9. The differences between this concept and the current operation of the Metro Mobility (Twin Cities) example are noted below.

Broker - the broker would now have responsibility for contracting with individual operators in the coordinated system. The operators would give evidence of service provided in the form of vouchers, scrip or passes to the broker in return for payment. The broker would also be responsible for soliciting funding from various sources. The responsibility for the brokerage function could rest with an existing special transportation operator, a social service agency, or an entirely new entity.

Although the brokerage system may be an efficient way of coordinating special transportation services, it does require some degree of communication between the user and the broker, as well as between the user and the special transportation driver. This communication may cause difficulty for some handicapped persons, such as the speech, hearing, and visually impaired, as well as the mentally handicapped.



# POSSIBLE STRATEGY FOR COORDINATION IN MINNESOTA METROPOLITAN AREAS

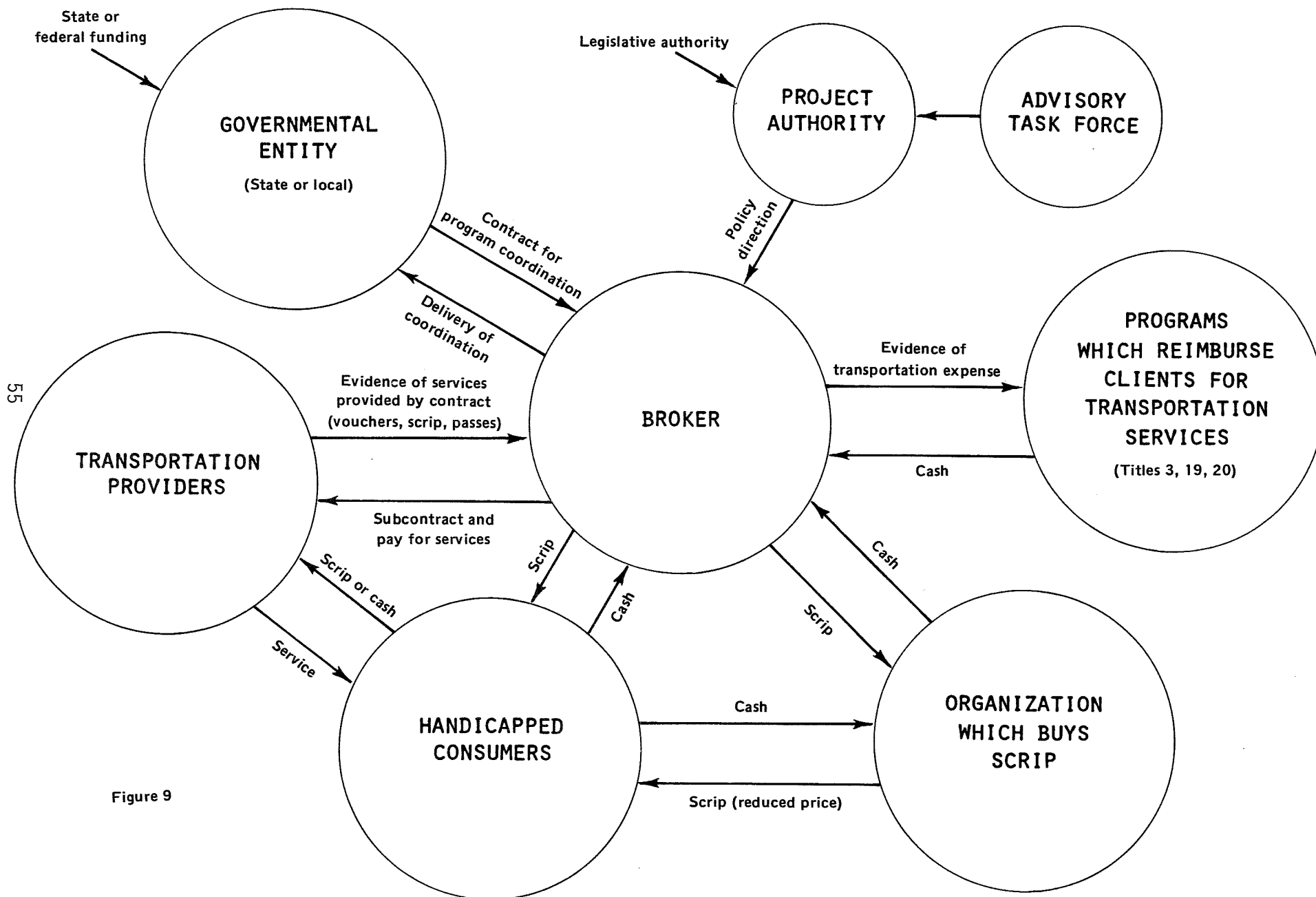


Figure 9

Communications between the user and the broker could be simplified by having a teletypewriter at the office of the broker. The user could call for a ride using written language rather than vocal. Additionally, sensitivity training for all brokerage staff, as well as special transportation drivers may be in order to make use of the coordinated system as easy as possible for the handicapped consumer.

Governmental Entity (state or local) - a government agency, either state or local, could be the contracting agency for the coordination project. For example, Mn/DOT could still contract with a local broker for the project through funding with state monies. A local agency, such as the Metropolitan Planning Organization or a local transit authority could administer the contract using federal monies. However, no matter what the contracting agency might be, the contract for services would be with the broker rather than each individual special transportation operator. This arrangement would hopefully simplify administration and paperwork for the contracting agency, and possibly for the operator.

Special Transportation Operators - would offer service to eligible consumers in return for cash or another form of payment such as scrip, passes or vouchers. It should be noted that coordinating all special transportation providers in a large metropolitan area may not be feasible, or even desirable, due to the complexity of the special transportation network and the large number of social service agencies involved.

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Consumers - eligibility for service would include the handicapped, regardless of age. Because all metropolitan areas in Minnesota have a regular route transit

service, the coordination/brokerage system may not be expanded to include the elderly, unless they were physically unable to use the regular route service. All metropolitan areas in Minnesota offer reduced fares during non-peak periods for the elderly and handicapped.

This restriction of service is intended to assist in retaining some capacity for the coordinated special transportation service. For example, as of August 1980, Metro Mobility certification has reached over 14,000 and is providing over 30,000 rides per month to handicapped persons. About four percent of all trip requests are being denied at this time, due to lack of vehicles and funding. The addition of more consumers to this coordination project would over extend the capacity of the system, as well as being extremely expensive.

This is one area where it is important to differentiate between rural and urban areas in the implementation of the brokerage concept. In metropolitan areas, population density is high, and there is a greater concentration of persons with special transportation needs. Also, there are more agencies with vehicles to serve them. But in a rural area, population is dispersed, and there is less availability of special transportation. Due to costs, number of participating agencies, different client eligibility criteria, and restriction on vehicle use, coordinating special transportation in a metropolitan area would appear to be much more difficult.

Organization Which Buys Scrip - any organization that has eligible consumers as clients could buy scrip from the broker and sell it at a reduced price as a service to their clients. This could be offered as an alternative to the

organization providing transportation to their clients. Again, scrip may be sold directly from the broker to the consumer.

Project Authority and Advisory Task Force - these committees, which basically review the operation of the coordinated system, could continue to serve in that capacity. The Project Authority could play a policy making role for the project. It is important to keep project staff administration time of these committees to a minimum, however. It could be possible to combine these two committees so that consumers on the advisory task force would be represented on the Project Authority.

Program Reimbursement - Some programs (i.e., Titles 19, 20 and 3) would reimburse the broker for services provided, based on evidence of transportation expense. As in the coordination strategy for rural Minnesota, this was seen to be a more efficient process from an administrative standpoint.

In summary, the basic coordination/brokerage concept may have some application to Minnesota's Metropolitan Areas. A coordinated special transportation system could provide efficient service, utilize vehicles to a greater extent, and reduce administrative costs for individual operators.

Developing a coordinated system in both metropolitan and rural areas in Minnesota has given rise to a number of problem areas and concerns, expressed by both task force members, and special transportation operators. These concerns are discussed below.

f. Problem Areas/Concerns

There are three main areas of concern that must be addressed if the proposed coordination/brokerage concept is to be successful in Minnesota:

- . Cost of Coordinating
- . Resolution of the Reimbursement Issue
- . Current Lack of Incentive to Coordinate

1. Cost of Coordinating

Coordination of special transportation services should reduce the cost of each individual agency to provide their own service. However, due to various factors, this is not always the case. These factors and their causes are described below.

. Lack of Public Awareness of the Cost to Coordinate

Many task force members felt that the general public, as well as consumers of special transportation services need to be made aware of the cost to coordinate services, as well as the benefits. Due to rising costs in equipment, fuel and labor, provision of special transportation is getting increasingly expensive. A public information package, described in a previous section of this chapter, could alert the public to these rising expenditures and encourage them to use a coordinated service wisely, and perhaps contribute more toward its operation.

. Productivity Level of Participating Special Transportation Operators

In a coordinated system where a variety of operators are used (i.e., small buses, taxis, private automobiles), the operator that can best

match the type of trip needed with the most reasonable cost should be used when feasible. This is the responsibility of the broker. Additionally, trip lengths for consumers may have to be restricted to achieve the best productivity. Another point to be made under this issue is that shared rides by clients must be made to the greatest extent possible. This is another responsibility of the broker, who arranges and dispatches tours.

Implementation of the actions cited above could result in increased system capacity for participating operators.

. Public vs Private Issues

In a coordinated system such as Metro Mobility, both public (MTC) and private (taxis and non-profit) operators participate. However, for a variety of reasons, it can be very difficult to achieve cooperation and coordination between the public and private sectors in special transportation provision.

For example, if the staff and drivers of the coordinated system are affiliated with a union, it may be very difficult to incorporate private employees and operators into an established publicly organized association.

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Additionally, Section 13(c) of the Urban Mass Transportation Act of 1964 as amended, prohibits federal funding to be used for transportation projects that may adversely affect union

personnel in existing projects. For example, if union personnel were employed in a special transportation project, and a coordination project was to be initiated, federal funding may be denied to the new coordinated system if adverse competition affecting union personnel was perceived by the federal funding agency. Additionally, the burden of proving that there is no adverse competition on existing projects rests with the operators of the new project.

Another subissue in this area is the potential for social service agencies who may have been contracting with a for-profit transportation company to switch to having their clients use a public operator in order to receive "cheap" transportation. For example, a Developmental Achievement Center may have contracted with an ambulance company that provides special transportation at a flat rate per mile to bring their clients to the Center. However, now a coordinated system is in place where the fare charged is 35¢ a ride. This is many times more inexpensive than the for-profit operator, so the DAC switches. This puts an extra burden on the coordinated system in terms of cost, which may average \$10.00 a trip or more.

Task force members felt that even if a social service agency would use a public provider, the agency should still be charged the full cost of providing the ride. If this was the case, the DAC would have to decide whether the public or private operator would provide the type of transportation best suited to their needs.

This issue will hopefully be resolved by the implementation of reimbursement to an eligible operator for the full cost of the ride, which is addressed below.

## 2. Resolution of the Reimbursement Issue

It should be noted that this issue, above all others, kept recurring in task force discussion. The two major problems are that: reimbursement does not appear to be possible at this time; and if reimbursement does take place, it has to be for the full or average cost of the ride provided, and not only for the fare charged.

Title 19, administered by the Department of Public Welfare, will pay for medically related trips provided to medical assistance eligible persons. Many of these persons use special transportation services throughout the State to make these medical trips.

Currently these transportation programs do not receive Title 19 funds for providing these trips even though such reimbursement is theoretically permissible. The reason for this is that the State Department of Public Welfare (DPW) has not set up an enrollment system that will allow these special transportation programs to obtain provider numbers under medical assistance. The Welfare Department must promulgate final rules to formalize such a system.

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DPW has recently requested comments on the draft rules written two years ago on reimbursement for medical trips for the purpose of finalizing the rule. However, the rule will still have to go through the public hearing process, which may take a number of months.



The task force strongly believes that a method of enrolling operators for medical assistance reimbursement must be developed on a temporary basis before the final rule is promulgated.

### 3. Current Lack of Incentive to Coordinate

Although coordination of special transportation services may have many beneficial effects, there are currently few incentives for operators to coordinate. Benefits thus far, because the concept of coordination is relatively new, are generally perceived by the policy makers that want to implement the concept. Some suggestions by the task force of ways to provide incentives to coordination include:

- . give priority for state and local funding for proposals that address coordinated services
- . set up a special funding program for operation of coordinated services, brokerage arrangements, or development of a coordinated system
- . develop a unified billing and accounting system for state agencies that fund special transportation. This approach may not work in all cases, in that some state agencies do not keep separate accounts for transportation expenses.
- . develop a mechanism on the state level to enforce coordination
- . find a way to allow more flexibility of matching funding for state funded programs
- . possible tax breaks for private companies or for-profit operators to enter into a brokerage arrangement

## V. MAJOR CONCERNS OF THE TASK FORCE

This section of the report is divided into two topical areas:

- a. an overview of general barriers to coordination and implementation
- b. specific concerns directly applicable to Minnesota that continued to surface at task force meetings, with resulting issues for action.

### a. Barriers to Coordination and Implementation

#### 1. Barriers to Coordination - Federal Level

The task force found several barriers to coordination on the federal level that have an effect on Minnesota's transportation system:

- . Conflicting administrative practices of the federal and state governments, such as differing grant application requirements.
- . Programs for transportation on the federal level are generally funded on the basis of geographic area (i.e., a suburban area attempting to coordinate with an urban area would apply for Section 18 funds; the urban area, having over 50,000 population, could not apply for Section 18)
- . It was difficult for the task force to identify how much money was being spent on special transportation for many federal programs. Transportation is not a line item on many program budgets; funding may be included in administrative accounts.

- . Funding cycles for federal, state and local programs do not coincide, thus making coordination of funding sources difficult. Budgets may be set by federal (October-September), State (July-June) or calendar year.
- . There is no single reporting and accounting procedure for federal transportation funding agencies. Programs attempting to coordinate using different federal funding sources may find administration and paperwork increasing.
- . Special transportation system personnel need guidance as to which federal resources may be shared. For example, the Section 18 program specifies what federal funds may match Section 18 funds.
- . Section 13(c) of the Urban Mass Transportation Act of 1964 as amended, requires that fair and equitable arrangements exist to protect employees of existing public transportation systems who may be affected by a grant made under the Act. Applicants for funding are required to sign a warranty stating that the proposed project will not adversely affect employees of existing local public transportation systems. This requirement could be a barrier to coordination. For example, if a social service agency applies for Section 18 funds and wishes to coordinate the proposed service with a local paratransit project, the existing project could block coordination efforts by claiming that its employees would be adversely affected by the new project.

- . There are some sources of funding for special transportation that go directly from the federal level to the local level without passing through any State agency. For example, some funding under the Public Health Services Act of 1944, as amended, may be used for transportation and is funded from the federal to local level. Lack of information on federal funding passed directly to the local level could be a barrier to coordination, for example, if a State agency is attempting to coordinate federally funded services. Federal agencies could share this information on locally funded projects with appropriate State agencies.
- . Even if federal programs do specify that projects should coordinate, there are no enforcement mechanisms or few incentives to do so.

Overall, the major barriers to coordination on the federal level are:

1. eligibility restrictions placed on potential clients (i.e., age, income)
2. varying definitions of elderly and handicapped (i.e., federal, state, local)
3. type of service that is identified or defined (i.e., restricted to a single client group)
4. restrictions based on geographical coverage (i.e., city, county limits)
5. method of payment for services that is specified (i.e., cash fare only vs. reimbursement funding)
6. fee or contribution limitations (i.e., negative impact on cash flow)
7. restrictions placed on service to be provided (i.e., only medical trips eligible)

8. service standards imposed (i.e., reservations have to be made in advance)
9. reporting requirements on services provided (i.e., different for all providers in a coordinated system)
10. different local matching ratios for different programs (i.e., 10% local match, 20% local match)
11. decreasing funding ratio (i.e., the grantee takes on more financial responsibility as the grant age increases)

See Figure 10 for a few examples of various federal funding restrictions for special transportation in Minnesota.

## 2. Barriers to Coordination - State and Local Levels

The task force members, through their day-to-day involvement with various transportation programs and projects, have noted the following state and local barriers to coordination:

- . Some state and local agencies or organizations may interpret federal funding restrictions more conservatively than is intended, thus impeding coordination.
- . Local agencies, organizations, or operators are reluctant to coordinate existing special transportation services for the following general reasons:
  - . loss of agency identification with their clients
  - . fear of the loss of personal service to agency clients
  - . many agencies perceive that if they coordinate, there will be increased regulatory, legal and administrative requirements for them to follow.

Figure 10

EXAMPLES OF FEDERAL FUNDING RESTRICTIONS - MINNESOTA PROGRAMS

AGENCY	PROGRAM	ELIGIBILITY CRITERIA	RESTRICTIONS
HEALTH & HUMAN SERVICES	TITLE III	ELDERLY PERSONS ONLY	
	TITLE 19	AFDC & SUPPLEMENTAL SECURITY INCOME CLIENTS (SSI)	TRIP MUST BE MEDICALLY RELATED
	TITLE 20	AFDC, SSI, STATE SUPPLEMENTARY AND MEDICAID CLIENTS	
HOUSING & URBAN DEVELOPMENT	COMMUNITY DEVELOPMENT	OMB POVERTY LEVEL & THOSE WHO LIVE IN OVERCROWDED HOUSING AREAS	FUNDS CAN BE USED FOR TRANSPORTATION ONLY AFTER ALL OTHER AVAILABLE SOURCES HAVE BEEN EXHAUSTED
DEPARTMENT OF TRANSPORTATION	16 (b) (2)	CAPITAL FUNDING FOR PRIVATE NON-PROFIT AGENCIES; ELDERLY & HANDICAPPED CLIENTELE	FUNDS CAN BE USED FOR TRANSPORTATION EXPENSES
	SECTION 18	GENERAL PUBLIC	FUNDS MAY BE USED IN AREAS UNDER 50,000 POPULATION ONLY
ACTION	RETIRED SENIOR VOLUNTEER PROGRAM (RSVP)	MUST BE OVER 60, RETIRED, BUT ABLE TO DO VOLUNTEER WORK	\$1.75 LIMIT/DAY PER VOLUNTEER FOR TRANSPORTATION
COMMUNITY SERVICES ADMINISTRATION (CSA)	COMMUNITY ACTION AGENCIES	TRANSPORTATION TO SOCIAL SERVICES FOR LOW INCOME FAMILIES AND THOSE WHO MEET CSA POVERTY GUIDELINES	

However, to ensure a coordinated system it is very important to encourage private non-profit agencies that provide special transportation to participate.

An example of a private non-profit agency that has pursued coordination of special transportation is the Ramsey County Red Cross. This agency was given a Title III grant to develop a regional transportation plan for the elderly and handicapped of Ramsey County. The primary goal of this plan is to pursue coordination of special transportation between the public and private sectors.

Another purpose of the grant was to purchase service from social service transportation operators on a contract basis from July 1, 1980 to June 31, 1981. Agencies who are interested in receiving these contracts must meet one or more of the objectives established by the Red Cross. This project implements coordination of funding as well as service.

b. General Barriers to Implementation

Some general barriers to implementation of special transportation projects, as identified by the task force include:

- . reluctance at the local level to provide a local match for either a State or federally funded project, because some local officials feel they will have no control over the operation of that project.

- . additionally, some local officials are reluctant to provide a local match for a State or federally funded project because they feel that if the support runs out the local agency or government will have to continue to fund and operate the project.
- . many local governments are not taking the initiative to provide any transportation services

c. Task Force Concerns - Issues for Action

Although the task force discussed many issues regarding coordination, there were some major topics of concern that were discussed repeatedly. These concerns, and resultant proposals for action, are discussed below.

1. Competition Between For-Profit vs Non-Profit Operators

Ever since the inception of various transportation services that do not run on a fixed route or schedule, there have been claims by the for-profit transportation industry (i.e., intercity bus, taxi) that these new services, most of which are subsidized in some way, are competitive with the existing for-profit operators. The special transportation services could be called paratransit, social service, human service, 16(b) (2), and so on.

Some of the issues the for-profit industry raised regarding competition of public operators include:

- 
- . the "new" service is a duplication of what is already provided
  - . subsidy of the "new" operator comes from tax dollars which competes unfairly with an unsubsidized industry



- . subsidized drivers of "new" services provide unfair competition to those drivers in the for-profit industry
- . it is difficult to begin a for-profit business when the subsidized systems may, in some cases, provide direct competition to for-profit providers.

However, in Minnesota, the majority of agencies that fund special transportation services are extremely careful that competition of operators does not occur. For example, Mn/DOT has each potential applicant list other transportation operators in the proposed service area, and has the applicant contract those operators to see if duplication of service will occur. In many cases, the existing provider is contacted to see if they can provide the proposed service.

However, what is not realized by many is that even though a special transportation project operates in the same service area as a for-profit operator the special service offers a completely different service to its passengers. As an example, an intercity bus may go through Town X to Town Y at midnight every other day. The bus makes the return trip at 6:00 a.m. the alternate days. Mrs. Doe uses a walker and has to go from Town X, where she lives, to Town Y for a medical appointment. There is an agency vehicle that is accessible and will pick her up at home and take her to Town Y to her destination in time for her 10:00 a.m. appointment. The vehicle will then return her to her home on the same day. It is obvious which transportation service is more appropriate for Mrs. Doe's needs. However, using the specialized service may technically be called unfair competition.

Additionally, there are no special transportation operators currently regulated under the Motor Carrier Act (Minn. Stat., Ch. 221). Some special transportation is provided in a manner similar to the service that is operated by carriers regulated under the Motor Carrier Act and licensed by the Minnesota Public Utilities Commission. Although special transportation does not provide the same type of service as is offered by licensed carriers, charges of unfair competition may be brought upon the special transportation operators by the regulated carriers. It is not clear at this time whether special transportation should be regulated under the Motor Carrier Act.

ISSUE FOR ACTION: Should research be undertaken to determine the relationship of special transportation services to the Motor Carrier Act (Minn. Stat., Ch. 221)?

2. Interface Between Regular Route Service and Special Transportation

In many rural areas of the State, special transportation service is the only form of public transportation that may exist. However, in many urban and small urban areas there may be regular route services in addition to special services. In most urban and small urban cities in Minnesota, the regular route services may offer reduced fares during off peak hours for the elderly.

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Service areas for regular route and special transportation projects may overlap. Both programs may receive public subsidies. However, at this time, regular route services usually can't offer the same level of service as a special operator unless the regular route

is a modified service, such as route deviation, point deviation, or subscription.

But, the U.S. DOT 504 regulations 9/ will change the scope of service provided by the regular route service. By 1989, any regular route service must have at least 50% of its buses used in the peak period accessible. By 1982, interim service provided by existing operators in the transit service area that is comparable to future accessible main line service must be provided until accessibility is achieved.

The 504 regulations will have a great impact on transit systems in Minnesota, in that any system receiving federal funding must comply. All five urbanized areas in Minnesota receive federal funding, and many small urban or rural systems that receive Section 18 (capital and operating assistance for communities under 50,000) will have to comply.

The impact of the 504 regulations, especially during the provision of interim service, will enhance opportunities for coordination among existing operators. Whether or not the regular route service has a special service component (i.e., MTC and Project Mobility), other operators will be encouraged to coordinate and provide coverage for the interim service area, which in most cases will be the regular route service area.

9/ Section 504 of the Rehabilitation Act of 1973, as amended.

As regular route accessible vehicles are placed into service, one option to coordinate services could be the adoption of a transfer policy. For example, an existing demand-responsive system could transport passengers to a bus shelter for transfer to a regular route accessible vehicle.

However, once a regular route system becomes accessible, what will happen to existing special services? It has been argued by many that special transportation will still be needed. Some handicapped people will not be able to negotiate their way to the bus stop, for reasons including severe mobility limitations, weather, terrain, etc. Many need personal assistance just to get from their homes to the curb in front.

ISSUE FOR ACTION: How can special transportation services and regular route transit be coordinated once the regular route systems become accessible?

### 3. A-95 Review Process

The A-95 review process, which operates on two levels statewide, is designed so that funding agencies and transportation operators may review applications for funding new services and determine any positive or negative impacts that may result. On the regional level, the Regional Development Commissions (RDC's) and in some cases, the Metropolitan Planning Organizations (MPO's) are areawide A-95 review agencies; on the state level, the State Planning Agency is the statewide clearinghouse for program applications. The

State Planning Agency reviews overall program information or management plans to determine consistency with State goals for transportation. Other State agencies have the opportunity to review program management plans.

In summary, the RDC's review project applications for consistency with regional planning; the State Planning Agency reviews program management plans for consistency with other statewide programs.

After much discussion, it was decided by the task force that in most areas the A-95 review process is not utilized, but could be a valuable tool in the coordination process. Some of the problems raised regarding the current A-95 process are:

- . Because special transportation is always needed, approval of funding requests without examining the impacts on existing operators is possible.
- . RDC's that review applications for funding are not aware of all the transportation programs operating in their region.
- . Local governments, when asked, do not always respond to requests for information by the RDC's.
- . There seems to be a communications gap among personnel that administer various programs in the regional agencies.
- . There is no information available on the State level for funding that flows directly from federal to local agencies.

ISSUE FOR ACTION: Should a committee of state agencies that fund special transportation be organized in order to promote the A-95 application review process? Should a yearly review of the A-95 process and how it is working in Minnesota take place?

#### 4. Building Support for Coordination

If the coordination concept outlined in this report is to be implemented in Minnesota, support for the system must be built, both in the private and public sectors. The task force felt that the two best ways to build this support was by marketing the system, and by providing incentives to coordinate.

Awareness of the types of special transportation in Minnesota must be heightened. Also, due to the cost of continuing to provide special transportation, local governmental as well as private support of any existing system must be built. This support could lead to increased vehicle utilization (time sharing and sharing of rides) by existing agencies, as well as the potential pooling of funds on the local level to continue special transportation services.

In terms of marketing the potential for coordination of services, two possible strategies were mentioned, that were discussed in Chapter IV:

- 
- . disseminate information describing the types of special transportation available statewide; and
  - . distribute information describing the benefits of coordinating special transportation services, including a model "how to coordinate" package. This package could include a variety of optional methods.

These marketing tools should be available to the speech, hearing and sight impaired.

Some of the incentives to coordinate for the local sector that were suggested by task force members include:

- . a special category of state funding for coordinated systems, including administration of the brokerage function.
- . priority funding on the state level for coordinated systems
- . greater flexibility should be allowed in the matching of both federal and state funds for special transportation programs.

At this time there are two examples of why it is difficult for the private sector to participate in the coordination concept:

- . accepting public funds requires all passengers to be given equal service. Even if a for-profit agency or private employer may offer to pay the full cost of obtaining special transportation services for their clients or employees, they cannot be guaranteed on time arrival or departure. Many employers or agencies now use private for-profit operators at a higher cost to guarantee this service.
- . both federal and state tax codes exclude commuter expenses as an allowable work benefit. When an employer does buy trip passes for handicapped employees, it must be reported as wages subject to income tax.

Unless these policies are modified, the unit cost of multiple ride public special transportation will remain high.

ISSUE FOR ACTION: What marketing tools and incentives to coordinate should be implemented? Who should take the responsibility for pursuing these actions?

5. Reimbursement of Funding for Special Transportation Services

As discussed in Chapter IV, implementing a mechanism for special transportation operators to be reimbursed for the full cost of providing a ride was a major discussion item for the task force.

Title 19, administered by the Minnesota Department of Public Welfare (DPW), may pay for medically related trips provided to medical assistance eligible persons. DPW has recently requested comments on draft rules written two years ago on reimbursement for medical trips for the purpose of finalizing the rule.

At this time, the following categories of organizations, persons and services are eligible for reimbursement under the draft rules:

- . public and private non-profit agencies
- . handicapped consumers
- . medical trips
- . the full cost of providing a ride

At the time this report was written, the DPW draft rules for reimbursement have not taken effect. There is no way for those operators who are not already enrolled in the system to become enrolled and therefore reimbursed for transportation that they provide.



The issue of medical reimbursement for the full cost of the trip is a very complex one. Cited below are the main concerns that the task force has regarding this issue:

- . Minn. Stat. § 256B.04, subd. 12(b) states that the rules for medical trip reimbursement shall provide:

"Reimbursement of public and private non-profit providers serving the handicapped population generally at reasonable maximum rates that reflect the cost of providing the service regardless of the fare that might be charged by the provider for similar services to individuals other than those receiving medical assistance or medical care under this chapter".

This section appears to require that special transportation providers must be reimbursed at a rate that reflects the actual cost of providing the service to eligible individuals regardless of the fare charged to persons who are eligible for medical assistance. A separate category governing reimbursement for special transportation services should be established.

- . A separate section of the draft rules provides that when a recipient lives in an area served by special transportation, reimbursement shall be limited to the maximum amount such services charge other riders. This is in direct conflict with Minn. Stat. § 256B.04 subd. 12(b).
- . The draft rules also require that residents of long-term care facilities with a vehicle should be provided transportation by that facility-owned vehicle. It would be much better to encourage coordination rather than to encourage each facility

to maintain and use its own vehicles and to restrict the residents to using facility owned vehicles. Instead, a resident could purchase or be provided scrip for use in a coordinated transportation service. This would allow the residents to have transportation other than for medical trips. Also, a coordinated system could increase the use of vehicles that may be idle due to ownership by only one long-term care facility.

- . The rules should be written to permit or encourage the use of a coordinated transportation system. This way, the broker could apply for reimbursement for the coordinated system. This system would also supply a good audit trail of trips that were provided.
- . The task force has heard complaints from a number of special transportation operators who want to be enrolled for reimbursement under medical assistance, but are unable to do so. Criteria for enrollment of these operators should be written and distributed. Additionally, some mechanism of enrolling special transportation operators on a temporary basis (before DPW rules are promulgated) should be implemented.
- . For-profit operators (i.e., taxis) are beginning to provide special transportation services, for all types of trips, including medical trips. Reimbursement of for-profit operators providing special transportation is not addressed in the draft rules.
- . There is provision for reimbursement only for the handicapped population in the draft rules. Reimbursement is not possible

under the draft rules for the elderly and economically disadvantaged, unless they are handicapped.

- . Minn. Stat § 256B.04, subd. 12(b) allows for reimbursement for the full cost of the ride. In some instances, calculating the exact full cost of the ride is not possible, especially if a vehicle picks up more than one person at different origins.  
There is no provision in the statute for reimbursing the average cost of the ride.

ISSUE FOR ACTION: What administrative steps can be taken to ensure that the suggestions cited above are evaluated by the appropriate State agency?

6. The Future of the Coordination Concept in Minnesota

Task force members were concerned that the proposals outlined in this report should be implemented. The main question that was asked was "Who will enforce coordination after the final report is finished?" Task force members had some suggestions about future coordination, which are highlighted below, and will be discussed more extensively in the following chapter:

- . a state policy should be developed that mandates coordination of special transportation services
- . demonstration sites for the proposed coordination/brokerage concept should be funded
- . a mechanism of continuing state agency communication and cooperation should be developed

ISSUE FOR ACTION: What will be the future of coordination of special transportation services in Minnesota?

## VI. RECOMMENDATIONS TO THE LEGISLATURE FROM THE TASK FORCE

The recommendations cited below are the result of a year's work by the task force. At the beginning of the task force, many members were not aware of the extent of funding for special transportation in Minnesota. As a result of many meetings and hours of research by individual members, the benefits of coordination become clear.

The task force sincerely hopes that most, if not all of the following recommendations are implemented, for the benefit of thousands of Minnesotans who depend on special transportation services daily. Minnesota has been known as a leader in transportation service provision, and the task force hopes that this tradition will continue.

1. A task force should be created to research the relationship of special transportation services to the Motor Carrier Act (Minn. Stat. Ch. 221), and to make recommendations on statutory changes to the Legislature.

All implications of special transportation service provision in relation to the Motor Carrier Act should be researched. The task force recommends that the following entities be represented on the task force: Public Utility Commission, Mn/DOT, Minnesota Board on Aging, Minnesota State Council for the Handicapped, special transportation operators, regular route common carriers, for-profit providers, and elderly and handicapped consumers.

2. Continue a basic level of funding for special transportation services that are a component of a regular route system after the regular route system becomes accessible.

As mentioned earlier, even though a regular route transit system is wheelchair accessible, many handicapped people will not be able to get to the bus line, or from the drop off point to their destinations, due to mobility limitations, severe weather, terrain, and so on. However, it is realized that as a regular route system becomes accessible, the level of funding for special transportation should be proportionately reduced.

3. A committee of affected agencies should be organized to coordinate and promote the A-95 review process.

This committee could meet at least twice a year to review how the A-95 process is working in their respective areas, and work to implement an A-95 process that would enhance coordination possibilities. Additionally, State agencies should be informed of special transportation funding that flows from the federal level directly to the local level.

4. Reimbursement of special transportation services for the full cost of the ride should be implemented.

Specific recommendations on the Department of Public Welfare's draft rules for reimbursement of medical trips are:

- a. A subcategory governing reimbursement for special transportation services should be established.
  - b. Coordination of special transportation services should be encouraged by DPW and the rules should be written so a broker could be reimbursed for trips provided by the coordinated system.
  - c. A mechanism of enrolling special transportation providers on a temporary basis, before the final rules are promulgated, must be implemented.
  - d. Simple criteria should be written for the enrollment of special transportation operators, so that the cost of administering the system will not outweigh the benefit of receiving reimbursement funding.
  - e. Reimbursement of for-profit operators providing special transportation services should be allowed.
  - f. Reimbursement for medical trips should be expanded to include the elderly and economically disadvantaged persons, not only the handicapped.
  - g. The average cost of providing a ride should be allowable for reimbursement.
- 
5. Legislation should be written that mandates all state agencies that provide funding for special transportation in Minnesota to coordinate.

This mandate could include a provision for departments to execute inter-agency agreements to coordinate, similar to the State of Wisconsin. Additionally, provision should be made for continuation of agency discussions on coordination issues, similar in format to this task force.

6. Methods of providing incentives should be implemented to encourage coordination.

Recommended suggestions from the task force include:

- a. Legislation creating a special category of state funding for coordinated special transportation systems
  - b. A policy providing for priority funding on the state level for coordinated transportation systems
  - c. A legislative provision to allow greater flexibility in matching of funds for state special transportation programs
  - d. A state request to the federal government that funding categories for special transportation be made more flexible
  - e. Legislation allowing tax breaks for private employers with transportation services to coordinate or to purchase special transportation for their employees.
7. A public information package should be developed to disseminate information on special transportation services available statewide as well as to promote the concept of coordination. The Minnesota Department of Transportation requests the authority and funding to accomplish this task. This task would be undertaken in cooperation with other interested agencies, entities and persons.

The need for local, private, governmental and general public support for the coordination concept has been outlined in this report. The authority and funding to accomplish this task could generate this support. Any public information package developed should also be useable by the sight, speech and hearing impaired.

8. A demonstration program should be established to implement a test of the coordination/brokerage concept outlined in this report.  
The Minnesota Department of Transportation requests the authority and the funding to accomplish this task.

This demonstration program, which could be implemented in the 1982-83 biennium would consist of two components:

- a. Rural Minnesota - The task force recommends that at least one demonstration of the proposed rural coordination/brokerage concept tailored to local needs be marketed, tested and evaluated during the next two years.
- b. Minnesota Metropolitan Areas (over 50,000 population)  
The task force recommends that at least one demonstration of the proposed metropolitan area coordination/brokerage concept, tailored to local needs be marketed, tested and evaluated in Minnesota Metropolitan areas during the next two years.

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The task force also recommends that the Legislature review the concept of establishing a base level of funding for special transportation service throughout the State, as well as the implementation of county boards on coordination.



## APPENDIX

## I. TASK FORCE SELECTION AND MEMBERSHIP

A news release was published by the Office of the Secretary of State announcing the formation of the task force and requesting applications for members representing public and private entities that provide special transportation services. In addition, a notice appeared in the State Register on July 23 announcing the formation of the task force. The State Register announcement urged interested persons to apply to the Secretary of State.

The Minnesota Department of Transportation (Mn/DOT) received 32 applications for membership to the task force. From these applications, seven persons were chosen to represent the Metropolitan Council, regional development commissions, and public and private entities providing special transportation services. The following criteria were used by Mn/DOT to select members:

- had experience from the user perspective, and/or
- had experience with programs and problems, and/or
- had experience as a private operator, and/or
- could represent outstate interests, and/or
- had administrative program experience.

Applicants that were not selected to serve on the task force are included on the mailing list, and were invited to attend meetings for informational purposes as well.

A list of the task force and subcommittee membership follows:

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Members of Task Force and Subcommittee

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Minnesota Department of Transportation  
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Ron Abato  
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Natalio Diaz  
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## II. TASK FORCE WORK PROGRAM

### 1. Define Objectives of Task Force and Establish Overall Work Program

This item has been discussed in Chapter I.

### 2. Continue to Identify Federal and State Existing Special Transportation Services

Through surveying, discussion, and background research, the task force identified 29 federal and state programs that provide funding for special transportation services. Additionally, the task force has started to identify where the special transportation projects are located in Minnesota. This activity will continue as information is gathered for the Mn/DOT Operating Standards for Special Transportation Services.

### 3. Compile Data and Information for the Preliminary Report to the Legislature

The Preliminary Report to the Legislature was completed November 20, 1979. Mn/DOT staff met with the Senate Subcommittee on Transit on that date to review the contents of the report and the progress of the task force up to that time.

### 4. Review Mn/DOT Proposed Operating Standards for Special Transportation Services

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In the same legislation that created this task force, the Legislature also mandated the Commissioner of Mn/DOT to "adopt standards for the operation of vehicles used to provide special transportation

service which are reasonably necessary to protect the health and safety of individuals using that service". 10/ It was also stated in the legislation that the Commissioner of Mn/DOT shall "review the draft rules, enforcement plan, and proposed budget with the interagency task force on coordination of special transportation service". 11/

This activity proved to be a major effort for the task force. The task force reviewed 10 drafts of the proposed operating standards, and discussed them extensively. The task force also commented on the enforcement plan and proposed budget. Operators of special transportation services that were not task force members also attended these meetings to comment on the proposed standards.

5. Identify Possible Strategies and Opportunities for Coordination

This process was an ongoing effort of the task force from December, 1979 to May, 1980. Much background research was completed in this effort, reviewing all materials that could be found that discussed or implemented coordination of special transportation services. The information on background and resource material research is discussed in Chapter III.

6. Develop Implementation Strategies

This task was concentrated on by the task force from May to July 1980. Several subtasks were completed during this process, which are noted below:

10/ Minn. Stat. 174.30, Subd. 2

11/ Minn. Stat. 174.30, Subd. 5

- . evaluate coordination strategies
- . select strategies that have good potential
- . develop a continuing procedure for interagency cooperation and communication
- . develop implementation and evaluation procedures

The completion of this task is discussed in Chapter VI -  
Potential Strategies for Coordination.

7. Prepare Preliminary Recommendations

This was an ongoing effort since the inception of the task force. All potential recommendations were listed by Mn/DOT staff as they arose, and were given further discussion by the task force. Final recommendations can be found in Chapter VII.

8. Public Meetings

This is one item, recommended by the task force, but not a legislative mandate, that was not completed. Simply, there was not enough time. However, the mailing list for the task force is quite long, and those members of the general public that were interested received task force mailings. Quite a few copies of the Preliminary Report to the Legislature were also distributed.

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Additionally, provisions for future public meetings to explain the coordination concept is discussed in Chapter V.



9. Preparation of the Final Report

This final report will be distributed to all interested persons.

The task force is hopeful that their findings and recommendations will enhance coordination possibilities in Minnesota, as well as serve as a research tool for interested agencies and organizations beyond our State.

### III. DEFINITIONS OF COOPERATION, COORDINATION AND CONSOLIDATION

It was necessary for the members of the task force to have the same understanding of what the word coordination meant in terms of group mandates. The following definition of coordination was chosen:

Coordination: is taken to mean the bringing together in some sort of common action, or acting together in a concerted way, to provide for the smooth interaction of separate transportation units within a program or system. In coordination, the primary concern is tapping the benefits of a unified system through joint action as a group. Coordination may come in the form of common funds, equipment or facilities; but agencies remain in a loose association and preserve their transportation identity. 12/

Coordination of transportation services may also include aspects of cooperation or consolidation of programs, which are defined below.

Cooperation: reflects the acting or working together of individuals or agencies in some loose association or cooperative way in which their

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12/ Coordinating Transportation for the Elderly and Handicapped. A State of the Art Report. Institute of Public Administration, Washington, D.C., November, 1976.

individual transportation identification is retained. 13/

Consolidation: means the joining together or merging of transportation services for mutual advantage. Consolidation is used when referring to a fully integrated system in which all individual units or individuals have been combined or consolidated into one integrated transportation system and individual transportation identity is no longer possible. 14/

13/ Ibid.

14/ Ibid.

#### IV. SPECIAL TRANSPORTATION PROGRAM SURVEY

Program Survey of Special Transportation\* Programs  
(ONE SHEET FOR EACH PROGRAM)

Department, Board, Agency: \_\_\_\_\_

Program Name: \_\_\_\_\_

Program Funding Source: \_\_\_\_\_

Contact Person: \_\_\_\_\_ Phone: \_\_\_\_\_

Program Description (Include target groups, trip purposes, etc.): \_\_\_\_\_

1. During the most recent year for which you have data, what program funds were available for special transportation?

Federal \$	_____	Month	_____	Year	_____	to	Month	_____	Year	_____
State \$	_____	Month	_____	Year	_____	to	Month	_____	Year	_____
Local \$	_____	Month	_____	Year	_____	to	Month	_____	Year	_____
Other \$	_____	Month	_____	Year	_____	to	Month	_____	Year	_____

Of that amount, which funds were:

- Targeted or Mandated for Special Transportation (by legislation, policy, etc.) \$ \_\_\_\_\_
- Discretionary (not specifically designated for special transportation) \$ \_\_\_\_\_

2. Is there a designated metro/non-metro split in funding: (Metro = 7 County Metro Area)

Yes \_\_\_\_\_ No \_\_\_\_\_

If so, how are the funds allocated?

Metro \$ \_\_\_\_\_ Non-Metro \$ \_\_\_\_\_

3. Do you anticipate any change in receiving these special transportation funds over the next few years? Please explain: \_\_\_\_\_

4. What determines recipient eligibility for special transportation funding? \_\_\_\_\_

5. How are special transportation funds distributed? (To agencies, directly to clients, etc.) \_\_\_\_\_

6. What are major constraints which may limit coordination of this program with others? \_\_\_\_\_

7. What are potential areas of coordination with other programs? \_\_\_\_\_

\* "Special transportation service" means motor vehicle transportation provided on a regular basis by a public or private entity or person that is designed exclusively or primarily to serve individuals who are elderly, handicapped, disabled, or economically disadvantaged and who are unable to use regular means of transportation. (Source: Minn. Stat. 174.29.)

## V. EXISTING PROGRAM DESCRIPTIONS

The task force identified 29 programs in the State of Minnesota that are involved in providing, assisting, reimbursing, or regulating special transportation services. This section of the Appendix gives a basic description of each of the 29 programs.

### 1. Minnesota Department of Transportation (Mn/DOT)

#### a. Section 18 Rural and Nonurban Transportation (Federal)

The Section 18 program was funded by the Surface Transportation Act of 1978. Minnesota's apportionment for the first two years of the program was \$3.5 million. The Section 18 program funds both 80% capital costs and 50% of the operating deficit for areas under 50,000 population. Funding is not solely for special transportation.

#### b. Section 16(b) (2) (Federal)

The federally funded 16(b) (2) program provides capital assistance only to private, non-profit organizations to provide transportation to elderly and handicapped persons. Mn/DOT administers the program in Minnesota and selects recipients. The F.Y. 1980 allocation for Minnesota is \$348,000. The recipient must provide a 20% match and all of the operating expenses for the vehicles.

#### c. Paratransit Grant Program (State)

The 1979 Minnesota Legislature continued the paratransit grant program with an appropriation of \$5.5 million for the biennium. Of this amount a total of \$1.3 million was targeted by Mn/DOT for special transportation throughout the State. The program provides capital and operating assistance for demonstration and on-going projects.

d. Regular Route Transit Improvement Program (State)

The regular route transit improvement program was created by the 1979 Minnesota Legislature to provide operating assistance for regular and fixed route demonstration projects. A yearly allocation of \$500,000 is provided for the biennium. Although the money in this program is not specifically targeted for special transportation services, a portion could be used for this type of service.

e. Public Transit Subsidy Program (State)

A total of \$15,140,000 was provided by the Legislature during F.Y. 1980 for this program. The public transit subsidy program provides statewide program operating assistance for regular and fixed route transit systems. Again, funding for this program is not targeted for special transportation services, although a portion may be used for this purpose. A total of \$3,169,507 has been targeted for special transportation during state fiscal year 1980.

f. Capital Assistance Program (State)

A total of \$150,000 was appropriated for F.Y. 1980 by the Minnesota Legislature for this program. The purpose of the program is to aid eligible recipients to meet federal matching requirements for federal grants available for the purchase and major repair of transit vehicles. Grants may not exceed 50% of the non-federal share.

## 2. Minnesota Department of Public Welfare

### a. Detoxification Transportation Grant (Federal)

Funds are available statewide for the transportation of clients to detoxification centers and from these centers to other social service providers. A total of \$216,568 federal dollars are available during F.Y. 1980 for transportation reimbursement payments. It is anticipated that funding for this program will be discontinued on June 30, 1981.

### b. Medical Assistance - Title 19 (Federal)

This program is for transportation of eligible welfare recipients in AFDC, Medical Assistance, General Assistance and Catastrophic Health Emergency Protection Plan (CHEPP) programs. During F.Y. 1979, a total of \$2,267,427 was used for special transportation purposes. Transportation reimbursed under this program is for medical purposes only.

### c. Title 20 - Social Service (Federal)

The Community Social Services Act (Minn. Stat. ch. 256E) provides social services grants to county welfare departments including allocation of federal Title 20 dollars. In a county's annual plan, each county welfare department estimates the transportation expenditures that will be made during the year. Transportation is an optional service, as is funding. The recipients must meet Title 20 eligibility requirements.

Since 1975 there has been a ceiling on the amount of federal Title 20 funds that are provided for social services. Currently about 75 percent of social service expenditures are county monies. All counties use either vouchers or have a contract with a local transportation provider.

d. Aid to Families with Dependent Children (AFDC) (Federal)

There are no specific funds set aside for transportation in the AFDC program. However, AFDC recipients are eligible for the medical assistance program cited above. Also, there are some methods of transportation payments which are:

- . in AFDC grants, a portion may be used by a recipient for transportation. This is the prerogative of a client
- . administrative AFDC funds are available for transportation if there is a hearing
- . a person who is employed is allowed to deduct transportation to a place of employment or of a child to a babysitter as an income expenditure, determined on an individual case basis.
- . a \$100 maximum loan for car repair for employment transportation

e. Developmental Achievement Center (DAC) Transportation (State)

~~This is a statewide program of grants to DACs (daytime programs~~  
for the developmentally disabled) to transport mentally retarded and cerebral palsied participants to and from the DACs. A total



of \$3,033,700 was appropriated by the Minnesota Legislature for F.Y. 1980 for this purpose. Funding for state fiscal year 1981 will be allocated to county boards by statutory formula in block grant form. This transportation allocation has become part of the monies allocated under the Community Social Services Act (Minn. Stat. ch. 256E) and will no longer be designated specifically for transportation.

3. Minnesota Department of Economic Security (Division of Vocational Rehabilitation)

a. Section 110 of the Rehabilitation Act of 1973 (Federal)

This is a federal program that provides funds for transportation for severely physically handicapped persons. Payments are made for special transportation services for clients when it is necessary to complete a training program. In addition, in some instances, a limited amount of adaptive equipment is purchased for the handicapped to equip vans or automobiles which the clients own or purchase so they are able to get to and from work. A total of \$100,000 a year is allocated for this purpose.

4. Minnesota Board on Aging

a. Title III, Part B of the Older Americans Act of 1965 (Federal)

Title III is a program where the target group is the elderly age 60 and over. The money is to be spent on services allowable under the Older Americans Act and transportation is only one of those

services. Main trip purposes include medical and health needs, nutrition program meal sites, shopping trips, community or senior centers, socializing, and recreation. The total federal allocation for special transportation in Minnesota during F.Y. 1979 was \$547,714. However, the amount of money an Area Agency on Aging spends on transportation is discretionary. Programs are funded up to three years, with federal money decreasing each year.

5. Minnesota Department of Education

a. Handicapped Pupil Transportation (State)

This program is available to handicapped students who attend both public and nonpublic schools and who are unable to ride regular school buses or must be transported to and from specialized programs. A total of \$8.9 million in state funding was available in state F.Y. 1979 for this purpose.

6. Metropolitan Transit Commission and Minnesota Department of Transportation

a. Project Mobility (State)

Project Mobility is a state funded program that uses a specially equipped fleet of vehicles to serve handicapped persons in the central portion of the Twin Cities Metropolitan Area. A total of \$5 million was appropriated by the Legislature for Project Mobility for the biennium. The project is currently coordinated with Metro Mobility, a paratransit project funded by Mn/DOT.

## 7. ACTION

### a. VISTA (FEDERAL)

VISTA is a program for persons who are economically disadvantaged. Special transportation is a function of VISTA in that clients may be reimbursed for mileage or may use General Services Administration vehicles. Clients are eligible for transportation services when they need to travel long distances and cannot afford the normal operating expenditures of vehicles. The Minnesota apportionment for VISTA was \$36,000 for F.Y. 1979. Approximately half of this was used for transportation reimbursement.

### b. University Year for ACTION (Federal)

This is a program where a university student may work on a VISTA type program for a year to earn academic credit. Transportation costs are reimbursable. The F.Y. 1979 allocation for Minnesota was \$8,800. Again, the client eligibility is that the person needs to travel a long distance and cannot afford normal vehicle operating expenditures.

### c. Retired Senior Volunteer Program (RSVP) (Federal)

The RSVP program is intended for those persons 60 years old or older that are involved in volunteer activities. Transportation is part of the RSVP budget in that volunteers are paid up to \$1.75 per day for reimbursement, and a total of \$3,832,500 was available in F.Y. 1979 for that purpose.

d. Foster Grandparents Program (Federal)

The Foster Grandparents program is a volunteer activity where senior citizens act as substitute grandparents for children. There was \$1,000,000 in state and local funds available for transportation reimbursement during F.Y. 1979.

e. Special Demonstration and Mini-Grants (Federal)

This is a program that promotes volunteerism; funds could be used for special transportation. Federal funds available for this program total \$1 million; there are no grants in Minnesota at this time. This program is open to anyone that may apply; it is not restricted to ACTION recipients.

f. Senior Companion Program (Federal)

This is another volunteer program where senior citizens act as companions for other seniors. There was \$471,000 available in F.Y. 1979 for transportation reimbursement.

8. Community Services Administration

The Community Services Administration, through its Community Action Agencies, undertake a coordinated planning and operational effort with other transportation operators and social service agencies so that an integrated transportation system results.

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Some functions of the CSA, through the CAA's are: to coordinate program funding; to facilitate the implementation of programs; to be an advocate for those seeking jobs in transportation projects; to provide technical assistance to transportation operators; and to act as a transportation operator.

9. Minnesota Department of Economic Security (Division of Economic Opportunity)

a. Head Start (Federal)

The Head Start program is an education program for disadvantaged preschoolers. This program is funded under the Administration of Children, Youth and Families. Although most of the time the children are taught at home, approximately 2 days a week the students are transported to schools. Most ACYF funding is for van-type transportation. In order to learn more about Head Start transportation, it would be necessary to survey each project in Minnesota.

10. Minnesota Department of Economic Security (Employment and Training Division)

a. Concentrated Employment and Training Program (CETA) (Federal)

This program provides comprehensive employment and training services for the economically disadvantaged. Transportation is included as needed to complete an individual's program.

11. Minnesota Department of Public Welfare and Minnesota Department of Economic Security

a. Rehabilitation Facilities & Long Term Sheltered Workshops  
(Federal & State)

Sheltered Workshops are private non-profit corporations that provide jobs for physically and mentally retarded persons.

Sheltered workshops receive funding from a variety of sources including:

- . Title 20
- . Minnesota Department of Economic Security
- . Local taxes
- . United Way
- . Fees for service

b. Work Incentive Program (WIN) (Federal)

The Work Incentive Program (WIN) is a federal program to assist persons receiving Aid to Families with Dependent Children (AFDC) to enter employment and earn wages that will allow them to reduce or eliminate their dependence on public welfare. Authorized by 1976 and 1972 amendments to Title IV A of the Social Security Act, WIN is a joint effort of the U.S. Department of Labor and Department of Health, Education and Welfare.

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c. Work and Training Program (Federal)

The Work and Training Program is a federal program to assist persons on General Assistance to enter employment. The funds

for this program are used for child care, food, shelter, and transportation to and from work or to pick up a child from day care centers.

d. Work Equity Project (Federal)

The Work Equity Project is a federal demonstration program for community work projects. This program is a combination of WIN and CETA type projects. The funds are used to aid people on welfare projects.

12. Veterans Administration (Federal)

Transportation expenses of eligible veterans may be reimbursed.

## VI. BIBLIOGRAPHY OF PROGRAM MATERIALS, COORDINATION ARTICLES AND LEGISLATION

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VII. Clientele and Trip Purposes of Eleven Programs Best Suited for Coordination

1. Section 18 Rural and Non-Urban Transportation

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X	X	X	X
	Personal Needs	X	X	X	X	X	X
P U R P O S E	Skill Development (Education)	X	X	X	X	X	X
	Work Activities	X	X	X	X	X	X
	Social Activities	X	X	X	X	X	X

2. Section 16(b) (2)

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X	X	X	
	Personal Needs	X	X	X	X	X	
P U R P O S E	Skill Development (Education)	X	X	X	X	X	
	Work Activities	X	X	X	X	X	
	Social Activities	X	X	X	X	X	

3. Paratransit Grant Program

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X	X	X	X
	Personal Needs	X	X	X	X	X	X
P U R P O S E	Skill Development (Education)	X	X	X	X	X	X
	Work Activities	X	X	X	X	X	X
	Social Activities	X	X	X	X	X	X

4. Public Transit Subsidy Program

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X	X	X	X
	Personal Needs	X	X	X	X	X	X
P U R P O S E	Skill Development (Education)	X	X	X	X	X	X
	Work Activities	X	X	X	X	X	X
	Social Activities	X	X	X	X	X	X

5. Title 19

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X		X	X
	Personal Needs						
P U R P O S E	Skill Development (Education)						
	Work Activities						
	Social Activities						

6. Title 20

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance	X					
	Personal Needs		X	X	X	X	X
P U R P O S E	Skill Development (Education)			X		X	X
	Work Activities			X		X	X
	Social Activities			X		X	X

7. Developmental Achievement Centers

		<u>Users</u>					
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>	<u>Economically Disadvantaged</u>
T R I P	Medical Assistance						
P	Personal Needs						
P U R P O S E	Skill Development (Education)		X		X	X	
	Work Activities					X	
	Social Activities				X	X	

		<u>Users</u>				
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>
T R I P	Medical Assistance	X	X	X		
P	Personal Needs	X	X	X		
P U R	Skill Development (Education)	X		X	X	
P O S E	Work Activities	X		X	X	
	Social Activities	X		X	X	

9. Handicapped Pupil Transportation

		<u>Users</u>				
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>
T R I P	Medical Assistance				X	
P	Personal Needs				X	
P U R	Skill Development (Education)				X	
P O S E	Work Activities				X	
	Social Activities					

10. Project Mobility

		<u>Users</u>				
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>
T R I P	Medical Assistance		X		X	X
P	Personal Needs		X		X	X
P U R	Skill Development (Education)		X		X	X
P O S E	Work Activities		X		X	X
	Social Activities		X		X	X

11. Rehabilitation Facilities and Long Term Sheltered Workshops

		<u>Users</u>				
		<u>Elderly</u>	<u>Elderly &amp; Handicapped</u>	<u>Elderly &amp; Economically Disadvantaged</u>	<u>Handicapped</u>	<u>Handicapped &amp; Economically Disadvantaged</u>
T R I P	Medical Assistance					
P	Personal Needs					
P U R	Skill Development (Education)				X	X
P O S E	Work Activities				X	X
	Social Activities				X	X

#### VIII. SAMPLE DIAGRAM OF A VOUCHER

The following diagram is a sample of what a voucher could look like.

The voucher could be turned in to the operator by the passenger, verifying that the trip was taken through the signature of a doctor.

The operator would then turn the voucher in to the broker for reimbursement of the cost of the trip.

The following explanation is one way that the voucher system could operate for a medical trip:

1. Client calls the operator for special transportation appointment and gives the sponsor an identification number. The operator phones the agency to verify client status.
2. The operator then transports the client on first trip at standard fare. The client is given a voucher (see below) for the return trip and first fare refund.
3. Client has a practitioner fill out the voucher during their consultation.
4. Client returns the voucher to the driver as a return fare. First fare is refunded (i.e.: as token good for next trip).
5. Operator sends the voucher to either the broker or agency for full trip refund.



SAMPLE VOUCHER FOR SPECIAL TRANSPORTATION

Passenger's Full Name (Print)	_____	_____ 19
Sponsor Agency and Client ID Number	_____	Authorized by (Print) _____
Trip Purpose	_____	Authorizing Signature _____
Provider's Code	_____	Phone Number _____
Client Medical Assistance #	_____	Voucher Series _____
County of Origin	_____	Trip Number _____

Local County Welfare Boards could act as a broker for Title 19 and 20 recipients and assemble one combined itemized list of clients to forward to the Department of Public Welfare.

Private sponsoring agencies, (i.e., employers, schools, care facilities, etc.) could accept the vouchers directly. It is important to plan to include both private and public funding for this form of special transportation.



