SOUTHEASTERN UTAH

PUBLIC TRANSIT BUSINESS PLAN

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Prepared for:
Southeastern Utah Association of Local Governments

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EXECUTIVE SUMMARY

With funding from the Utah Department of Transportation, the Southeastern Utah Association of Local Governments (SEUALG) partnered with local stakeholders to create a detailed public transit business plan. The Business Plan evaluates the need for public transportation in Carbon, Emery, Grand, and San Juan counties and recommends strategies to address the identified needs.

Needs

An assessment of the region's public transportation needs was conducted in the spring of 2009. The assessment reviewed demographic trends, catalogued existing transportation services, and analyzed transit demand. The analysis showed that the region has a high level of unmet transportation needs that are rooted in the underlying geographic and demographic characteristics of the region. While the needs are formidable, the region has a history of committed residents and leaders working together to improve services through coordination. See Chapter 2 for an in-depth discussion of the public transportation needs of the region.

Recommendations

The Business Plan presents nine strategies to address the public transportation needs identified in the region. Six region-wide strategies are presented, followed by three locally focused pilot projects for the area's sub-regions. The region-wide strategies include:

- Establish regional and local coordinating councils
- Establish, train and support a regional mobility manager
- Provide education and awareness support to riders, providers, and elected leaders
- Establish a region-wide travel voucher program
- Provide a framework for exploring opportunities to introduce general public transit systems in transit supportive communities
- Provide a framework for consolidating long-distance trips

The three sub-regional strategies include:

- Establish a travel voucher program in Carbon and Emery Counties
- Initiate resource sharing through inter-agency agreements in Grand County
- Promote vanpools in San Juan County

Chapter 3 presents each of these strategies in detail and provides a description, cost and funding guidance, and action items.

The Bottom Line

If implemented as outlined in the Business Plan, the complete package would cost approximately $164,000 in the first year. Of this amount, approximately $107,000 would come from federal sources and about $57,000 would be required from local sources in year one. A five-year financial plan is outlined in detail in Chapter 4 showing the federal and local costs for each recommended strategy.

Anticipated Results

This investment would yield the following results:

- With the establishment of a travel voucher program and through the coordination of multiple existing transportation providers:
  - New geographic areas would become accessible to more individuals;
  - New client types would be served, and;
  - More trips would be provided, overall.

- By establishing a regional coordinating council, and by providing a framework within which agencies can overcome barriers to coordination, the plan:
  - Identifies ways to better utilize existing resources;
  - Promotes the use of volunteers;
  - Helps to promote continued cooperation and coordination among key stakeholders;
  - Improves communication among stakeholders;
  - Reduces duplication of services, where possible;
  - Improves participation in decision making and information sharing, and;
  - Lowers unit costs, enabling agencies to expand services without expanding budgets.

- By pursuing untapped funding sources more money would flow into the region further enabling agencies to expand without sacrificing existing programs.

- By putting resources in the hands of individuals through the travel voucher program and through increased awareness of transportation resources, the plan increases independence among transportation disadvantaged populations.

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CHAPTER 1. INTRODUCTION AND METHODS

The Southeastern Utah Association of Local Governments (SEUALG) contracted with WCEC Engineers to prepare a public transit business plan for the southeastern region. This business plan serves three primary functions:

- It evaluates existing transportation services including human service transportation programs;
- It identifies the unmet needs of transit dependent populations, and
- It articulates strategies for meeting these needs by improving existing services and by recommending new services to meet identified needs.

To emphasize implementation of the strategies, the plan includes detailed financial, operational, institutional, and strategic considerations for each of the recommended strategies.

Need for the Business Plan

The need for a public transit business plan resulted from the limited transportation options currently available to residents in the Southeast region. Similar to other rural parts of the state, no formal public transit system exists in the region. While there are some intercity bus services available, the schedule and cost of these services generally do not make them accessible for the day-to-day needs of local residents.

Nearly all of the public transportation services are provided by dedicated human service agencies that provide a broad range of assistance for certain groups in the community. However, as will be discussed in Chapter 2, the needs of residents served by these human service agencies—which include people with disabilities, senior citizens, and people with low income—are steadily increasing. With rising need and agency budget cuts on the horizon, the region has a strong incentive to explore ways to expand the level of transportation service. This business plan is needed to provide feasible solutions and to guide stakeholders and decision makers through the implementation of the identified strategies.

Formation of Stakeholder Committee

A stakeholder committee was formed in the beginning of the project. This committee played an essential role in shaping the Business Plan over the course of the study and assisted in guiding the planning and strategy-development process. The stakeholder committee represents a wide range of agencies and individuals from all segments of the transportation dependent population. The committee consists of one or more representatives from the following groups:

- Community senior centers
- Local elected mayors and county commissioners
- Local government officials

- Independent Living Centers
- Division of Services for People with Disabilities
- Vocational Rehabilitation
- Area Hospitals
- Department of Workforce Services
- Department of Health
- Private and public transportation providers
- Mental health services

Each of these agencies is working toward the same goal of providing improved transportation for their clients. To this end, they recognize the need to coordinate with one another to address local transportation needs.

Identification of Project Goals

Project goals were identified at the outset of the project to guide the planning process. Goal statements were initially developed using information from the Statewide Coordinated Human Service Public Transportation Plan and from information collected during project kickoff meetings held in Monticello and Price.

The goal statements were refined and ranked by stakeholder input through interviews and an online survey. Over half of survey respondents answered that nine of the ten goal statements were a high priority. The highest priorities, according to 94% of stakeholders, are identifying and maximizing available funding and addressing medical transit needs. Over three quarters of survey respondents stated that the next highest priorities are including major medical service providers in the planning process, addressing geographic constraints, and tackling institutional barriers.

The lowest priorities were reported to be investigating relationships with out of state agencies and focusing on short-term opportunities, as reported by 56% and 45% of stakeholders respectively. This was followed by over one third of respondents stating that improving job access and building on existing partnerships were lower priorities.

The goal statements are listed below in order of priority, as ranked by stakeholders from the online survey:

- **Goal 1:** The process will identify ways agencies can maximize the use of new and currently available funding.
- **Goal 2:** The process will specifically address medical transportation options as part of addressing the overall transportation framework.
- **Goal 3:** The process will involve stakeholders, transportation providers, and medical service providers (such as hospitals and local clinics) to identify service gaps and barriers in meeting medical transit needs.
- **Goal 4:** The process will specifically address geographic constraints by emphasizing concepts such as networking, pooling resources, maximizing operational efficiencies and utilizing lower cost solutions.

- **Goal 5:** The process will address institutional barriers head-on by investigating known institutional barriers in detail to separate fact from fiction and shed light on the true opportunities and limitations inherent in any given transportation strategy.
  Goal 6: The process will take stakeholders ideas to the next level by providing technical resources and a collaborative environment in which those ideas can be expanded and prepared for implementation.
- **Goal 7:** The process will build on existing partnerships to benefit from the legacy of cooperation already in place.
- **Goal 8:** The process will improve job access services to meet diverse needs.
- **Goal 9:** The process will focus on the opportunities for early success that build momentum for addressing more difficult issues at a later date.
- **Goal 10:** The process will investigate relationships with out-of-state agencies.

These goals were helpful in guiding the development of the strategies contained in this plan. Since these goals were formed in close collaboration with stakeholders, many of the same concepts were reflected in the strategy discussions held with stakeholders.

Strategy Development

The consultant team worked closely with the stakeholder committee and client project manager in identifying strategies that are appropriate for inclusion in the business plan. The first step in this process was to hold charrette-style workshops in three different locations around the region to hear stakeholder ideas for improving public transportation services. These highly participatory meetings were successful in generating a broad collection of ideas regarding ways to improve public transportation services.

The next step in the analysis involved reducing the long list of ideas into a shorter list of workable strategies. The consultant team conducted a screening and evaluation process that resulted in synthesizing, combining, and paring the long list down to approximately 14 strategies—a number much more manageable than the original amount of ideas, but still too high for the project purpose and budget. These strategies included the following:

- More defined role for transit committee
- Coordinated/consolidate long distance trips
- Rider subsidies (voucher program)
- Mobility manager
- Volunteer driver program
- Education program
- Support for and expand Scoodeo
- Employer sponsored vanpool program
- Carbon/Emery County general public transit
- Grand County general public transit
- San Juan County general public transit
- Coordination and resource pooling project for Carbon and Emery County
- Coordination and resource pooling project for Grand County
- Coordination and resource pooling project for San Juan County

The stakeholders were instrumental again in determining which of these strategies would be advanced for development. In addition to eliminating some of these strategies, the results of a prioritization activity indicated that the majority of the stakeholders did not believe that general public transit was an implementable strategy in any of the geographical areas at this time. Instead, specific sub-regional projects that coordinate and pool resources should be developed.

However, because the role of general public transit was uncertain, a strategy has been included in the business plan that provides a framework for planning future general public transit services in supportive communities.

The final set of strategies for development in the business plan includes the following:

- Establish Regional and Local Coordinating Councils
- Establish, Train and Support a Regional Mobility Manager
- Establish an Education and Awareness Program
- Travel Voucher Program
- 5311 General Public Transit
- Consolidation of Long Distance Trips
- Resource Pooling Project #1: Travel Voucher Program in Carbon and Emery Counties
- Resource Pooling Project #2: Sharing Resources through Inter-Agency Agreements in Grand County
- Resource Pooling Project #3: Vanpools in San Juan County

Document Organization

This business plan is organized into four chapters. Following this introductory chapter, Chapter 2 provides a discussion on the transportation needs and issues of the region. A thorough understanding of the challenges and demographic trends of the region is necessary to develop relevant strategies. The chapter includes a demographic analysis, a discussion of the current transportation providers, and a demand analysis to identify needs of the region.

Chapter 3 is the heart of the business plan and forms the bulk of this document. This chapter, organized by sub-regional geographies, presents the recommended transportation strategies. Each strategy includes detailed information that defines the strategy, details its application in the region, provides operational and administrative details, and gives a step-by-step implementation plan.

Chapter 4 is a summary chapter that provides guidance on how and when to implement the various components of the business plan. A five-year budget is included that illustrates the costs associated with the plan and how to pay for it.

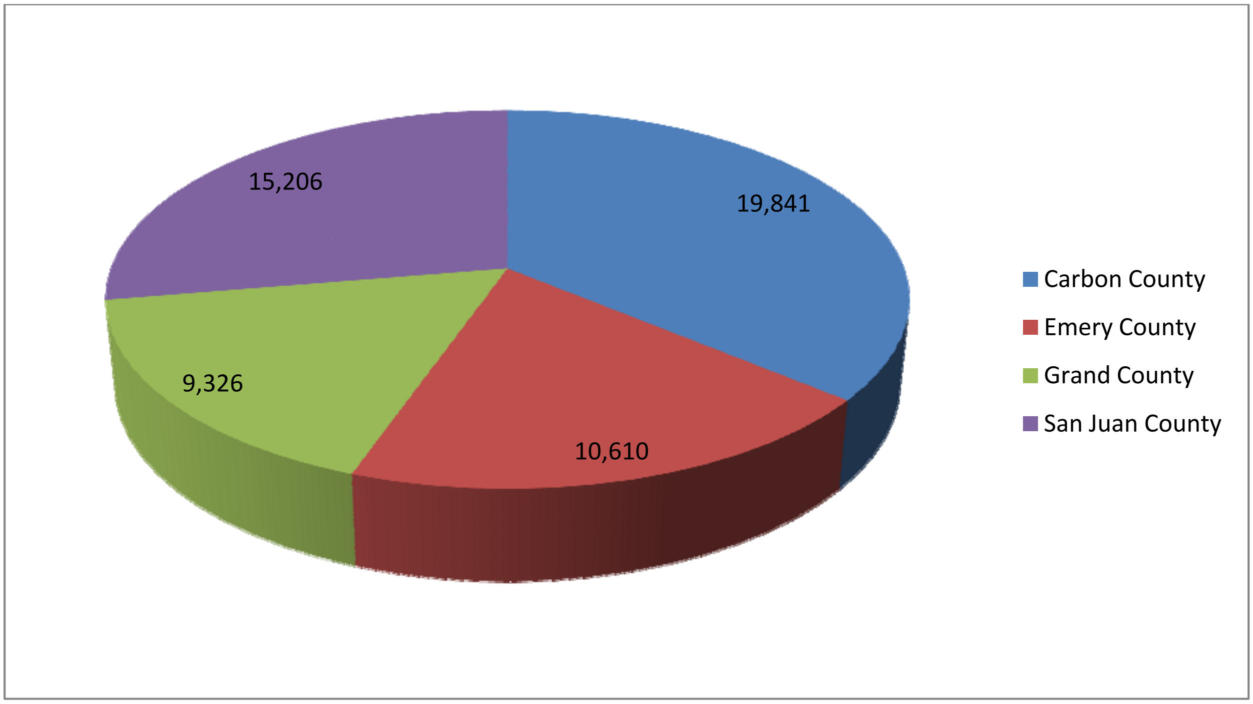
CHAPTER 2. NEEDS ANALYSIS

This chapter provides analysis of the demographic and transportation needs of the region. The results of this analysis guide the development of strategies presented in Chapter 3.

Area Overview

The SEUALG was established to assist the state and local governments with multi-county planning, program integration, and optimization of economies of scale. It includes Carbon, Emery, Grand, and San Juan Counties as well as the Utah Navajo Strip of the Navajo Reservation. The region encompasses an enormous area, almost 17,400 square miles, while only containing two percent of the state's population. The 2008 estimate of the Utah Governor's Office of Planning and Budget (GOPB) puts the region's population at 54,983. Figure 2-1 shows a population breakdown of the region by county.

Figure 2-1 SEUALG 2008 Population



Source: Utah Governor's Office of Planning and Budget

The region has experienced very slow growth over the last decade. Two of the counties, Carbon and Emery, have lost population since the 2000 Census. The GOPB projects this slow growth to continue over the next twenty years, eventually reaching an estimated population of 68,705 by 2030. In fact, of all of the regions in Utah (as defined by Association of Governments boundaries), the Southeast region is expected to grow the slowest through the year 2030 at an annual rate of growth of 0.8 percent. For comparison, the state of Utah is projected to have an annual rate of growth of 2.3 percent over the same time period.

The Southeast region is the host of six national parks and monuments, eight state parks, state and national forests and numerous other recreational destinations. These destinations are accessed primarily by I-70 which crosses the region from east to west. Other primary highways are US 6, which travels from the northern reaches of Carbon County through Green River, and US 191 which extends south from Green River through Grand and San Juan Counties and into Arizona. Because of their length and proximity to the vast majority of the region's residents, these highways are crucial transportation corridors.

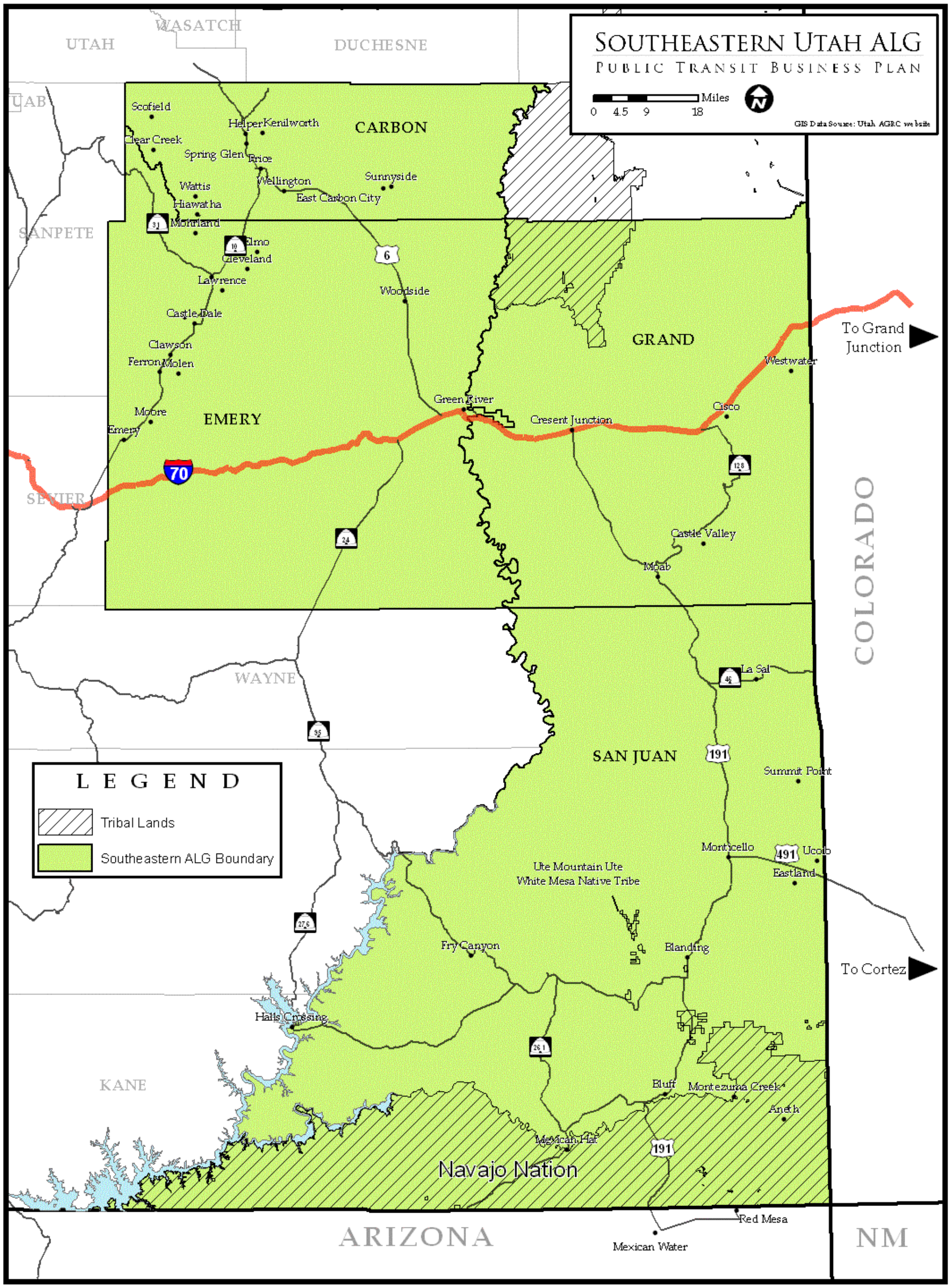
The Southeast region encompasses 19 small towns and municipalities including Price, Castle Dale, Moab, Green River, Monticello, and Blanding. Price is the largest and most economically diverse city in the region and is home to the College of Eastern Utah, an educational facility with approximately 2,000 students. The remaining cities and towns are rural in nature and consist of fewer than 5,000 people.

Based on demographic data and aerial photographs, the majority of the population lives within or adjacent to the incorporated cities and towns of the region. The exception to this is San Juan County where only 35 percent of the residents live in its two incorporated cities, Blanding and Monticello. The majority of San Juan County's population, approximately 56 percent, is Native American and lives in the two reservations in the county, the Ute Mountain Ute Tribe and the Navajo Nation.

The Utah Navajo Strip covers much of the Four Corners area of the state. Only a relatively small portion of Native Americans that live within the reservation are in Utah. The majority of Native American settlements in the reservation are in Arizona, New Mexico and Colorado. Because of this, many of the Navajos that live within Utah are oriented towards locations outside of the state to take advantage of the services offered by the Tribe.

A map of the project area has been included as Figure 2-2.

Figure 2-2 Project Area



Source: WCEC Engineers, Inc. 2009

Transit Dependent Populations

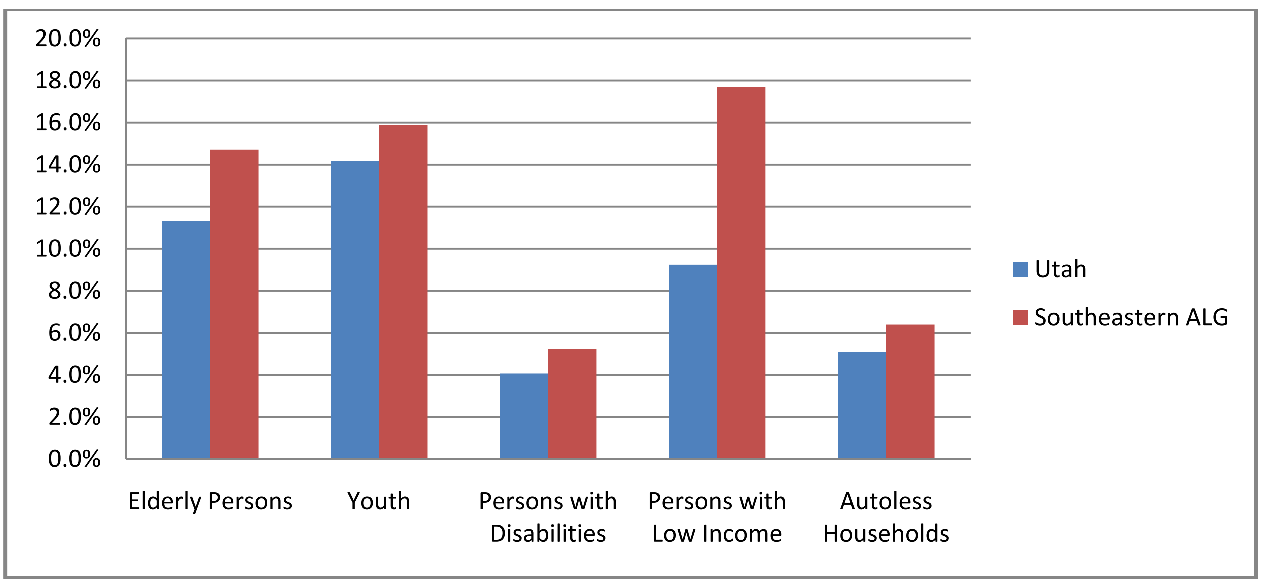
Given the rural nature of the Southeast region, mobility is an essential component of a high quality life. Mobility offers greater choices for employment, improved access to medical care, and the means to perform daily errands. However, for a growing number of residents in the region, mobility presents a challenging obstacle. Transportation dependent residents are those who because of disability, income status, or age are unable to transport themselves and are dependent upon others to assist them in accessing health care, employment, and other activities.

For purposes of this analysis, the transit dependent populations have been defined as follows:

- Older Adults: Individuals aged 60 years of age and older.
- People with Disabilities: Individuals aged 16 and older that reported a disability that prevented them from going outside the home.
- People with Low Income: Individuals whose level of income falls below the federally defined poverty level.
- Youth: Individuals between the age of 10 and 17.
- No Vehicle Households: Households that reported no vehicle available.

Figure 2-3 provides an idea of the percentage of region's population that fall into one of these categories based on the 2000 Census. Data from the state of Utah has also been included.

Figure 2-3 Transit dependent populations in the SEUALG region and the state



Source: 2000 Census

When viewed as a region, the southeastern region has a greater percentage of transit dependent populations than does the state of Utah. Particularly noticeable is the large number of people with low income in the region—nearly double that of the state as a whole. While San

Juan County accounts for a disproportionate share of the low income population in the region, each of the other counties also has a greater share of low income residents than the state average.

Figure 2-3 is based on data from the 2000 Census. It is likely that recent trends have altered the number of transit dependent individuals in the region. In order to assess how this has changed, data from several different sources has been reviewed. The following statements summarize recent trends based on this data:

- Based on data from the Utah Governor's Office of Planning and Budget, the population of the southeastern region is growing older. It is estimated that by 2030, 1 in 5 SEUALG residents will be over the age of 59, up from 1 in 6 in 2000. Given the rural nature of the region, an increase in the number of older adults aging in place will put additional demands on human service agencies for transportation.

- Data provided by the Division of Workforce Services show that a greater percentage of SEUALG residents need financial assistance than in the remainder of the state. This is especially noticeable in Carbon and Emery Counties where residents receiving food stamps increased from 8.2 percent in 2000 to 11.8 percent in 2008, and 5.5 percent to 8.4 percent, respectively.

- A particularly alarming trend in Carbon and Emery Counties is the growth in the number of people with disabilities. Data received from the Utah DSPD shows that these two counties had the greatest percentage increase in growth of residents receiving disability services from the DSPD since 2000. While it is beyond the scope of this study to investigate the causes of this increase, discussions with staff at the DSPD suggest that the growth is not a statistical anomaly but instead is likely the result of various underlying health and environmental factors.

These trends highlight that the demands for public transportation will likely increase over the years and become an increasingly important consideration in the region.

Location of Transit Dependent Individuals

An analysis of where transit dependent individuals live can provide useful insights into the public transportation needs of the region. Figure 2-4 is a map of the southeastern region broken down by census block group. The block groups are color coded according to an index score that is based on the total number of individuals or households that fall into one of the transit dependent populations, with red indicating the block groups with the highest numbers.

This map shows high numbers of transit dependent individuals living in block groups that include three of the four block groups of the Navajo Nation, Blanding, eastern Carbon County, and areas surrounding Price. Since the vast majority of residents in the region live within or adjacent to incorporated cities (with the exception of the Navajo Nation), the following cities are identified as having the largest numbers of transit dependent residents:

- Eastern block group of the Navajo Nation (Montezuma Creek, Aneth)
- Helper
- East Carbon
- Central-eastern block group of the Navajo Nation (Little Water, White Mesa)
- Sunnyside
- Wellington
- Central-western block group of the Navajo Nation (Monument Valley)
- Southern Blanding
- Western Price

Other block groups with notable populations of transit dependent residents include:

- Highway 10 cities (Emery, Ferron, Clawson, Castle Dale, Huntington)
- Towns outside of Helper (Spring Glen and Kenilworth)
- Castle Valley
- Moab

Density of Transit Dependent Individuals

To compensate for the varying geographies, a density calculation can be made to determine where the targeted population is most highly concentrated.

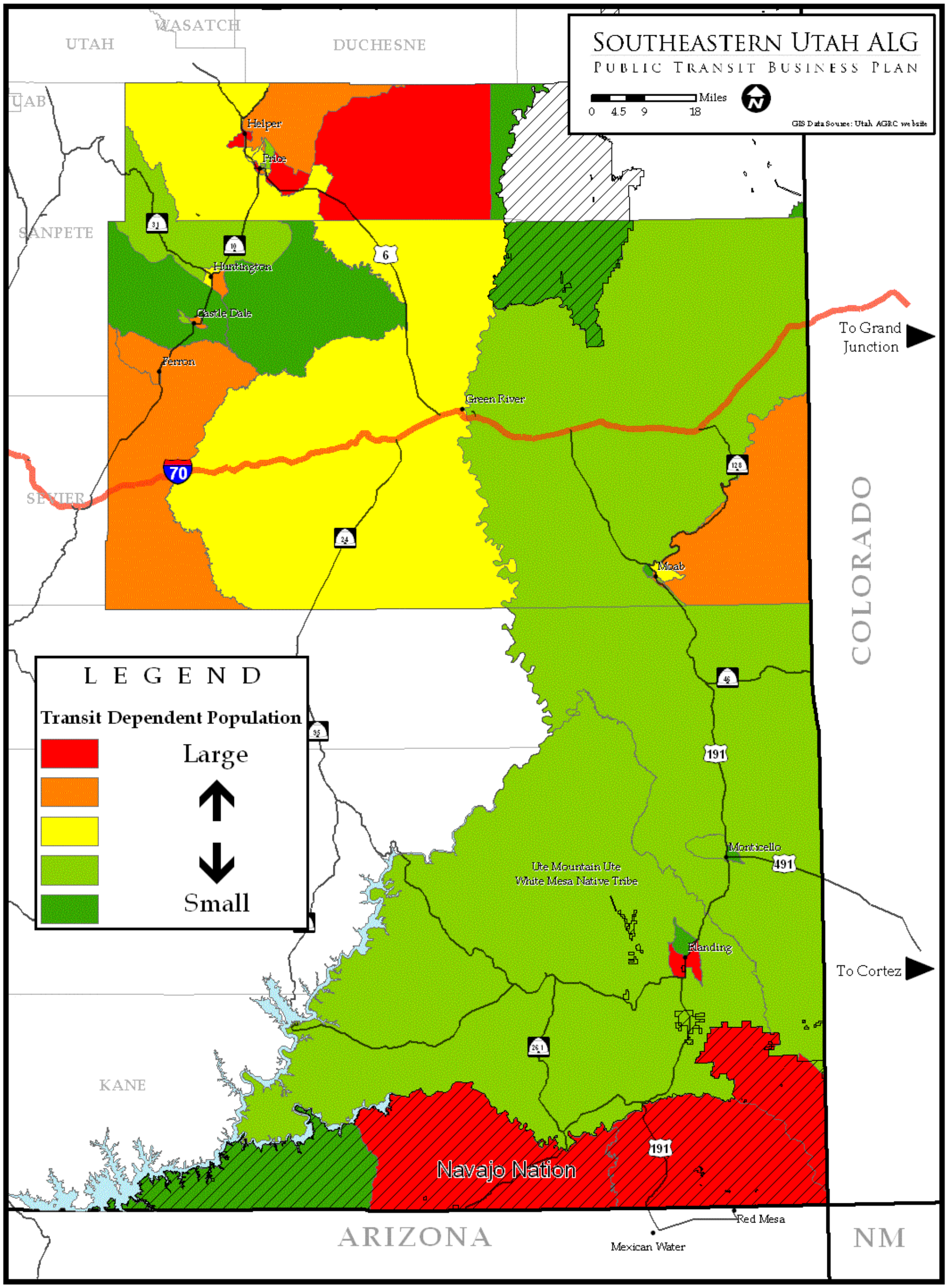
Similar to the previous calculation, an index score was calculated for each block group based on the density (person or household per acre) of the transit dependent populations. The block groups indicated by red in Figure 2-5 are those with the highest concentration of transit dependent persons and households in the region.

In general, Figure 2-5 shows that the smallest block groups are also those with the highest concentration of transit dependent populations. Five of the block groups with the highest density are in Price, three are in Moab, and one in Blanding. Other locations of relatively high density include:

- Helper
- Block groups adjacent to Price (Carbonville and Spring Glen)
- Castle Dale
- Orangeville
- Monticello

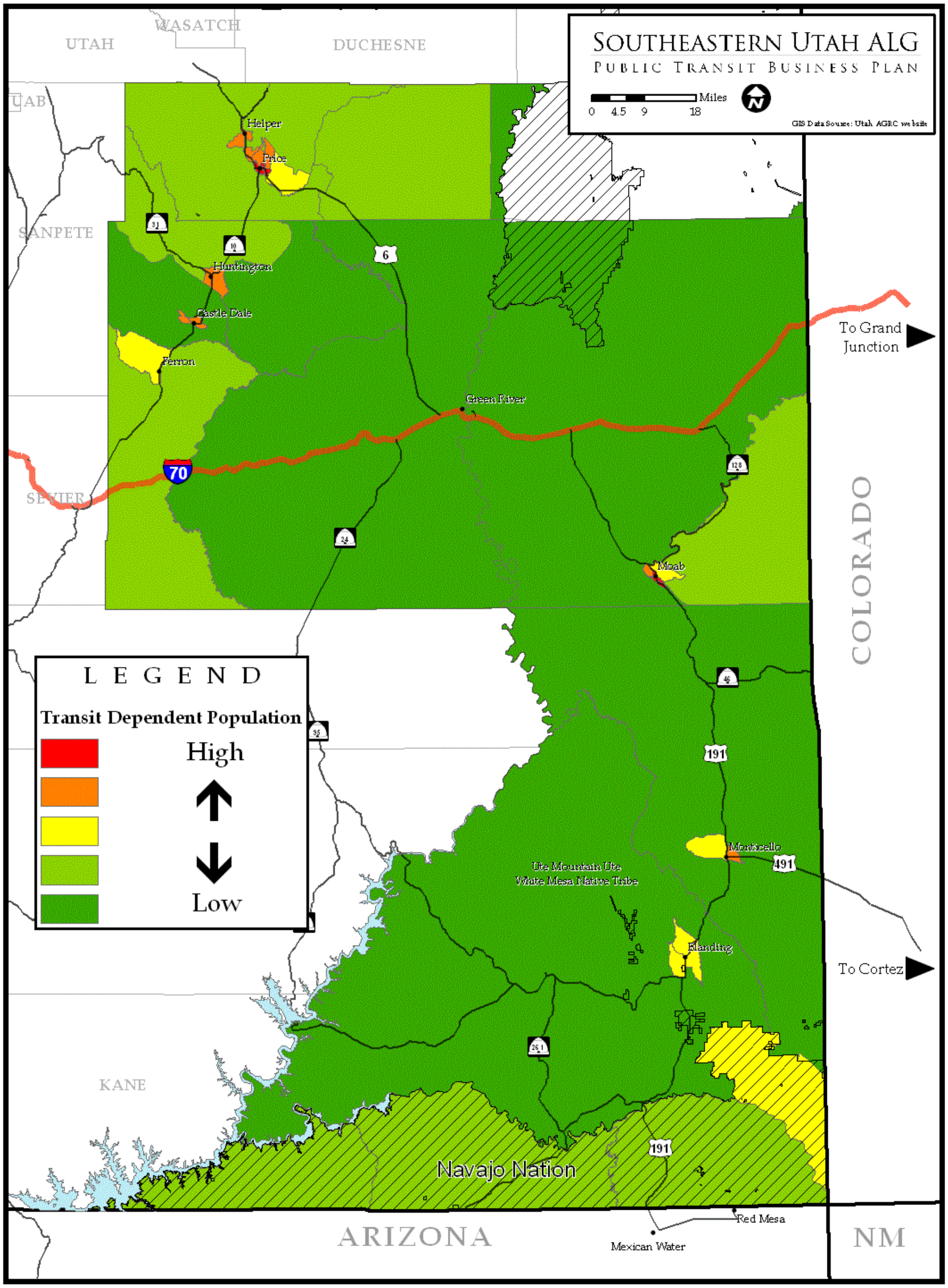
It is interesting to note the differences between Figures 2-4 and 2-5. While some areas undoubtedly have high numbers of transit dependent populations, the block group does not register as high need on the density map due to its size. For instance, while it is clear that the Navajo Nation has a large number of transit dependent residents, its population is widely dispersed across the landscape. Other towns, such as East Carbon, likely have a highly concentrated population but the block group of which they are part also includes vast swaths of unpopulated areas. Need cannot be determined from either map alone.

Figure 2-4 Absolute Number of Transit Dependent Individuals by Block Group



Source: WCEC Engineers, Inc. 2009

Figure 2-5   Density of Transit Dependent Individuals by Block Group



Source: WCEC Engineers, Inc. 2009

Transit Demand Analysis

Transit demand is a function of many factors. While the principal factor in determining the demand for transit is the number of people needing transit service, other factors such as the availability of transit (or in more technical terms, the supply of transit) also influence demand.

Techniques for determining transit demand vary greatly nationwide and there is no single method that has been identified as superior to other methods. Most methods generally include a variable for transit supply as a factor in the calculation of demand. These methods recognize that areas with lots of transit service will naturally have a higher demand for transit than areas with limited transit resources. This is a result of the simple fact that supply and demand are related: when supply goes up, so does demand. Or, in more simple terms: if you build it, they will come.

Unfortunately, methods that use supply as part of the demand calculation require quality information about the supply of transit services. This means that information about the number of trips currently being provided and the amount of service available is needed in order to paint an accurate picture of the demand for transit service. Our research into the current supply of transit trips did not result in a conclusive understanding of the current level of supply. The principal reason for this is that many of the agencies that provide transportation services do not keep sufficient records of trips provided to accurately reflect current supply levels. As such, the method selected for this project is one that does not require a supply-side variable.

Rather, we have used a method that is based on annual transit trip rates for seniors, people with disabilities, and people with low incomes. The trip rates used were developed based on observed trip rates in Arkansas which were adjusted to reflect other observed trip rates from Wisconsin and Pennsylvania[1]. Data from a study in rural Arizona was also incorporated to reflect similarities in geography and culture of the Southeast region[2].

Transit Demand by Traveler Type

The trip rates shown in Table 2-1 represent an attainable goal of transit accessibility for residents who are transportation disadvantaged. These trip rate figures were multiplied by the respective number of individuals for each traveler type. The resultant transit demand estimates are shown in Table 2-1 and are expressed as total annual unlinked trips.

As can be seen in Table 2-1, persons with low income present the greatest demand for transit in the region. As a segment of the population, this group has a much higher level of demand than do the other two segments. When this high trip rate is factored against an unusually high number of low income residents in the region, the result is a high demand for trips by low income residents.

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[1] Arkansas Public Transportation Needs Assessment and Action Plan. Governor's Task Force on Public Transportation Issues, Arkansas (August 1992).
[2] Arizona Rural Transit Needs Study. Arizona Department of Transportation, Arizona (May 2008).

Table 2-1 Demand for Transit by Traveler Type

Population Group	Annual Transit Trip Rate (trips per person)	Size of Population Group (2007)	Estimated Annual Demand (unlinked trips)
Older Adults (65+)	6.8	6,100	41,500
Persons with Disabilities (16 – 64)	4.5	1,900	8,600
Persons with Low Incomes (18 – 64)	14.5	5,900	85,600
Total		13,700	136,000

Source: US Census, Utah GOPB, Utah DSPD, Utah DWS

Transit Demand by County

Using the same per capita trip rates, it is also possible to examine the demand for transit within each county of the region. Table 2-2 presents the estimated number of trips by county.

Table 2-2 Demand for Transit by County

County	Size of Combined Population Groups (2007)	Estimated Annual Demand (unlinked trips)
Carbon	5,500	51,700
Emery	2,600	23,600
Grand	2,000	19,100
San Juan	3,800	40,400
Total	13,800	135,000

Source: US Census, Utah GOPB, Utah DSPD, Utah DWS

Carbon County represents the greatest demand for transit service. This is entirely expected given its role as the most populous county in the region. Even though San Juan County has a proportional amount of transit dependent people relative to the other counties, the county has a much larger share of transit demand due to its unusually high amount of low-income residents (low-income residents have a higher annual trip rate than the other two groups).

Transit Demand by Trip Type

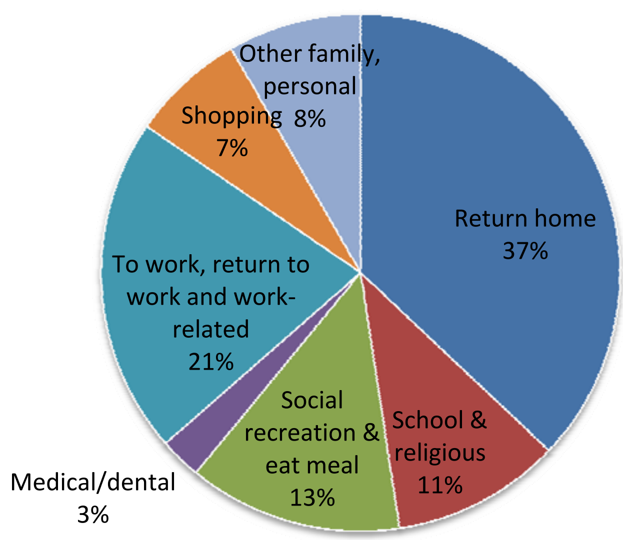
The demand for certain types of trips is also an interesting component of demand in the region. Discussions with local transit providers indicate that the overwhelming majority of trips in the region are for medical and educational purposes. However, the 2001 National Household Travel Survey indicates that on average, the frequency of work related trips is much higher than any other trip purpose (Figure 2-6). The percentage of nationwide transit trips made for educational and medical purposes is comparatively small. Given these differences between national and local trip patterns, it appears there is a large untapped demand in the region for employment related and other general transit services.

These quantitative data and statistics support findings generated during discussions and interviews with stakeholders who reported a demand for certain types of services that is currently unfulfilled. As discussed in the public outreach and interviews section of this report, two major sources of unmet demand for transit services include (see the following section on public outreach for more detailed information):

- **Insufficient transportation resources for low income job seekers:** Very few services are available for employment and job-related purposes, even when national statistics indicate that this category consists of the highest frequency of trips for public transit. While larger cities have the benefit of a public transit system to help low-income job seekers, the Southeast region has no such resource. Low income job seekers are often left on their own to arrange daily transportation to jobs and job training facilities. Similarly, persons with low income also have very few services for medical trips, shopping, and other errands.

- **Insufficient transportation resources for non-emergency medical transportation:** Many older adults lack transportation services for non-emergency medical appointments. While PickMeUp and Care-A-Van provide a valuable service to eligible Medicaid recipients, such recipients are only a small percentage of the total population. According to stakeholders in the community there are a number of individuals who have difficulty in reaching medical assistance but who do not qualify for these services.

Figure 2-6 Average National Trip rates by Trip Type



Source: 2001 National Household Travel Survey

Existing Transportation Services

This section describes and inventories the transportation services available in the Southeast region. The region is currently served by nine human service transportation providers and five for-profit providers. The major providers are briefly described below.

Active Re-Entry

Active Re-Entry is a private non-profit agency which assists persons with disabilities to achieve or maintain self-sufficient and productive lives in their own communities. Services are provided throughout eastern Utah, with facilities in Moab, Price, and Vernal. Active Re-Entry allows use of the transportation services or vehicles to other organizations, when requested, in exchange for a nominal contribution, such as covering gas expenses.

- **Moab Location:** The majority of the trips provided to the Moab clients are recreational trips one to two times per month in the greater Moab area. There are occasional trips to Grand Junction for medical and shopping services.

- **Price Location:** Transportation services for the Price facility are operated throughout Carbon and Emery counties as needed for community integration activities or support groups.

- **PERKIE TRAVEL:** PERKIE travel is operated by Active Re-Entry and operates a daily minivan between Price and Provo for radiation and chemotherapy treatment patients. Transportation services are available to anyone traveling to Utah Valley Medical Center who can schedule appointments within the timeframe of the transportation service provided. The minivan leaves Price at 11:00 am and returns between 3:00 and 4:00 pm. The cost to riders is donation only.

- **Scoodeo Program:** Active Re-Entry sponsors an annual training, safety and awareness event for electric scooter users called Scoodeo. Recognizing that scooters have become an important transportation option in the Price area, Active Re-Entry has worked to improve safety knowledge helping clients to learn to navigate and control their electric mobility devices. Through the Scoodeo program, staff of Active Re-Entry have worked with the City of Price to improve sidewalks, install the nation's first 'share the road' sign for wheel-chair users, to install 'press-to-walk' signals at key intersections, and to install scooter recharging stations throughout town.

Amtrak

Amtrak is a government owned, intercity, passenger train service. The train has stops in Green River and Helper, and runs north to Provo and Salt Lake City once a day in the evening, around 6:30 pm. The return trip from Salt Lake City is also once day in the early morning, around 4:30 am. To the east, the closest train stop is in Grand Junction, Colorado. Westbound daily trips arrive at Green River from Grand Junction at 6:00 pm, and eastbound daily trips leave at 9:00

am. Very few residents in the southeastern region use this service because the fare is expensive (over $40 round trip for a full fare), and the train route times are inconsistent with their needs.

Big Horn Express

Big Horn Express is a private, for-profit business operating a fixed-route shuttle between Salt Lake City and Monticello, with stops in Provo, Price, Green River, and Moab. Service is daily from May to July and between three and five days a week for the rest of the year. Charter service is also available statewide through advanced booking. Shuttle reservations may be made on-line or via telephone, and walk-ons are served space permitting. Service is open to the general public. Most clients are southeastern Utah locals or out of state tourists.

Black Hawk Transportation

Black Hawk Transportation is a private, for-profit business which operates in Utah and surrounding states offering a variety of services. Black Hawk operates a general public charter service and contracts for the following services: a fixed route Head Start (Rural Utah Childhood Development Program) service in southeastern Utah and the Uintah Basin; firefighter transport with the Forest Service during fire season; client shuttling for Outward Bound; medical trips for Indian Health Services; and transportation with the local LDS Church. Black Hawk employs 28 drivers and owns thirty-three vehicles of a wide variety, including pickups, minivans, 15 passenger vans, 19 – 30 passenger school buses, and coach buses. Only one of the vehicles is wheelchair accessible.

Care-A-Van

Care-A-Van is a non-emergency medical transportation contractor for Utah Medicaid and operates under the Southeastern Utah District Health Department. The service is also open to the general public, and 33% of clients pay for services with private funds on a sliding scale. Services are demand response, with the exception of a fixed route service between Helper and Price three days a week. Care-A-Van currently operates with one wheelchair accessible minivan, but has applied for 5310 funds to acquire two full size vans. The majority of the trips (almost 90%) are within Carbon and Emery County, with the remaining trips serving Medicaid clients to the Wasatch Front.

Four Corners Community Behavioral Health

Four Corners is a non-profit mental health and substance abuse education, prevention, and treatment center. They provide services for Carbon, Emery, and Grand County residents. Four Corners has supportive living centers and day facilities in Moab and Price. Transportation services are primarily for agency clients on Medicaid, offered as needed, and are operated daily between client homes and agency facilities, as well as for medical trips. Long distance transportation is provided once a month to the Wasatch Front or Grand Junction, CO. Clients are also transported twice a month to nightly activities and five times a year for recreational activities. The organization owns many vehicles, but uses three buses to provide the majority of the transportation offered to clients.

Greyhound

Greyhound is a private, for profit intercity bus provider. Bus stops are located in Green River, Price, Provo, and Salt Lake. There is one bus a day to Salt Lake City in the evening (7:30 pm) and one returning from Salt Lake City (6:30 am). Very few residents in the Southeastern Utah area use this service because the fare is expensive ($60 round trip for a full fare), and the route times are inconsistent with their needs.

PickMeUp

PickMeUp is a private, for-profit corporation that is a non-emergency medical transportation contractor for Utah Medicaid. Transportation services are demand response for Grand and San Juan County residents. Vehicles are dispatched from Provo.

San Juan County Area Agency on Aging

The San Juan County Area Agency on Aging is a state government agency which provides transportation to older adults in San Juan County. Service is demand response and route or point deviation from clients homes to one of three senior centers in Blanding, Bluff, and Monticello for meals and special events. Service is also provided once a week for shopping trips and occasionally for medical trips.

Southeastern Utah Area Agency on Aging

The Southeastern Utah Area Agency on Aging is a state government agency which provides route or point deviation transportation to older adults in Carbon, Emery, and Grand counties. They also provide transportation to adults with a disability if no other services are available. The agency subcontracts transportation service to each county which in turn operates transportation services for senior centers in Castle Dale, East Carbon, Emery, Ferron, Green River, Huntington, Moab, and Price. The majority of the trips are to transport seniors to centers in their respective town one to five times per week (depending on the town) for meals and social events. The senior centers also offer a fixed shopping and medical trip which varies in frequency (either twice a week or twice a month) depending on the town. Most of the trips occur within each county, but occasional trips are taken out of the county for recreation and shopping.

Transitions

Transitions is a private, non-profit organization operating day centers for persons with disabilities. There are day centers in Blanding, Moab, Montezuma Creek, and Monument Valley. Transportation is provided by the organization daily between clients' homes and the day centers on a subscription basis over semi-fixed routes. Transportation services are also provided a few times a month for medical and shopping trips. Service is provided with two buses and nine vans.

Utah Navajo Health Systems

Currently the only transportation services available to Navajo Nation residents in Utah are provided by Utah Navajo Health Services. The Navajo Transit System serves Navajo Nation residents, but only the chapters in Arizona and New Mexico. The Utah Navajo Health Services is a private non-profit and provides medical, behavioral health, and dental services to the Utah strip of the Navajo Nation and underserved populations of San Juan County. They treat clients in four community health centers in Blanding, Montezuma Creek, Monument Valley, and Navajo Mountain. The organization provides transportation with three vehicles as a contractor for Utah Medicaid to Navajo Nation residents only. Transportation services are provided as needed on the weekdays and weekends, if necessary. Transportation is within the reservation and to the Wasatch Front, Durango CO, Farmington NM, and Cortez CO.

VFW

The Veterans of Foreign Wars in Moab provides medical trips to Grand Junction, CO for veterans.

White Mesa Ute Mountain Ute Tribe

Transportation service is available to the White Mesa Ute Mountain Ute tribe from three different services. Public transit is provided from White Mesa to Blanding on a flexible route to any person in White Mesa. The White Mesa Senior Center offers transportation services for shopping and recreation to older adults. Community Health Representative transportation is available to any tribal person and offers medical trips on occasion to Towaok, CO.

Coverage of Transportation Providers

All together, the transportation providers in the region provide approximately 150,000 trips each year, and reported driving 700,000 annual miles. The information is summarized in Table 2-4, which provides the following information and statistics for each agency:

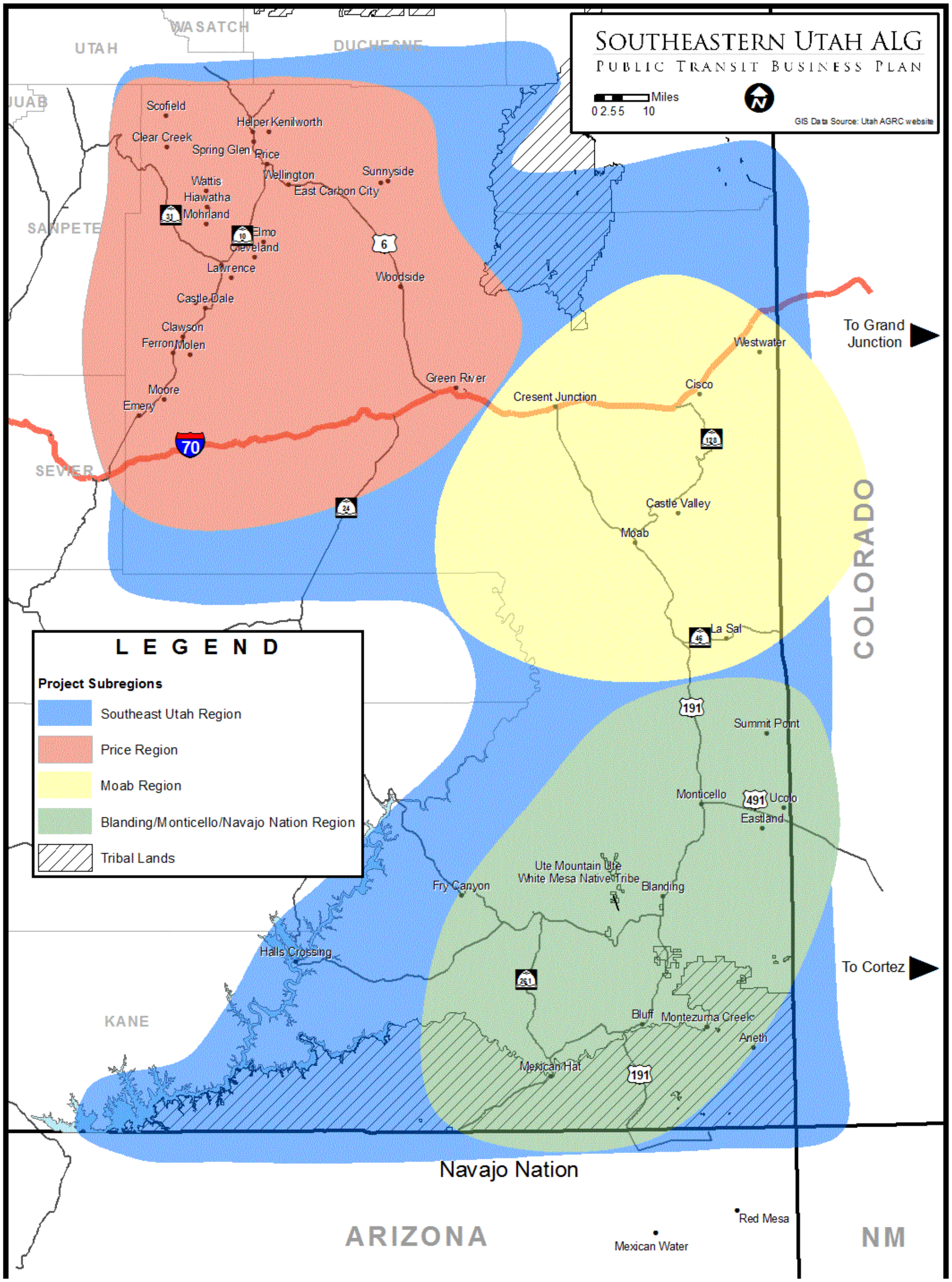
- Agency Name
- Agency Type
- Vehicles
- Service Area
- Hours of Operation
- Annual Vehicle Miles
- Annual Passenger Trips
- Annual Vehicle Hours
- Persons Served

Table 2-4 Transportation Providers in SEUALG

Agency Name	Agency Type	Vehicles	Service Area	Hours of Operation	Annual Vehicle Miles	Annual Passenger Trips	Annual Vehicle Hours	Persons Served
Active Re-Entry - Moab	Non-profit	Accessible: 1 bus (fits 6 wheelchairs)	Moab G. Junction on occasion	9:00 am - 4:30 pm	4,800	200	N/A	Agency Clients (persons with disabilities)
Active Re-Entry - Price	Non-profit	Accessible: 2 buses Non-accessible: 1 van	Carbon County Emery County	9:00 am - 4:30 pm	8,600	700	400	Agency Clients (persons with disabilities)
Active Re-Entry - PERKIE Travel	Non-profit	Non-accessible: 1	Price to Provo	11:00 am – 4:00 pm	24,000	1,000	625	Persons traveling to Utah Valley for Radiation
Amtrak	Private	N/A	Green River and Helper to Wasatch Front; Green River to Grand Junction , CO	4:30 am - 6:00 pm; 9:00 am - 6:00 pm	N/A	N/A	N/A	General Public
Big Horn Express	Private	Non-accessible: 2	Wasatch Front to Monticello	Weekdays and Weekends: 7:00 am – 8:00 pm	180,000	N/A	N/A	General Public
Black Hawk Transportation	Private	33	Statewide	As reserved	190,000	75,000	N/A	General Public, Children eligible for Headstart
Care-A-Van	Government	Accessible: 1	Carbon County Emery County Price to Wasatch Front	8:30 am – 4:00 pm	56,000	2,700	1,900	Primarily Medicaid eligible persons, but also general public
Four Corners Community Behavioral Health	Non-profit	Accessible: one in each County (3 buses) Non-accessible: 4-12 passenger vans, 4 minivans, several sedans	Carbon County Emery County Grand County	Weekdays: 8:00 am – 5:00 pm 3 Saturdays a month	3,200*	450*	1,300*	Persons eligible for Medicaid
Greyhound	Private	N/A	Statewide	N/A	N/A	N/A	N/A	General Public
Pick Me Up	Private	N/A	Grand County San Juan County	N/A	N/A	1,000	N/A	Persons eligible for Medicaid
San Juan County Aging	Government	N/A	N/A	N/A	N/A	4,000	N/A	Older Adults
Southeastern Utah Area Agency on Aging	Government	Accessible: 4 - 12 passenger, 4 - 14 passenger buses Non-accessible: 3 -15 passenger buses; 1 - 11 passenger van; 1-7 passenger van	Carbon County Emery County Grand County	Weekdays: 9:00 am – 3:00 pm	100,450	51,600	4,750**	Older Adults
Transitions	Non-profit	Accessible: 2 buses, 3 vans Non-accessible: 9 vans	San Juan County	Weekdays: 7:00 am – 7:00 pm	137,000	13,000	N/A	Agency Clients (persons with disabilities)
Utah Navajo Health System Services	Non-profit	Accessible: 1	San Juan County Navajo Nation to Wasatch Front, Durango, Farmington, Cortez	Weekdays and Weekends: Demand Responsive	N/A	1,000	N/A	Persons eligible for Medicaid
Ute Mountain Ute, White Mesa Native Tribe	Tribal Government	N/A	N/A	N/A	N/A		N/A	
VFW, Moab	Private	N/A	Moab to G. Junction	N/A	N/A	200	N/A	Veterans

Source: WCEC Engineers, Inc. 2009

Figure 2-7 Geographical Sub-Regions



Source: WCEC Engineers, Inc. 2009

Geographic Sub-Regions

A comment frequently expressed to the consultant team concerns the diversity of the region. Many stakeholders from all over the region commented that, while the region has many things in common, there is a surprising amount of variety in needs, culture, and goals. While a "one size fits all approach" is hardly applicable in any part of the state, this is especially true in the Southeast region where geographical distances encourage community distinctiveness.

During the analysis it became clear that some transportation strategies were suited to the entire region, while others were more suited to one particular region. In order to tailor strategies to certain locations, it became necessary to define geographical sub-regions. Figure 2-7 illustrates how the region has been subdivided for purposes of this project. These sub-regions are primarily based on geographical characteristics, although other traits such as economy and demography are also factored in.

Summary

This chapter highlights important needs and issues faced by the Southeast region in developing and implementing public transportation services. The challenges to public transportation are formidable and are rooted in the underlying geographic and demographic characteristics of the region.

Nonetheless, the region has a history of committed residents and leaders working together to improve services through coordination. Additionally, there are several significant opportunities to leverage resources and combine efforts to increase the level of public transportation services.

In order to guide the formulation of strategies, the following are some key conclusions to be considered:

- **Disproportionately Large Transit Dependent Population:** The region has a disproportionately high number of transit dependent individuals compared to the state, particularly low income residents. Demographic trends indicate that these populations will likely continue to grow as a percentage of the overall population.

- **Limited Transit for People with Low Income:** Very limited services are available for low income persons. There is also an unmet need for services to jobs and job training facilities.

- **Non Emergency Medical Transportation:** PickMeUp and Care-A-Van provide a valuable service for the region's eligible Medicaid recipients. However, there is a sizeable portion of the community that does not qualify for Medicaid but still need assistance in accessing non-emergency medical treatment.

- **Concentration of Transportation Dependent People in Price:** Price has the highest concentration of transit dependent individuals. As the largest city in the region, it also attracts high numbers of residents for basic services. This density ensures that transit projects implemented in Price will benefit a large group of residents while using comparatively few resources.

- **Large Number of Transit Dependent Individuals in the Utah Navajo Strip Area:** This vast geographic region has an extremely high number of people with low incomes. While the geographic attributes of this region will present challenges to implement public transit projects, there are resources in place that can be built on to help meet unmet needs.

- **Out of State Mobility:** Residents in San Juan and Grand Counties frequently travel to locations outside of Utah for major shopping and medical trips. Consideration should be given to improve interstate connections.

- **Duplication of Services:** There is a duplication of daily trips into Price as well as duplication of monthly intercity trips for major medical and shopping services. This duplication of transportation services offers the opportunity for improved coordination.

- **Opportunities for Coordination:** Past and current efforts show a high interest and willingness of organizations to work together on further coordinated services in order to reduce the cost of and improve services.

- **Coordination Barriers:** Similar to other parts of the state, barriers to coordination exist. Eligibility, cross-jurisdictional, and turf issues are the biggest threat to coordination efforts in the Southeast region.

- **Unmet Demand for Public Transportation:** The Southeast region has unmet demand for transportation services. This unmet demand can be primarily attributed to lack of employment and non-emergency medical transportation.

- **Geographical Sub-Regions:** The region has three distinct sub-regions: Carbon and Emery Counties, Grand County, and San Juan County. Some transportation services should be tailored to match the strengths and needs of these different areas.

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CHAPTER 3. STRATEGIES

This chapter presents strategies to address the needs identified in Chapter 2. Six region-wide strategies are presented first, followed by three locally focused pilot projects for each of the three sub-regions identified in Chapter 2.

Region-wide Strategies:

The region-wide strategies included in this chapter are as follows:

- Establish Regional and Local Coordinating Councils
- Establish, Train and Support a Regional Mobility Manager
- Provide Education and Awareness Support to Riders, Providers, and Elected Leaders
- Establish a Region-wide Travel Voucher Program
- Establish a Framework for Exploring Opportunities to Introduce General Public Transit Systems in Transit Supportive Communities
- Provide a Framework for Consolidating Long-Distance Trips

Local Strategies

The following local strategies provide a blueprint for implementing small-scale projects at the local level:

- Travel Voucher Program in Carbon and Emery Counties
- Sharing Resources through Inter-Agency Agreements
- Vanpools in San Juan County

Organization

For each strategy, the following information is given, where applicable:

- Description
- Examples
- Discussion of Alternatives
- Goals and Objectives
- Anticipated Benefits
- Challenges/Obstacles to Overcome
- Costs/Funding
- Ridership/Utilization
- Policy Implications
- Action Items
- Relationship to Other Strategies

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Strategy 1 - Establish Regional and Local Coordinating Councils

This strategy establishes the framework within which community transportation resources can be more easily coordinated in the southeastern region. It involves establishing a regional coordinating council to serve as the primary forum for planning and decision making with regard to coordinating local transportation programs for the Southeast Region.

In addition to the regional coordinating council (RCC), local coordinating councils (LCCs) would also be established to facilitate the involvement of stakeholders and transportation providers at the local level. The Southeast RCC and LCCs would work together to implement the strategies identified in this business plan and to serve as the on-going planning and policy advisory body for human service and public transportation programs in the Southeast region.

As described in subsequent sections of this business plan, the RCC would be supported by a mobility manager. The mobility manager's role would be to assist the RCC in implementing local coordinating activities including the heavy lifting of writing grants, organizing meetings, and overseeing cyclical planning and grant prioritization processes. The mobility manager would also be available to provide support and technical assistance to LCCs, as requested.

While LCCs would have the freedom to form boundaries determined by their members, it is recommended that three LCCs form around the sub-regions identified in Chapter 2. If this recommendation were followed, three LCCs would be formed in the Southeast Region:

- Carbon/Emery County LCC
- Grand County LCC
- San Juan County LCC

Recent Developments

Meaningful efforts are currently underway related to the establishment of a state coordinating council supported by regional coordinating councils in the state of Utah. In late 2008 the Utah Intergovernmental Roundtable – an informal policy forum of local and state leaders – took up the discussion of how best to pursue the coordination of community transportation services. Through cooperation with the Utah United We Ride Workgroup the concept of forming a bi-level oversight framework for the coordination of community transportation programs emerged.

This framework would establish a State Coordinating Council (SCC) comprised of the agencies responsible for overseeing community transportation programs as well as a variety of stakeholders from across the state. The primary role of the SCC would be to set coordination policies, assist regional efforts as needed, and monitor the results of coordination efforts statewide.

Under the proposal, RCCs would be formed within the boundaries of existing associations of governments. RCCs would be comprised of local representatives of human service agencies, transportation providers, funding agencies, and stakeholders. The role of the RCCs would be to implement coordination and related policies in their region, select and oversee one or more regional mobility managers for their region, and provide feedback and input to the SCC.

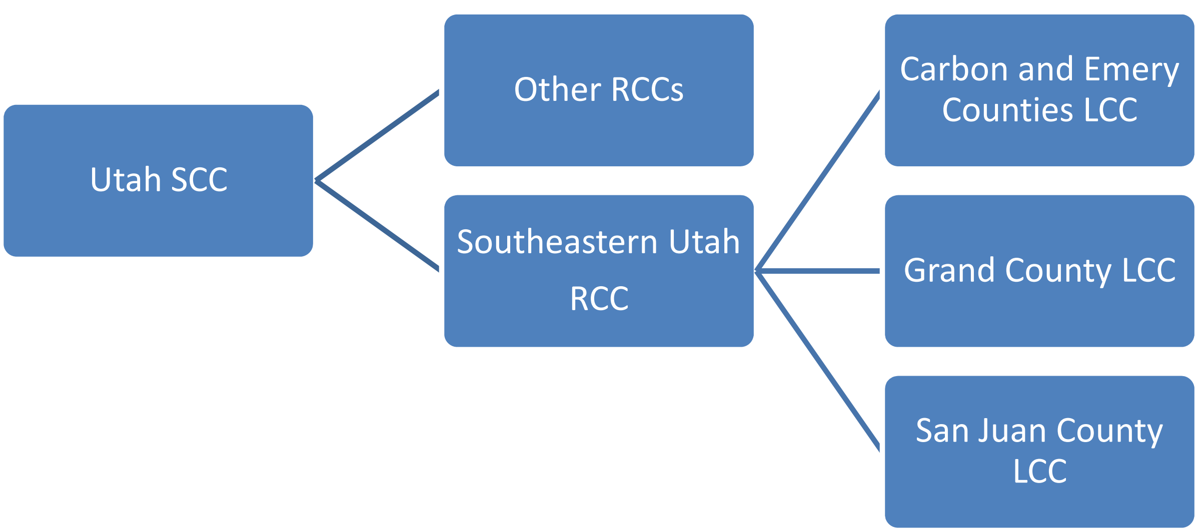
In August 2009, representatives of the Utah United We Ride Workgroup presented information about the status of coordination efforts to members of the Joint Interim Transportation Committee of the State of Utah Legislature. At that time no concrete proposals were made, but the committee expressed interest in assisting with the coordination effort.

Although the timeline for establishing an SCC is uncertain, it is recommended that an RCC be formed within the boundaries of the Southeastern Utah Association of Local Governments even if an SCC has not yet emerged. To this end, this section outlines all the facets to be considered in developing an RCC and its supportive LCCs.

Discussion of Alternatives

The relationships envisioned for the SCC, RCCs and LCCs under the recommended format are depicted in Figure 3-1. Within this structure, several variations can be identified that are worth exploring. The first of these is to not form LCCs, or to form fewer LCCs. The advantage of having fewer LCCs is that there will be fewer entities, and consequently, fewer meetings and less overall effort in terms of keeping up multiple organizations. The disadvantage of eliminating the LCCs is that it would reduce the degree to which local issues can be discussed. The advantage of creating LCCs is that it enables members of LCCs to discuss local transportation issues more frequently because they would not be required to travel the longer distances required for more frequent RCC meetings.

Figure 3-1 Diagram of SCC, RCC and LCC Structure



Source: WCEC Engineers, Inc.

The concept of forming fewer LCCs has some of the same disadvantages. Travel distances are so great in the southeastern region that even traveling to a different county can result in spending half the day on the road. If the Grand County LCC were to merge with the San Juan County LCC, some members of the committee would still be required to travel between 3 to 4 hours round trip for each LCC meeting.

A second variation is to split the proposed Carbon and Emery LCC into two separate LCCs. The main reason that this option isn't recommended is because the majority of stakeholders for the two counties are stationed in Price. Plus, travel distances between the two counties aren't as long as those in other areas of the region. As such, the combination of Carbon and Emery counties into one LCC is recommended.

Table 3-1 Approximate Travel Times between Regions

Origin and Destination Pair	Approximate Round Trip Travel Time	Approximate Round Trip Mileage
Ferron/Price	2 Hours	82 Miles
Blanding/Price	7 Hours	380 Miles
Moab/Price	4 Hours	230 Miles
Blanding/Moab	3 Hours	150 Miles
Blanding/Monticello	1 Hour	40 Miles

Source: Google Maps. http://maps.google.com/

A third option is to form two LCCs within San Juan County. This option recognizes that there are distinctly separate agencies serving the Navajo Nation that have different organizational structure, meeting schedules, and funding streams from other programs that serve the County as a whole. To reflect these differences, this option would allow the formation of a separate LCC for areas of the county residing within the Navajo Nation. The advantage of this option is that it would allow for greater focus on issues affecting the Navajo Nation. The disadvantage is that it may lead to duplication of effort and a move away from coordination if the two LCCs in San Juan County are not closely coordinated. The benefit of having two LCCs would not likely compensate for the large amount of effort required to closely coordinate the two LCCs. Furthermore, the objectives of coordination will be more easily achieved with one LCC serving the entire county as opposed to multiple LCCs serving parts of the county.

Forming three LCCs within the Southeastern Utah RCC allows for maximum attendance and convenience for local stakeholders in each of the three sub-regions. Organizing fewer or no LCCs limits the extent to which local individuals can be involved in deliberations of the RCC, and is therefore not recommended. Organizing multiple LCCs in San Juan County will limit the extent of coordination that can occur. Because of this limitation multiple LCCs in San Juan County is not recommended.

The recommended option is to organize three LCCs as outlined in the introduction to this section.

Goals and Objectives

The goal of forming an RCC and LCCs is to achieve improved coordination of transportation programs by establishing a framework within which stakeholders can work together to address transportation needs.

Anticipated Benefits

The benefits of forming an RCC and LCCs include:

- Improved communication among stakeholders
- Improved decision making
- Reduced duplication
- Improved participation
- Improved information sharing
- Increased transit opportunities

Potential Challenges/Obstacles

Potential challenges to forming an RCC and LCCs include

- **Too many meetings:** One challenge that will be faced is the prospect of increasing the number of meetings that individuals will need to attend. This can be mitigated by keeping meetings focused, having a stated objective for every meeting, and only meeting when necessary.

- **Transportation as a 3rd priority:** We have heard several times that transportation is a priority, but it isn't the biggest priority. As a result, transportation needs often go unaddressed because more pressing issues receive the attention of decision makers. With resources being spread thin and stakeholders having multiple obligations, it is possible that transportation needs may not receive the attention they deserve as more pressing issues rise to the surface.

Resource Requirements

The majority of the resources needed to implement this strategy are described under the mobility manager strategy. Staff time from individual agencies will be required, but may be eligible as local match for certain federal funding programs. The mobility manager or another designee of the committee could keep track of staff time spent in meetings and time spent outside of meetings on committee business. For certain grants, this time could be applied as in-kind match.

Table 3-2 provides an estimate of the potential in-kind match revenue generated in a year of RCC and LCC activities using hypothetical estimates.

Table 3-2 In-kind match revenue example from RCC

	RCC	LCCs	
Number of meetings/year	4	12	
Average number of people attending meetings	11	5	
Average duration of meetings (Hrs)	1.50	1.00	
Average round trip travel time to meetings (Hrs)	2.50	1.00	
Average time spent outside meetings/person/year (Hrs)	12.00	12.00	
Total person-hours/year	308.00	180.00	
Average fully allocated cost/person/hour	$ 50.00	$ 40.00	
			Total
Total in-kind match revenue	**$ 15,400**	**$ 7,200**	**$ 22,600**
Revenue generated when leveraged at 80/20 federal/local match	$ 77,000	$ 36,000	$ 113,000
Revenue generated when leveraged at 75/25 federal/local match	$ 61,600	$ 28,800	$ 90,400
Revenue generated when leveraged at 50/50 federal/local match	$ 30,800	$ 14,400	$ 45,200

Note: Does not include cost of regional mobility managers so as to allow committee costs to serve as match for cost of regional mobility managers. Fully allocated cost/person/hour is an estimate.

Source: WCEC Engineers, Inc. 2009

In addition to staff time, this strategy will also require meeting space for RCC and LCC meetings as well as materials and supplies for meetings. It is assumed that these materials and facilities will be contributed by the participating agencies involved in the formation of the RCC and LCCs.

Costs & Funding

Costs are minimal to start the RCC and LCCs. The main financial implication relating to the RCCs and the LCCs is that they can work together on grant writing using the help of the mobility manager. This will ultimately result in a net increase in funding available to the region. Furthermore, as demonstrated above, the time contributed by agencies involved in the RCCs and LCCs may be eligible as in-kind match for certain funding programs.

Committee Size and Geographic Distribution

The RCC should be comprised of no more than 15 individuals. More than 15 individuals serving on a committee becomes difficult to manage.

Membership should be proportionate to the size of the LCCs or Counties represented. Table 3-3 lists 2008 county population levels and provides an approximate distribution of the RCC membership based on county populations. Based on the data, the ideal distribution would be eight representatives from the Carbon and Emery Counties LCC, three from the Grand County LCC and four from San Juan County LCC.

Table 3-3 County Population and Potential Allocation of RCC Members

County	2008 Population	Percent of Total Population	RCC Members	Percent of Total RCC Size
Carbon	19,841	36%	5	33%
Emery	10,610	19%	3	20%
Grand	9,326	17%	3	20%
San Juan	15,206	28%	4	27%
Total	**54,983**	**100%**	**15**	**100%**

Source: Utah Governor's Office of Planning and Budget. 2008

The quorum should not be smaller than a simple majority. However, given that over half of the members of the RCC will be from Carbon and Emery Counties, the quorum size could be increased so that at least one representative from the other two counties must be present for the RCC to conduct business. A quorum size of nine is recommended.

RCC Membership

The existing transit committee should be the basis for forming the Southeastern Utah RCC. In addition to the members currently represented on the RCC, the following should be considered:

- **Representatives from human service agencies** – individuals who represent local human service agencies. This category includes a broad spectrum of agencies including health services, geriatric services, services for people with disabilities, workforce services, education services, faith based organizations, and public safety services.

- **Providers of transportation services including public and private transportation providers** – individuals who represent agencies and companies that provide transportation services in the area. This includes for profit companies and non-profit organizations. It also includes public transportation agencies.

- **Business community** – individuals who may not have specific experience in the provision of community transportation services, but are interested in improving the community in general. Many successful coordinating councils from across the country have found that including business leaders on their coordinating councils has brought diverse perspectives that would otherwise be absent in their meetings. By including business leaders on the RCC, the coordination effort will benefit from new perspectives from outside of the human service and transportation industries.

- **Advocates for system users** – individuals who either are riders themselves, or who can speak on behalf of individuals who use the transportation system. This can be an individual who also represents an agency.

- **Elected Leaders** – individuals who have been elected or appointed to leadership positions within their communities who are able to advocate for the efforts of the RCC in other contexts. These members of the RCC will serve as a nexus between the RCC and other community forums in the area.

- **LCC Members** – At least two members of each LCC should also serve as members of the RCC to ensure continuity and good communication between the RCC and LCCs.

An ideal mix would be to have at least one elected leader and one advocate for system users on the RCC at all times. The current transit committee has good representation from human service agencies and providers of transportation services but lacks representation from the other four categories. A local business leader, an elected official and a system user should be added to the transit committee to form the RCC. Additionally, more should be done to ensure that the RCC is geographically representative of the region.

Roles

Roles within the RCC and LCCs need not be overly complex. The RCC should identify a chairperson and vice-chairperson to help the RCC stay organized and progress toward the RCC's goals and objectives. This role should rotate on an annual basis. If the RCC is awarded an annual budget either through local appropriations or through state legislation, a treasurer may be necessary as well. LCCs should follow similar procedures.

The regional mobility manager will serve as staff to the RCC and can carry out secretarial duties such as keeping minutes and organizing the agenda. The regional mobility manager will also be available as a resource to LCCs and will likely attend the meetings of each LCC in addition to RCC meetings.

To avoid a situation in which the majority of the responsibilities fall to the regional mobility manager, the chair and vice-chair positions should not be given to the mobility manager. Similarly, the mobility manager should not be given a vote on the RCC or within the LCCs.

Responsibilities

RCC responsibilities could include, but are not limited to the following:

- Implementation of coordinated transportation efforts including implementation of this plan.
- Identify and oversee one or more regional mobility managers.
- On-going planning to maintain eligibility for FTA funded transportation programs including FTA Section 5310, 5316 and 5317 funds.
- Provide a regional forum for information sharing, collaboration, and facilitation
- FTA Grant application review and prioritization, potentially including grants other than FTA funds administered through UDOT.
- Approve formation of LCCs within the Southeast region.
- Maintain an inventory of community transportation resources.
- Coordinate with the SCC, if established, or the Utah United We Ride Workgroup and other RCCs within the State of Utah on issues of inter-regional and statewide significance.

Responsibilities of LCCs could include, but are not limited to the following:

- Designate two or more delegates to serve on the RCC committee.
- Identify local needs.
- Develop local projects.

Frequency and Rotation of Meetings

Meetings of the RCC should take place as frequently as needed. The meeting schedule should maintain a regular pattern so that members can anticipate upcoming meetings and make attendance habitual. RCC Meetings should rotate between major towns of the three sub-regions. It is recommended that the first meeting of the RCC take place within 30 days of the adoption of this plan and that RCC meetings continue at least quarterly for the first year.

Once established, LCCs should also meet at least quarterly. LCC meetings should take place on a cycle that avoids overlap with RCC meetings so that members of both groups can attend their respective meetings.

RCC Sponsor

It will be beneficial to house the RCC within an existing agency. It is recommended that the RCC be administratively housed within the SEUALG.

During the review of the draft Business Plan, several stakeholders suggested that the RCC should be formed under the auspices of the economic development board. The idea was that the economic benefits of transit are compelling and may present a way to create momentum for implementing the strategies outlined in this plan.

Action Items

Action Step 1: Transit Committee to Prepare draft Memorandum of Understanding and Present RCC concept to SEUALG Board of Directors for Approval

The transit committee should prepare a list of recommended members for the RCC. Additional members identified by the transit committee should be invited to a subsequent meeting to review the language of a draft memorandum of understanding and tentatively agree to its content.

The list of potential RCC members, along with the details of this strategy and the draft MOU should be presented to the SEUALG board of directors. The transit committee should seek approval to form the Southeastern Utah RCC under the auspices of the SEUALG. If deemed prudent by members of the transit committee, it would be advisable to establish the RCC as an appendage of the economic development board.

Action Step 2: RCC Participating Agencies Sign MOU & Establish bylaws.

Once the RCC has been formally designated as part of the SEUALG, the participating agencies should each sign the memorandum of understanding indicating their willingness to participate in the RCC and their commitment to advance coordination of community transportation services in the southeastern region. This should be done prior to the first official meeting of the RCC.

At the first official meeting of the RCC, the members should agree to the bylaws that will govern the RCC and should nominate and vote on committee chair and vice-chair.

Action Step 3: RCC assists in establishing LCCs.

Once the RCC is operational it should assist in the formation of LCCs.

Relationship to Other Strategies

Establishing the RCC and LCCs is a strategy that will have immediate benefit and will aid in the implementation of other strategies outlined in this plan. It is probably more important to establish the RCC, followed by hiring a mobility manager, than it is to immediately form LCCs.

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Strategy 2 - Establish, Train, and Support a Regional Mobility Manager

Mobility management is a concept that has emerged in response to a need for comprehensive coordination of transportation services for a broad range of markets and riders. The American Public Transit Association defines Mobility Management as a process that "involves creating partnerships with transportation providers within a community or region to enhance travel options, and then developing means to effectively communicate those options to the public."[3]

Over the past few years, many communities that have experimented with mobility management have come to focus mobility management responsibilities under one administrative role: the mobility manager.

The southeastern region mobility manager would serve as the central contact for coordination efforts in the Southeast Region. This individual would be responsible for activities including, but not limited to:

- Serve as staff to the Regional Coordinating Council (RCC)
- Assist in implementation of this business plan
- Negotiate service agreements with individual agencies
- Act as the liaison with the Utah United We Ride Workgroup (SCC)
- Maintain and disseminate an inventory of transportation resources
- Conduct updates to the SAFETEA-LU required Human Service Public Transit Coordination Plan
- Provide training resources to agencies and riders directly, but also indirectly through training of trainers
- Actively coordinate grant application efforts of local agencies to ensure effective coordination, communication, and cooperation related to transportation planning efforts in the region

Example

Wisconsin

The Wisconsin Department of Transportation, on behalf of the state-level interagency coordinating council (Wisconsin's equivalent of an SCC), used New Freedom funding to hire and train mobility managers. In most cases mobility managers were hired within County planning departments or regional planning agencies (agencies similar to the SEUALG). New Freedom funds were used to develop handbooks and toolkits that provided technical "know-

[3] Millar, William W. Mobility Management: A New Role for Public Transportation. American Public Transportation Association. May 2008.

how" to the mobility managers. Funds were also used to organize a statewide conference and training session for mobility managers.

The Wisconsin model also incorporates the concept of setting up mobility managers to help organized county and regional based coordinating councils in areas that need additional support and assistance. Some of the tools in the toolkit provided assistance in organizing regional coordinating councils, inventorying existing services and identifying needs and gaps in service.

Discussion of Alternatives

There are a variety of ways to put a mobility manager into place. The primary questions that have been discussed during the course of this project are:

- How many mobility managers are needed to serve the southeastern region?
- Where should the mobility manager(s) be housed administratively?

Given that there are three potential LCCs within the southeastern region; one could guess that three mobility mangers might be needed to adequately serve the area. However, three mobility managers would spread the work relatively thin and would increase the overall costs associated with training and equipping the mobility managers. Two mobility managers would reduce the duplication of effort, would spread the mobility managers less, but would still add an additional cost of equipping and training multiple mobility managers. One mobility manager would have to cover more territory and would need to be paid fringe benefits as a full time employee. However, one mobility manager requires fewer resources for training and equipping.

To test these scenarios, we calculated the approximate labor hours and expenses that would be required to fulfill the responsibilities of the mobility manager and then divided these costs into scenarios for one, two and three mobility managers. The hours and expenses are listed in Table 3-4. The assumptions used to calculate these are summarized below.

Assuming the mobility manager would attend two SCC meetings, four RCC meetings and twelve LCC meetings each year, the total time spent preparing for, traveling to and attending meetings will amount to approximately 530 hours annually for one mobility manager. This figure was adjusted for the two- and three-mobility manager scenarios assuming that the additional mobility managers would still attend RCC and SCC meetings, but would only attend their local LCC meetings.

On top of meetings, the mobility manager will also be responsible for providing technical assistance to local partners. Assuming that the mobility manager dedicates approximately fifty hours each month to this task, technical assistance will amount to approximately 600 hours annually. This figure was divided proportionate to the size of the area served for the two- and three- mobility manager scenarios.

In addition, 600 annual hours were added assuming that the mobility manager fulfills the tasks of assisting UDOT with the annual prioritization of grants and the planning process required to maintain eligibility for FTA Section 5310, 5316, and 5317 funds. For the two- and three- mobility manager scenarios this figure was increased by ten percent for each additional mobility manager added, and then divided proportionate to the size of the area served. The increased effort is to reflect process loss resulting from the increased level of coordination that will be necessary for three individuals to complete these tasks.

Lastly, the mobility manager will need to attend trainings and will also receive time off for sick leave, vacation time and holidays. For the one-mobility manager scenario, these hours amount to 84 and 264, respectively. For the two- and three- mobility manager scenarios, the training figure was multiplied by the number of mobility managers and the fringe benefit was only included for the full-time mobility manager (assuming part time mobility managers would not receive paid time off).

The assumptions on expenses follow similar logic. The full time mobility manager will need dedicated office space, will have a higher fringe benefit multiplier (60 percent of salary was used in Table 3-4) and will travel more. The part time mobility managers will not need dedicated office space, will have a lower fringe benefit multiplier (40 percent was used in Table 3-4.) and will travel less. All mobility managers will need the same equipment and training, so these costs were multiplied by the number of mobility managers in each scenario.

Although the most cost-effective option is one mobility manager (as shown in Table 3-4), concerns have been raised as to whether the responsibilities would be too much for one person, especially if the mobility manager is heavily involved in case management activities associated with the travel voucher program (see strategy 5 for more detail regarding the mobility manager's role in the travel voucher program). Furthermore, initial stakeholder response to the prospect of a single mobility manager was mixed. Some stakeholders felt that the Grand and San Juan County areas would be better served by a part-time mobility manager operating in closer geographic proximity to their service areas as opposed to a single full-time mobility manager serving the entire four-county region.

Recognizing these factors, our recommendation is for the RCC to implement the strategies in this plan sequentially so that not all activities are happening at once. This will help lighten the load for the mobility manager during the initial years of implementation. With this lightened load, we further recommend that the RCC hire one or two (depending on the available funding) part -time mobility managers to do the job in the early years. This will allow the RCC to test the effectiveness of the mobility manager under a part-time model to determine whether a full time position is warranted. If funding is available for more than one part-time mobility manager, this trial period will also allow the RCC to evaluate the effectiveness of two mobility managers working together.

Goals and Objectives

The objective of this strategy is to provide resources to the RCC and local stakeholders to implement other coordination strategies. The mobility manager will be effective in helping with a number of coordination efforts.

Anticipated Benefits

The benefits of a mobility manager are numerous. Key advantages of having a mobility manager include:

- Helps maintain momentum
- Increases the capacity of RCC and LCCs
- Can act as a neutral facilitator to resolve conflicts among local stakeholders
- Acts as a central place to store information about available transportation resources, training programs, etc.
- Keeps track of progress on coordination efforts

Potential Challenges/Obstacles

Several challenges to establishing an effective mobility manager program include:

- **Free-rider problems:** agencies are often willing to benefit from the mobility manager, but not all agencies will be able to contribute to the cost of the mobility manager.
- **Finding funding:** the mobility manager is a new cost that will be difficult to justify for many of the agencies that will benefit from the mobility manager's services. A major challenge in implementing this strategy will be to demonstrate the value of the mobility manager to participating agencies that contribute funding.
- **Keeping funding:** Startup funds are often easier to obtain that long-term operating funds.
- **Training:** The mobility manager position requires specialized skills that require training. Although training is available, it often requires traveling out of state for several days at a time.

Resource Requirements

Resources needed for this strategy include:

- **Agency to administratively house the mobility manager:** The mobility manager will need a place to call home. The sponsoring agency will provide administrative support for the mobility manager. Although this agency will not be responsible for covering the full cost of the mobility manager, it will be responsible for processing the mobility manager's payroll, and other administrative duties.

- **Basic office equipment**: The mobility manager will need a lap-top computer, as well as standard office equipment including internet, electronic storage, telephone and fax, a place to safely store files, and basic furniture.

Costs & Funding

The mobility manager is the largest expense identified in the first year budget (see Figure 4-1 in Chapter 4). The costs are proposed to be funded with three sources of revenue. The first source of revenue is the grant UDOT currently supplies to SEUALG for coordination planning through the FTA Section 5304 program. This accounts for approximately $20,000 of the mobility manager's salary. The remaining federal portion of the mobility manager's salary (an administrative cost eligible for an 80/20 federal/local match ratio) is proposed to be drawn from FTA Section 5311 funds.

Match for the mobility manager's salary could come from a variety of sources. For simplicity the budget shows that the match is derived from the in-kind contributions of the RCC and LCC activities throughout the year (see Table 3-2).

Table 3-4 Estimated Allocation of Mobility Manager's Time for One-, Two-, and Three-Mobility Manager Scenarios

	One Mobility Manager	Two Mobility Managers			Three Mobility Managers			
	Total	**MM1**	**MM2**	**Total**	**MM1**	**MM2**	**MM3**	**Total**
Labor Hours								
SCC/RCC/LCC Meetings	**532**	364	448	**812**	364	364	364	**1,092**
UDOT Planning/Grants	**600**	363	297	**660**	363	163	163	**690**
Technical Assistance	**600**	330	270	**600**	330	135	135	**600**
Training	**84**	84	84	**168**	84	84	84	**252**
Paid time off	**264**	-	-	**-**	-	-	-	**-**
Total Annual Hours	**2,080**	1,141	1,099	**2,240**	1,141	746	746	**2,634**
Hours/Week	**40**	22	21	**43**	22	14	14	**51**
Salary and Expenses								
Salary	**$40,040**	$21,964	$21,156	**$43,120**	$21,964	$14,367	$14,367	**$50,699**
Fringe Benefits	**24,024**	8,786	8,462	**17,248**	8,786	5,747	5,747	**20,279**
Office Space	**2,400**	1,200	1,200	**2,400**	1,200	1,200	1,200	**3,600**
Equpment	**2,000**	2,000	2,000	**4,000**	2,000	2,000	2,000	**6,000**
Travel	**1,600**	465	835	**1,300**	465	540	940	**1,945**
Training	**3,000**	3,000	3,000	**6,000**	3,000	3,000	3,000	**9,000**
Total	**$73,064**	$37,415	$36,653	**$74,068**	$37,415	$26,854	$27,254	**$91,523**

Source: WCEC Engineers, Inc. 2009

In practice, however, it may be difficult for the RCC to effectively use its members' time as in-kind match. Several stakeholders expressed concern that their time cannot be used as in-kind match due to restrictions placed on their funds by their grantors. Others stated that their funds are already matched, and that decoupling those funds would cause harm to existing programs. Others stated that their funds cannot be committed up-front because they can only be used on a case management basis. These challenges, they said, would make it difficult to commit their time and resources as in-kind match to support the mobility manager.

If, for these reasons or others, the in-kind option for funding the mobility manager is not feasible, an alternative funding mechanism would involve pursuing a private grant from one of many philanthropic organizations that fund services for transportation disadvantaged populations. Information about private grants can be obtained from a variety of sources. We suggest starting by querying members of the RCC for grant writing resources. If any member of the RCC is experienced in grant writing or has access to a grant writer, use those resources as a starting point for identifying potential private grant resources. If no such resources are immediately available within the RCC, we suggest contacting the Utah Non-Profits Association and the Foundation Center for information about pursuing private funding at the state and national level, respectively.

- Utah Nonprofits Association: http://www.utahnonprofits.org
- The Foundation Center: http://foundationcenter.org

Policy implications

The policy implications that need to be addressed for this strategy include:

- **Use of In-kind Match:** Contributions from partnering agencies in the form of in-kind match will require detailed documentation and accounting. Furthermore, not all agencies that participate in the RCC and LCC meetings will be able to count the value of their time as in-kind match. Lastly, although the use of in-kind match is allowed under federal law, UDOT's Public Transit Team does not have the resources needed to adequately track the use of in-kind match. As such, UDOT has generally not accepted in-kind match as eligible match for FTA program funds.

- **Allocation of Mobility Manager's Time:** A second policy consideration is how to allocate the mobility manager's time. To address the free-rider problems identified above the RCC will need to monitor the activities of the mobility manager to ensure that no single agency is receiving too much or too little attention.

Action Items

Action Step 1. Form RCC

Since the RCC will oversee the activities of the mobility manager, the RCC should be formed prior to hiring a mobility manager. This will allow time for the RCC to establish cost-sharing arrangements for the cost of the mobility manager.

Action Step 2. Agree on cost sharing of mobility manager

Agencies participating in the RCC should agree to a cost-sharing model to support the local match portion of the mobility manager's annual costs. Several methods are outlined above. The selected method will depend on available funding and which agencies decide to participate. If private grants are needed for some or the entire local match portion, a cost sharing agreement may not be necessary.

Action Step 3. Designate sponsor agency and establish position within sponsor agency

A sponsor agency should be selected from among the participating agencies to administratively house the mobility manager. This step will involve gaining approval from the board of directors (or equivalent) of the sponsor agency.

Action Step 4. Apply for Funding

Using the cost estimates supplied in this plan and documentation of any local match committed by participating agencies (from step 2 above), the sponsor agency should begin pursuing grants. This process will start with the pursuit of any remaining local match funds needed, followed by formal application for Federal funds through the Utah Department of Transportation.

If private grants are needed for the local match portion of the mobility manager program, those funds should be secured prior to pursuing federal matching funds. Once the entire local match portion of the project has been identified, the sponsor agency should submit an application to the Utah Department of Transportation for the federal match portion of the project. FTA Section 5316 and 5317 programs include mobility management as an eligible capital cost. The UDOT PTT (administrator of FTA specialized transit funds) conducts an annual competitive selection process to determine projects to fund. The application generally becomes available in October and is due around the first of January each year. The PTT has a manual providing guidance for its application process that can be found at:

http://www.udot.utah.gov/main/f?p=100:pg:4447088790503637:::1:T,V:2247

Action Step 5. Prepare job description, advertize and hire mobility manager

Members of the RCC should prepare a job description outline and submit it for consideration to the sponsor agency that will administratively house the mobility manager. It is recommended that the RCC consider advertising the position nationwide, using the online classified advertisement pages of groups such as the American Public Transportation Association and the Community Transportation Association of America. The RCC should be actively involved in the selection process.

Action Step 6. Oversee and evaluate mobility manager

Once the mobility manager position is put into place, the RCC should periodically review the performance of the mobility manager. Evaluation criteria should include a measurement of whether the mobility manager's activities have improved transportation services. Specific criteria could include:

- Has the overall cost of transportation decreased?
- Has the overall quality of transportation services improved?
- Has customer satisfaction improved?
- Are resources being used more effectively?
- Are agencies communicating, coordinating, and/or cooperating more?

Relationship to Other Strategies

The mobility manager plays a supportive role in all of the strategies outlined in this plan. The mobility manager will serve as staff to the RCC and LCCs (Strategy 1) and will provide technical assistance to agencies with transportation needs in the southeastern region. The mobility manger will assist the RCC in implementing an education and awareness program (Strategy 3), and will play a large role in administering the travel voucher program (Strategies 4 and 7).

When one or more communities express an interest in organizing a general public transit system, the mobility manager will be available to help those communities pursue FTA Section 5311 funds (Strategy 6).

Similarly, the mobility manager will provide technical assistance to agencies wishing to pool resources for consolidating long distance trips (Strategy 5), sharing vehicles (Strategy 8) or organizing employer sponsored vanpool programs (Strategy 9).

Although the strategies outlined in this plan are highly benefited by the mobility manager, none of the strategies is dependent on the mobility manager. If the resources aren't available to hire a mobility manager, the other strategies can still be pursued. In lieu of a mobility manager, greater dedication from members of the RCC and LCCs will be needed to implement the remaining strategies.

Strategy 3 - Establish an Education and Awareness Program

Educational and awareness efforts represent one of the most fundamental ways to improve public transportation. Through education local leaders are made aware of transportation needs in the community and are informed about opportunities to address those needs. Education also offers a way to increase the awareness of existing resources. Individuals and agencies are taught about how to use those resources to meet their own needs.

Stakeholders in the southeastern region expressed a need for better education regarding transportation at all levels—elected leaders, service providers, and the general public. Much of these comments reflected a desire to learn about more ways to fund transportation and how to use existing funding more wisely. In some cases, the need for more education was an expression of belief that the region already has a high degree of resources and cooperative agencies. In these situations what is lacking is an awareness of how to put the resources to use. In other cases, the desire for more education was a call for more engagement and dialogue with local leaders regarding the transportation needs faced by many individuals in the community.

Examples

Five County Association of Government Human Service Resource Directory

The Directory is published with Community Services Block Grant funding and distributed through the Human Services Program of the Five County Association of Governments. The Directory is available to view online or may be purchased. A section in the document lists various transportation providers and contact information.

DARTS Newsletter

DARTS, an agency focused on senior citizens located in Dakota County, MN, publishes a semi-annual newsletter. The newsletter contains information about transportation resources and gives examples of how seniors meet their transportation needs.

Discussion of Alternatives

The educational and awareness efforts discussed in this strategy can be brought about several ways:

- **RCC:** As the primary forum for transportation planning and decision making, the Regional Coordinating Council (RCC) plays an important role in educating riders, service providers, and local leaders. The RCC could utilize a sub-committee focused on providing and facilitating educational efforts.

- **Mobility Manager:** The mobility manager would play a critical role as a provider of education and awareness. In theory, the mobility manager will be the most knowledgeable person in the entire region regarding public transportation. In this capacity, the mobility manager could act as a facilitator, teacher, advocate, and promoter of public transportation. The mobility manager is a great resource in turning many of the tools and guidance provided below into an educational program.

- **Collaboration with other local and state-level coordination councils:** There are several state-level efforts underway to increase education and awareness of transportation related issues. Also, other regions in the state face many of the same issues that are present in this region. Through collaboration with other state and regional efforts, the southeastern region will find that some of its educational needs are met through existing efforts.

- **Individual agencies:** Individual agencies could choose to use the resources provided in this plan to address education. For instance, if two or more agencies desire to better coordinate their vehicles, they do not need to wait for outside assistance to address insurance barriers. Instead, the participating agencies could independently use the tools provided in this plan and work with the mobility manager to overcome the issue.

- **Professional Training:** In some instances the region would be well served to use professional resources outside of the area. For instance, the mobility manager or representatives from local agencies could attend conferences to learn from national experts. Also, arrangements could be made to bring trainings produced by the National Transit Institute (NTI) to the region. While expensive, these options would significantly contribute to the overall educational level in the region.

It is recommended that the responsibility for developing educational and awareness programs be focused on one particular entity. The RCC is an ideal organization to oversee all educational efforts in the region. The members of this committee are well placed to know the educational needs of the region. Moreover, the RCC is positioned to make assignments to a mobility manager or agency and to make budgetary decisions regarding professional training services.

Educational Tools and Materials

This strategy provides an array of tools and materials to assist in developing an educational program. These tools are categorized according to their intended audience: riders, providers, and local leaders.

Educational Materials Aimed at Riders:

- **Centralized Transit Directory:** The creation of a centralized transit directory can help to provide information more efficiently and effectively to riders. Stakeholders expressed confusion regarding the services of transportation providers, eligibility requirements, and hours of operations available to consumers. A centralized directory attempts to counteract this confusion by creating a "one stop" resource for all public and private transit services in the region. The directory provides contact information and eligibility information that allows consumers to easily identify applicable services. In order to appeal to all members of the community, the directory can be published in multiple languages and formats. The directory can either be in a written, published document, or it can exist as an online database.

  This educational tool can help raise awareness about existing programs by assembling it in an easily accessible location. However, there are obvious challenges to creating and maintaining the directory. The constant updating will require that the directory fall under the responsibility of a single agency or person. The mobility manager would be an ideal candidate. Additionally, potential riders need to be aware that the directory exists and some promotion is needed to make this happen. Lastly, directories only alert riders about the resources that exist. A big step is still required of riders to inquire about eligibility and arrange for services.

- **Travel Training:** In urban communities, travel training provides assistance to people with disabilities and senior citizens in safely and independently using fixed-route public transportation. Even though the region currently does not have general public transportation, travel training can be of great benefit to members of these populations by providing education and training on how to access existing transportation services. This type of training can focus on finding transportation services as well as how to access those services. An emphasis of the training can focus on building self-reliance in meeting one's own transportation needs.

  Travel training seminars can be conducted through individual agencies such as senior centers or groups homes for senior or people with disabilities. They should be focused on both the end user as well as the staff of the agency. While the mobility manager is an obvious choice to conduct a travel training seminar, they can also be conducted by members of the RCC.

Educational Materials Aimed at Providers:

- **Building Awareness of Coordination Opportunities:** Many human service agencies are willing to coordinate their services, but lack the knowledge and structure to begin doing so. Agencies need to network with other agencies to find other willing partners and learn eligibility requirements. Sometimes, it is helpful to hear about other coordination success stories. The following documents help provide an example of successful coordination:

- TCRP Report 105: Strategies to Increase Coordination of Transportation Services for the Transportation Disadvantaged.

  http://trb.org/publications/tcrp/tcrp_rpt_105.pdf

- Successful Coordinated Transportation Services in Rural Communities. 2005. Burkhardt, Jon E. Transportation Research Record: Journal of the Transportation Research Board, volume 1903. Pp. 54-61.

The RCC offers a great opportunity for service providers to coordinate resources. Membership in this body facilitates relationships among members. The committee could also support guest presentations by other non-member agencies. For instance, the coordination council in the Five County AOG promotes field trips where council members visit other agencies to get a hands-on feel for the agency and its resources.

A mobility manager would also greatly assist in recognizing opportunities to coordinate and work with agencies to do so. Some of the ways to do this include:

- Create an online directory of transportation resources
- Create, distribute, and post fliers among human service agencies
- Write articles for agencies that have a newsletter
- Make presentations to the boards of directors of human service agencies
- Make presentation at staff meetings of human service agencies

- **Insurance:** Insurance has consistently emerged among providers as an obstacle to coordination efforts in the state. Joint use vehicles, using school buses in coordinated transportation, and mixing client populations are important aspects of coordination that pose difficult questions for insurers. While insurance undoubtedly presents significant obstacles, there is evidence that insurance barriers are not entirely based in reality. Experience in other states has found that education and dialogue between human service agencies and insurance carriers has been effective at dispelling insurance myths. Two documents can assist in separating myth from fact:

  - Coordination Myths and Realities, produced by the National Resource Center for Human Service Transportation:

    http://www.unitedweride.gov/CoordinationMythsvol1no1_Insurance_080710(1).pdf

  - Community Transportation Association of America website—this website contains several links to case studies and associations that discuss solutions to insurance issues:

    http://web1.ctaa.org/webmodules/webarticles/anmviewer.asp?a=1516&z=62

Some aspects of the insurance hurdle need to be addressed at the state level. For instance, insuring school buses in a coordinated transportation system is an obstacle that cannot be tackled at the local level. Another issue is volunteer drivers. The Utah UWR Workgroup, a statewide coordination committee, is currently working with the Governor's Office in evaluating the feasibility of a statewide insurance program for volunteer drivers. While these issues cannot be fully addressed in the southeastern region, the RCC should stay involved and aware of broader statewide insurance issues.

One possible way to address insurance concerns in the region is to identify two or more agencies that are interested in coordinating their transportation services. Use this coordination effort as a pilot project to investigate the misunderstandings about insurance and how to overcome them (as outlined in Strategies 6 and 8). The meetings that occur as part of this pilot project should include:

- **Proper Participation:** Participants in the meetings should include all applicable parties. This includes representatives from the human service agencies, insurance carriers, insurance sub-committee, and attorneys.
- **Adequate Insurance Knowledge:** Meeting participants should be familiar with insurance terms and concepts. Insurance companies are driven by risk. Familiarity with risk and its causes will be useful in speaking with insurance representatives.
- **Provide an Accurate Project Description:** The insurance carrier needs to fully understand all the aspects of the coordination project in order to assess its risks. Ensure that the coordination project can be fully described with a well-defined operational plan. In particular, demonstrate that the plan includes standards related to risk management including driver training and employee criminal background checks and pre-employment drug and alcohol testing. If your current insurance carrier can't (or won't) provide insurance coverage, find one that will. Insurance companies can pick and choose what they cover. If your carrier cannot offer the coverage needed, find one that will.

- **Non-Emergency Medical Transportation:** One topic that consistently generates confusion throughout the state is Medicaid sponsored non-emergency medical transportation. Clients needing NEMT services are often unsure of who to call for service or whether they are eligible for service. A special training session designed to provide information to members of the RCC about the NEMT program should be arranged.

  One suggestion is to contact the Medicaid program manager for the Utah Division of Healthcare Financing. Arrangements should be made with the individual who oversees Medicaid sponsored non-emergency medical transportation services to give a presentation on how the NEMT program works. Time should be built into the presentation to allow for two-way dialogue and questions and answers about how the program works, including ideas for improving service in the southeastern region.

- **Funding Education:** Communities can do more with less by matching limited local transportation funds as much as possible against federal dollars. The ability to leverage local funds results from the matching requirement common among federal and state grants: local entities are required to produce some amount of local money that will then be matched against federal money. In the case of the FTA specialized transit programs, operating grants require a 50 percent match. If a community can produce $1 for an operating project, the federal government will likewise contribute $1 in matching funds.

  This is a powerful approach to building transportation resources and has natural appeal to agencies and local leaders. Education about this topic should be done in connection with other coordination awareness building efforts. Two recommended references include:

  - Federal Investment Guide: A resource put together by the Community Transportation Association of America (CTAA) to help identify the federal government's investment sources available to states and communities for transportation

    http://www.ctaa.org/webmodules/webarticles/articlefiles/fedinvest.gd.pdf)

  - Comparative Review and Analysis of State Transit Funding Programs: A report published by the National Cooperative Highway Research Program (NCHRP) that addresses state funding for transportation around the country.

    http://onlinepubs.trb.org/onlinepubs/nchrp/nchrp_rpt_569.pdf

Educational Materials Aimed at Local leaders:

- **Education about Transportation Needs and Benefits:** Those that stand to benefit most from coordinated transportation are oftentimes the same groups that lack the tools to strongly advocate their needs and desires. For this reason, many local leaders are unaware of the transportation needs faced by people with disabilities, senior citizens, and people with low income. National market research demonstrates that a large percentage of the population is not familiar with public transportation resources in their community. Also, the research found that people tend to be more concerned about other critical issues relative to public transportation. However, when public transportation is promoted in a way that emphasizes the mobility, freedom, and access to opportunities that it provides, even non-supporters become more favorable towards it.[4]

  Develop an agenda to inform leaders about the transportation needs in the community and the benefits of public transportation. It is important to help leaders understand the social and economic benefits that accrue from coordinated transportation. Since elected leaders come and go, the need to create sustained support from local leaders requires a continual effort. Follow these basic steps:

[4] Wirthlin Worldwide and FJCandN, "Enhancing the Visibility and Image of Transit in the United States and Canada", Report 63, Transit Cooperative Research Program, Washington, D.C., 2000

- Invite leaders to participate in occasional RCC meetings or activities
- Make presentations to the SEUALG Executive Board. Use data and material found in these documents to assist in educating local leaders:
  - TCRP Report 91: Economic Benefits of Coordinating Human Service Transportation and Transit Services:

    http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_91.pdf

  - TCRP Report 34: Assessment of the Economic Impacts of Rural Public Transportation

    http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_34.pdf

  - Transportation Disadvantaged Populations: Some Coordination Efforts Among Programs Providing Transportation Services, But Obstacles Persist. GAO 03-697. General Accounting Office, 2003.

    www.gao.gov/new.items/d03697.pdf

- **Present Results of this Implementation Plan:** A presentation to the ALG Board of Directors will be valuable in explaining the results of this implementation plan, gathering feedback, and building a relationship with elected leaders. The presentation should be put in terms that are appealing to elected leaders:

  - A focus on the benefits that accrue to the community in terms of improved transportation options for disadvantaged residents
  - The cost savings that result from the efficient use of existing resources. The presentation should conclude with specific ways that the ALG Board members can assist in promoting transportation coordination activities found in this business plan.

Goals and objectives

The goal of this strategy is to provide materials and ideas to stakeholders in developing an education curriculum to address the needs of the region.

Anticipated benefits

The anticipated benefits of creating an educational program include:

- Riders better meeting their transportation needs
- Better utilization of existing resources
- Attention of local leaders

Potential challenges/obstacles

Some of the potential obstacles of an educational program include:

- Time and effort needed to put education program together
- On-going effort required to educate riders, providers, and local leaders

Resource Requirements

Resource requirements of this strategy include:

- **RCC staff time and effort:** Substantial time and effort will be required by the RCC, or a sub-committee of the RCC, to create and implement an educational program.
- **Copying and printing costs:** Brochures and newsletters require costs in the form of copying and printing.
- **Professional trainings funds:** Conferences and professional trainings require funds for enrollment and travel.

Costs and Funding

Generally, minimal costs are associated with developing an educational program. Much of the cost of providing these educational services will be covered through funding a mobility manager position and will be borne by individual agencies and the LCC or RCC through contributions of staff time during trainings.

However, as indicated above, there are going to be costs associated with printing and professional trainings. Table 3-5 displays potential costs associated with these items.

Table 3-5 Budget for Annual Education Program Expenses

Professional Trainings	$	4,000
Training Scholarships		2,500
Materials Reproduction		3,000
Total Education Budget	**$**	**9,500**

Source: WCEC Engineers, Inc.

Action Items

Action Step 1: Form an Education Sub-Committee within the RCC

Transportation related educational programs should fall within the purview of the RCC. The RCC should act to create a sub-committee to focus on creating an educational program. The sub-committee should meet three or four times per year to discuss progress on educational and awareness efforts and to discuss needs within the region.

Action Step 2: Schedule Bi-Annual Training

Using its available budget, the educational sub-committee should schedule bi-annual trainings. These trainings could be aimed at either RCC or LCC members, or at a broader audience of stakeholders. Presenters could include representatives from the SCC, the United We Ride Workgroup, or national organizations such as the National Transit Institute (NTI).

Action Step 3: Periodic Evaluation

The educational sub-committee should evaluate the quality and appropriateness of the educational programs. Use feedback from RCC and LCC members to determine if educational program are working. Is there greater awareness in the community regarding transportation needs? Are agencies better equipped to meet transportation needs as a result of information gained through this strategy? Has travel training for riders resulted in increased mobility?

Relationship to Other Strategies

The RCC and mobility manager would be responsible for overseeing and participating in this strategy. The RCC would be responsible for overseeing the education budget and prioritizing education activities. The mobility manager would assemble and conduct some of the trainings.

Specific training on topics such as insurance, resource pooling, and funding could act as a precursor to other strategies where knowledge of these concepts is needed. As such, this strategy sets the stage for later subsequent strategies identified in this plan (see Chapter 4 for an overview of how each of the strategies works on concert with one another).

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Strategy 4 - Consolidation of Long Distance Trips

One of the basic premises of transportation coordination is exploring opportunities to consolidate multiple trips similar in origin and destination. People in rural areas especially need to travel longer distances for medical and other services. Various agencies have the responsibility of providing these trips, and often multiple agencies are providing trips to the same destination from generally the same origin. In the southeastern region, three common destinations that require a long distance trip are the Wasatch Front, Grand Junction and Durango. These trips are made by several human service agencies and transportation agencies primarily for access to major hospitals and medical specialists.

This strategy proposes to facilitate coordination of these trips to reduce expenses and improve the amount of services available to clients. In the process, more trips can be served for a smaller cost per trip. This will not necessarily reduce the amount of funding dedicated to transportation, but rather better serve consumers wishing for more freedom in their transportation options through reinvestment of savings.

Examples

Perkie Travel

Perkie Travel is already an excellent example of on-going long distance trip coordination in the region. This program, operated through Active Re-Entry, is the effort of a few agencies making frequent trips to Provo. Each participating agency donates the use of their vans, gasoline, insurance and maintenance for one day each week. By doing this, trip duplication between agencies is reduced. This strategy can be expanded on to access Grand Junction, and potentially Durango if the demand grows.

Alger County, Michigan

Alger County has a population under 10,000. A local action board created a new agency, Altran to take on the responsibility of all coordinated transportation including reservations, scheduling, and dispatching in Alger County. By bringing all coordination under one roof and by using one provider, ridership increased, performance levels increased and customer satisfaction increased. They were able to access more funding for transportation and drastically reduce duplicated trips.

Community Connection of Northeast Oregon, Oregon

Community Connection is a community action agency that operates in 3 counties of northeastern Oregon. They are responsible for coordinating transportation for a number of agencies, schools, and senior centers. They have one office in each county for administration, scheduling, and dispatching transportation services. They also have a fee-for-service agreement with the local Department of Human Services to provide Medicaid trips. For long distance trips, they use a combination of some paid employees as well as some volunteers to transport individuals in need to surrounding metropolitan areas on a per-mile basis.

Allendale County Scooter, South Carolina

Allendale County has the lowest per capita income in South Carolina. They also suffer from very high unemployment rates and very limited access to medical care. The lack of transportation options seemed to be perpetuating ill health and lack of employment in the area. By coordinating agencies and encouraging them to share resources, local leaders were able to increase the number of trips served from 113 to 871 trips in one year. Riders were accessing new work locations and medical facilities. Numerous counties around Allendale are attempting to duplicate the successes of the Allendale County Scooter.

Discussion of Alternatives

Several arrangements are possible to accomplish this strategy:

- **Informal Arrangement:** Perkie Travels is an example of an informal arrangement between providers that recognize the cost savings possible through coordination. This type of coordination could be facilitated through regular communication, possibly through community meetings.

- **New Agency:** One option is to create a new agency. The new agency would be supported in part by participating agencies interested in taking advantage of frequent trips made to the Wasatch Front and Grand Junction. The agency would supply a vehicle, driver, gas, and insurance. Operating costs would be offset by service contracts made with participating agencies.

- **Contract:** Contracting with existing private transportation providers is a way to give private providers more business while reducing the burden of long distance trips on human service agencies and volunteers. Funds already used for long distance transportation could be reallocated to this contract service.

- **Voucher:** If implemented, a voucher program would allow better utilization of existing resources. For instance, agencies making long-distance trips could accept vouchers from other agencies' clients, thus helping to offset their own costs. Vouchers could offset the cost of rides on Bighorn Express, making it possible to travel through the region and into the Wasatch Front.

- **Mobility Manager:** If implemented, a mobility manager could act as a transportation broker among the agencies. This person could help identify participants, schedule trips, and determine payment methods.

All of these variations are aiming to accomplish the same goal: provide better service through communication and coordination. Increased efficiency by consolidation of trips will result in better customer service and increased sense of independence for clientele. In the southeastern region, it makes sense to start with an informal agreement where one agency takes on the responsibility of trip provider, and this agency develops interagency agreements to provide long distance transportation for other agencies in need. This would put scheduling and coordination under one roof for optimal efficiency.

Goals and Objectives

The primary goal of this strategy is to increase efficiency and quality in the regional transportation network for residents of southeastern Utah. The following objectives will lead to this end result:

- **Objective 1: More trips served** – There are limited transportation resources in Southeastern Utah. This includes vehicles, funds, drivers, and administration staff, all of which cost money. If duplicative trips are identified through coordination of transportation providers, vehicles become available for providing other needed services.

- **Objective 2: Reduced cost per trip** – By coordinating with agencies providing long distance trips, fewer trips will need to be made for the same number of passengers. Vehicles will be closer to capacity thus reducing the cost per rider.

- **Objective 3: Increased customer satisfaction** – By reducing the cost per rider, funds can be reallocated to providing trips more often to desired destinations. By defining a schedule for accessing each major destination, and by educating the public exactly when each provider is making trips to major destinations, services will be easier to use and plan around. Currently most options are demand response trips with no set schedule making coordination difficult. Organization and ease of access through coordination will improve quality of the transportation network and overall customer satisfaction.

- **Objective 4: Increased sense of independence** – By coordinating and organizing trips, destinations become easier to access. Ambiguity in service options makes customers feel dependent on unreliable service. Through coordination, trips can be made on a more regular basis and on a dependable schedule. This strategy has the potential to lift the weight of dependence on clients who struggle to find transportation.

Anticipated Benefits

There are a number of benefits with coordination of transportation. Because long distance trips account for such a large portion of total miles traveled, there is a lot of room to reduce costs by consolidating trips. The following are some of the benefits of consolidation:

- There is no new cost and usually results in cost savings
- Can be arranged a variety of ways: formal or informal arrangement, voucher programs, or by mobility managers.
- Lower cost per trip.

- More efficient transportation system allowing redirection of resources to expansion of other services

Potential Challenges/Obstacles

Aside from the obvious benefits of coordination, there are some challenges associated with combining efforts of human service and transportation agencies. Most of the following obstacles deal with liability, insurance, and jurisdictional boundaries placed on each agency, which must be overcome to share resources, vehicles, drivers, and clients.

- Service agreements to provide an accessible service are an initial hurdle before trips can coordinate.
- Agreements have the potential to fall apart over time necessitating constant monitoring of coordination efforts to maximize efficiency and effectiveness.
- Liability issues arise when clients are co-mingling in single agency's vehicles.
- Perceived barriers caused by federal regulations on vehicle sharing.
- Actual barriers caused by federal regulations on vehicle sharing.
- Territoriality of human service and transportation agencies.
- Interstate trips cause jurisdictional problems sometimes necessitating waivers from enforcement bodies.

Resource requirements

Consolidation of long distance trips is a strategy that attempts to save resources to be reallocated to improve other areas of the transportation network or to simply offer more service with the same resources. Some resources that will still be required are as follows:

- A vehicle and driver provided by a sponsoring agency (the primary provider).
- Administrative staff to monitor trip consolidation and to link clients with drivers. This could be a staff member from Southeastern Utah ALG, human service or transportation agency staff to be reimbursed through operations funds, or the mobility manager.

Cost Savings Calculation

Below are two tables showing current resources and trips offered by transportation providers in the southeastern region. Each chart estimates cost savings associated with consolidation of trips[5]. The cost savings are evident.

The far south of the project area that would normally access Durango may not be in the best position to consolidate as there are so few trips being made, the excess energy to set up this

[5] These figures are based on $0.40/mile plus $20/hr for a driver. The data only includes human service vehicles making trips. Private vehicles are hired as needed, but are not providing a sizeable portion of trips. PickMeUp Medical Transportation, Black Hawk Transportation, and Big Horn Express are available for emergency situations. Private provider costs would be higher per mile, but could fill in the gaps in service.

system would be extraneous. There is potential for consolidation in this area in the future as the demand grows, however.

Table 3-6 Illustrated Operating Budget Before and After Consolidation of Long-Distance Trips (Carbon/Emery County to Wasatch Front)

	Pre-consolidation	Post-consolidation
Total Vehicle Miles	33,150	30,000
Total Number of Vehicles	4	1
Total Passenger Trips:	884	1200
Total Operating Cost:	$30,940	$28,000
Cost/Passenger Trip:	$35	$23
Cost/Vehicle Mile Traveled:	$0.93	$0.93

Source: WCEC Engineers, Inc.

Table 3-7 Illustrated Operating Budget Before and After Consolidation of Long-Distance Trips (Grand County to Grand Junction)

	Pre-consolidation	Post-consolidation
Total Vehicle Miles	14,916	10,170
Total Number of Vehicles	6	3
Total Passenger Trips:	396	450
Total Operating Cost:	$13,886	$9,468
Cost/Passenger Trip:	$35	$21
Cost/Vehicle Mile Traveled:	$0.93	$0.93

Source: WCEC Engineers, Inc.

Policy implications

Consolidating trips often means sharing seats in agency owned-vehicles, contracting with another agency to provide a trip, or contracting with a private provider to offer a trip. By doing this, riders often are intermingled with clients from different agencies or other paying riders. This can present insurance barriers if agency insurance dictates coverage only for agency clientele. Also, if vehicles or operation funds are sourced from an entity that applies regulations to consumers or a specific jurisdiction, problems can arise.

- **Regulations of traveling outside jurisdiction** – By working with enforcing bodies, often agreements can be made to waive jurisdictional boundaries if there is ample reason to do so.

- ❖ **Sharing of vehicles** – Use one agency to provide trips to reduce the restrictions that need to be overcome. One agency can be responsible for their own vehicles, and communicate with insurance providers to come to a solution about mingling passengers. Include additional charges for passengers to accommodate for increased responsibility of trip-providing agency.

- ❖ **Varying regulations between agencies and consumers** – Agencies often are only allowed to provide transportation services for their clientele, and often there are restrictions on who is allowed to be a client of a given agency. Detailed interagency agreements or memorandums of understanding will attempt to reduce this barrier by including certain transportation services as an exception to defined restrictions.

- ❖ **Insurance** – Insurance can present a major obstacle when coordinating transportation service and sharing resources. This is a delicate subject because insurance companies are looking for reduced risk. By asking to add clients of another agency to the coverage contract, the insurer may see this as increased risk. By appropriately choosing wording, this can become less of a problem. The clients using these consolidated services whether they are older adults, people with disabilities, or people with lower incomes are often accessing the same service. By emphasizing that trips are being shared because of a similarity in client needs, this may be an indication that service is part of normal business activity. Also, insurance companies focus on risk. If strict driver training and safety efforts are put in place, and driving history is clean, providers are much more likely to accommodate. Insurers are looking for good risks.

  Aside from communicating effectively with insurance companies, interagency agreements and memoranda of understanding are another way to encourage accommodations from insurers. A formalized agreement stating the exact nature of coordination efforts will dispel thoughts of increased insurance risk.

  Basically, a focus on safety training, safety of vehicles, and benign nature of services will let an insurance company know that an agency is a low insurance risk. This will reduce the likelihood of increased insurance premiums. By organizing ahead of time, safety will increase, client satisfaction will increase, and magnitude of the insurance barrier will decrease dramatically.

Action Items

Consolidation of long distance trips is an easy strategy to implement in the near-term. Agencies will be put in touch, origins and destinations will be discussed, days will be chosen for each agency to access each destination, and riders will sign up to access the destination through a sponsoring agency.

Action Step 1 - Define coordination regions.

In the project region there are several opportunities for expanding coordination of long distance trips. The three most common long-distance destinations are the Wasatch Front (SLC and Provo), Grand Junction, and Durango. Coordination regions could be organized as follows:

- Wasatch Front
  - Care-A-Van
  - Choices
  - Active ReEntry Price
  - Big Horn Express
  - Black Hawk Transportation
  - Four Corners Community Behavioral Health
- Grand Junction
  - Active ReEntry – Moab
  - San Juan County Aging – Vehicles will not participate
  - Southeastern Utah Area Agency on Aging
  - Grand Center
  - Four Corners Community Behavioral Health
  - VFW – Moab
  - Black Hawk Transportation
  - Pick-Me-Up Medical Transportation
- Durango
  - San Juan County Aging
  - Pick-Me-Up Medical Transportation
  - Transitions
  - Utah Navajo Health System Services
  - Black Hawk Transportation

Action Step 2 – Identify actual and perceived barriers

There are obstacles that need to be overcome for effective transportation coordination. Some barriers are real and need to be worked out through communication or legal action. Most are perceived barriers. Perceived barriers are those that seem daunting, but can be eliminated through communication and agreements with the relevant authority. These perceived barriers mostly have to do with past customs, agency policies, or a misunderstanding of state or federal policy related to coordination. Through education and awareness efforts, these barriers can be eliminated. Actual barriers, mostly relating to regulatory requirements or grant eligibility must be dealt with on a case-by-case basis and can often be eliminated by communicating the nature of the situation, and the positive implications associated with regulatory waivers.

Action Step 3 – Define specific destinations and potential flexible destination

Some examples of specific destinations include area hospital for medical trips and retail centers for recreational trips are listed below:

- **Wasatch Front –** Utah Valley Regional Medical Center (Provo), Salt Lake Regional Medical Center or University of Utah Medical Center (Salt Lake City), Orem Regional Hospital (Orem), Wasatch Front retail and commercial centers.

- **Grand Junction –** St. Mary's Hospital and Medical Center, Veterans of Foreign Wars Hospital, Grand Junction retail and commercial centers.

- **Durango –** Mercy Regional Medical Center, Durango retail and commercial centers.

Action Step 4 – Establish interagency agreements

Interagency agreements or memoranda of understanding can be the key to tackling actual barriers associated with coordination. They can define all of the terms associated with resource sharing, funding and costs, service accommodations, and insurance and liability issues. By formalizing these agreements, administrative and regulatory bodies will be much more likely to approve coordinated operating arrangement.

Action Step 5 – Establish trip providers for each transportation subregion

These agencies will be providing trips with their vehicles. Insurance barriers may prevent co-mingling of riders from multiple agencies utilizing vehicles owned by one agency. If co-mingling was overcome as a barrier by one agency communicating with insurance providers, they would be a likely candidate to provide coordinated trips.

In the Wasatch Front subregion, Care-A-Van regularly offers trips to Orem/Provo area as well as Salt Lake City. These trips are taken in one accessible van. With this vehicle and potentially another federally funded vehicle, Care-A-Van may be a good starting point for a trip provider. They are already coordinating medical trips, and would be interested in further coordination with Active ReEntry and senior centers.

In the Grand Junction subregion, there are 6 agencies providing trips on varying regularity to Grand Junction from the Grand County area. Most of these agencies are providing very few trips (less than once a month). The Grand Center and Southeastern Utah Area Agency on Aging are providing trips with the most regularity (once to twice a month). If one of these agencies could overcome liability and insurance barriers with co-mingling, they could prove to be an acceptable candidate for trip provider.

In the Durango subregion, there are very few long distance trips being made. This may suggest that efforts to consolidate trips would be unnecessary and ineffective at reducing costs and increasing efficiency. Some resources, such as staff time, would need to be invested into implementing this coordination strategy, but the benefits would most likely not outweigh the costs. Consolidation of trips, however, may prove to be a useful strategy as the demand for trips increases. Two private providers, Black Hawk Transportation and PickMeUp Medical Transportation, could be contracted at a market rate for non-emergency medical and recreational trips if another option is not readily available. This information should be available to interested clients, and possibly monitored for potential implementation by a regional coordinating council or mobility manager.

Action Step 6 – Develop cost allocation model for trips served

An example cost allocation model is provided in Appendix F. The trip providers should populate the model with actual cost and service data from the most recent fiscal year. Following steps 1 and 2 outlined in Appendix F should produce a set of service multiplier rates that can be used to determine the cost of service to be purchased by sponsor agencies. At this point, the trip provider should work with the sponsoring agency (i.e. the agency purchasing trips from the trip provider) to identify the amount of service needed (this will be an estimate). The amount of service needed should then by multiplied by the service multiplier rates to determine an estimate of the cost the sponsoring agency will be charged. The agreed upon rates should be included in the cooperative agreement, and adjusted each year as year-end cost information is reported. Reimbursement procedures should also be outlined in the cooperative agreement.

Action Step 7 – Define standardized trip schedule

For each transportation subregion, we hope to maximize efficiency and ease of interpretation by riders by developing a comprehensive and easy to interpret schedule of trips offered. The schedule will be defined and maintained by a regional coordinating council, mobility manager or sponsoring agency. Common service times between agencies should be identified, and the administrator should come to an agreement on when each trip will be offered. If three agencies offer a medical service to the Wasatch Front once a month, maybe every 1st Thursday of the month, a consolidated service could be offered from a local destination to Utah Valley Regional Medical Center. By standardizing trips and maintaining a strict schedule, more people will be able to plan around and take advantage of consolidated service opportunities.

Action Step 8 – Publicize a schedule of trips.

Make sure that schedule information and provider contact and reservation information is available to riders at human service and transportation agencies as well as by request from a regional coordinating council or mobility manager. Publicize often.

Action Step 9 – Evaluate and monitor program for effectiveness.

- Compare trips prior to consolidation with trips post-consolidation.
- Compare cost per trip prior to consolidation with cost per trip post-consolidation.
- Keep accurate log of trips served, the number of saved miles and if schedule was adhered to consistently.
- Ongoing monitoring of agencies in agreement and future agencies interested in coordinating will ensure maximization of efficiency.

This entire Action Plan has a timetable of approximately 3-6 months. Formalizing a final schedule and evaluating the effectiveness of consolidation will have a longer timeline of approximately 9-12 months. This will allow ample time to work out the kinks and create an efficient consolidated long distance transportation system.

Relationship to other strategies

Consolidation of long distance trips works best in concert with other strategies. A regional coordinating council headed up by a mobility manager will monitor the effectiveness of consolidation as a strategy. If a voucher system is implemented, there are ways to use vouchers within the overall system to cover the costs of long distance trips for individuals who aren't part of a particular program.

Nevertheless, even when implemented alone, consolidation of long distance trips will result in a cost savings to the participating agencies that can be reinvested to improve the quantity or quality of service provided.

Strategy 5 - Establish a Regional Travel Voucher Program

Travel vouchers offer the possibility of expanding transportation options without the high capital costs associated with other forms of public transportation. A voucher program relies on services already in place, but creates more flexibility in where people can find rides.

A travel voucher is similar to a check: an individual with a travel voucher can use it as payment to anyone willing to provide a ride. The recipient of the voucher can then redeem it for cash at a sponsoring agency.

A travel voucher program is especially well suited for rural communities with few transportation resources. It is also a strategy that could be implemented in cooperation with other strategies outlined in this business plan. For instance, many of the administrative requirements of a voucher program could be supported by a mobility manager. Also, travel vouchers are one way to address long distance trip coordination.

A travel voucher program resonated well with stakeholders in the SEUALG region. This is due, in part, to a familiarity with the concept since a voucher program operated in the region for several years, the details of which are described below.

Examples

Association of Program for Rural Independent Living (APRIL), Price, UT

The first example is a local one. In 2001 Price was chosen as one of ten demonstration communities around the country and received funding from APRIL to operate a voucher program. The program was administered by two agencies: Active Re-Entry and the Vocational Rehabilitation Office (VR). The program operated successfully for approximately four years, and in the end, provided 4,240 trips for 142,024 miles. The program ended once funding for the demonstration project ended.

Wyoming Independent Living Rehabilitation (WILF), Wyoming

This program funds and administers a travel voucher program for its clients in the entire eastern half of Wyoming. The Wyoming Services for Independent Living (WSIL) administers a similar program for the western half of the state. The 2008 annual operating budget for the entire state was $534,006. State transit funds provided the local match and FTA Sections 5340 and 5317 programs provided the remaining funding. The program reimburses volunteer drivers $.36 per mile, and pays the full cost of trips for private transportation providers like taxis. The program employs a full-time program administrator, bookkeeper, and four mobility managers.

Discussion of Alternatives

There are several factors that need to be considered in establishing a travel voucher program. Our recommendations with respect to program design, administration and the use of volunteers are given below.

Program Design

A travel voucher program can function as either an in-house program within individual agencies or as a stand-alone program available to multiple agencies. An in-house program is an option available to any agency interested in augmenting their current transportation services. For instance, an agency might be interested in travel vouchers to expand services available during weekend or evening hours. The agency would be responsible for providing the local match, applying for additional funding, developing program policy and procedures, and bookkeeping. The advantage to this approach is that the individual agencies have full control over the design of their programs. Also, there is no confusion regarding the source of funding and how the voucher coupons will be distributed. Several agencies currently operate in-house voucher programs. The disadvantage of in-house programs is that they duplicate administrative efforts and are less likely to achieve maximum matching potential against federal dollars.

A second approach is to develop a stand-alone travel voucher program that is available to multiple agencies. This approach offers the opportunity for a multitude of agencies to combine resources to create one single travel voucher program. Any agency that is interested in utilizing travel vouchers is invited to participate. A sponsoring agency is identified to oversee the organization and operation of the voucher program and each contributing agency is allocated services that are proportional to their contribution. An advantage of this approach is that it combines the administrative effort under a single agency, thus lowering the overall administrative burden of each participating agency and freeing up additional dollars to spend on transportation. Another benefit is that it establishes a common currency, so to speak, for transportation vouchers. Instead of having to deal with multiple vouchers from individual agencies, riders and providers can become familiar with one type of voucher, thus increasing simplicity, ease of use, and general awareness of the program.

Because of its advantages and also because several organizations in the region expressed interest in contributing to a voucher program, it is recommended that a stand-alone program be implemented to serve multiple agencies.

Administration

A stand-alone voucher program will have many administrative requirements. Listed below is a discussion of key administrative roles and recommendations on how to administer a regional program:

- **Role of Mobility Manager:** If a mobility manager position is funded in the region, the agency in which he/she is housed can be designated as the sponsoring agency of the travel voucher program. This means that the mobility manager is responsible for the overall administration of the travel voucher program and takes the lion's share of the administrative tasks. At a minimum, the mobility manager would be responsible for the following:

    - Provide general oversight
    - Collect local contributions and apply for matching funds
    - Develop general program policies and procedures
    - Allocate vouchers based on contributions from participating agencies

Based on feedback from the stakeholders during the draft review of this plan, however, it is clear that there is a desire for the mobility manager to also play a role in matching riders with potential drivers. Many of the stakeholders felt that the travel voucher program would only be beneficial if the mobility manager were available to handle the "case management" tasks associated with distributing the travel vouchers. Under an expanded model, the mobility manager would be responsible for the following additional tasks:

- Enroll riders that are eligible according to their individual agency funding guidelines.
- Work with riders to develop an individual transportation plan that reflects the resources and needs of that individual and determines the amount of vouchers each person receives.
- Train riders on how to use the vouchers.
- Work with clients that have language or literacy barriers.

By taking on these additional responsibilities, however, the mobility manager will assume new liabilities that would not otherwise exist. See the driver-rider matching section below for a discussion of the considerations that needs to be made before the mobility manager is used to match riders with drivers.

- **Roles of Participating Agencies:** There are many other administrative functions associated with a voucher program besides those listed above. In many of these cases it makes sense for the participating agency to take on these additional activities (see discussion of driver-rider matching, below). Examples of these responsibilities include:

    - Develop agency specific policies and procedures.
    - Work with riders to overcome issues or complaints with the service.
    - Work with the lead agency to budget available services

- **Role of volunteers:** Volunteers represent a way to offset the costs of administering a voucher program. Volunteers through the RSPV program or AmeriCorps VISTA program can act as support staff for the mobility manager or for participating agencies.

Driver-Rider Matching

Several of the stakeholders expressed that a valuable aspect of a voucher program would be a matching service for riders and drivers. They pointed out that many potential voucher recipients would have a difficult time finding a volunteer driver on their own. This is particularly true for out-of-town patients at the hospital or a rider that needs to go to the Wasatch Front.

There are two considerations to make if this type of service is offered:

- **Liability:** In general, sponsoring agency (mobility manager) liability is limited when there is little or no involvement in providing transportation or selecting the transportation provider[6]. In other words, if the sponsoring agency restricts its involvement to serving primarily as a fund management service for the vouchers, insurance requirements are minimal. However, if the sponsoring agency plays the role of matchmaker for drivers and riders, the agency takes on greater liability and would be required to pay for an adequate level of insurance.

- **Increased Administrative Responsibilities:** When the sponsoring agency (mobility manager) takes a greater role in organizing a pool of volunteer drivers, several administrative functions go along with it. For instance, the sponsoring agency needs to ensure that the volunteer drivers have adequate insurance, a safe vehicle, and a valid driver's license. The insurer may require that the volunteer drivers undergo a driver's training course or a background check as well. Many of these requirements are similar to what's necessary to start a volunteer driving program. As the voucher program evolves over time, participants may find that a formal volunteer driver program may become part of the voucher program.

In developing the voucher program we recommend that the participating agencies explore the degree to which these issues are actually present. If the increased insurance premium is greater than the savings of having the mobility manager perform ride matching services, then the participating agencies should perform ride matching services independently. However, it is likely that by consolidating ride matching services, the agencies as a whole will save enough money to offset the increased insurance premium and will ultimately benefit from the mobility manager providing ride-matching services

If the agencies don't use the mobility manager for ride matching, the mobility manager may still refer the client to a resource directory without further specifying which agency or driver to choose.

[6] Rott, D. 1994. Supported Volunteer Rural Transportation System Voucher Program: Analysis of Liability. Missoula, MT: RTCL Rural, University of Montana

Goals and objectives

The goal of this strategy is to create a sustainable and flexible way to increase the availability of transportation services for transportation disadvantaged populations in the region.

Anticipated benefits

A travel voucher program offers many benefits for a rural community. The voucher program:

- **Utilizes existing resources:** A voucher program does not require new capital equipment, such as vehicles. Instead, depending on the structure of the program, transportation providers can include taxis, existing human service vehicles, and even neighbors and relatives.
- **Puts resources in the hands of the individual to make their own decisions:** Individuals have the freedom and agency to decide where, when and how to use their vouchers.
- **Works well for long-distance and cross-jurisdictional trips:** Vouchers avoid many of the problems faced by agencies when providing long-distance trips.
- **Promotes rural traditions of volunteers:** Volunteers are still needed to volunteer their time and help. However, a voucher program offers volunteers a chance to receive some form of reimbursement for their direct expenses.

Potential challenges/obstacles

The challenges to a travel voucher program primarily fall into three categories:

- **Funding:** Long term funding is a challenge to establishing a sustainable voucher program. Indeed, even the successful APRIL program ended once the initial funding was spent. The services offered by the voucher program must be evident and provided in a simple way in order for the program to continue.
- **Coordination among participating agencies:** A stand-alone program requires flexibility among participating agencies in designing a program that is appealing and workable to multiple partners.
- **Administrative requirements:** A voucher program can require significant time and effort to oversee, even with the assistance of the mobility manager. Participating agencies will still expend considerable time and effort to make the program successful.

Resource Requirements

The following resources will be needed to implement the voucher program:

- **Office space and equipment for the mobility manager:** A home base for the voucher program (see resource requirements for mobility manager in Strategy 2)
- **Printed voucher coupons:** Use a professional printer to print unique coupons

- **Reporting and tracking software and forms for both the mobility manager and participating agencies:** Forms to track the use of the voucher coupons.
- **Sponsoring agency insurance requirements:** As discussed earlier, insurance premiums for the sponsoring agency might increase.
- **Publicity plan and materials:** Promotion materials for publicity program.

Costs and Funding

The operating costs of a travel voucher program are scalable to the funds available. Whether the program has $50,000 or $5,000, it still functions in essentially the same manner. Two underutilized federal programs are suggested as excellent sources match to pay a portion of the costs of a voucher program: Section 5316 (JARC) and Section 5317 (New Freedom). These two sources of funds are available at a 50/50 federal/local match ratio.

The availability of federal money makes it possible to leverage local money and provide a greater amount of transportation services. The following tables illustrate how this is possible.

Table 3-8 Voucher Program Sample Budget

	Amount
Revenue	
Local Revenue (50%)	
Agency A	$5,000
Agency B	2,500
Agency C	1,500
Agency D	1,000
Federal Revenue (50%)	10,000
Total Revenue	$20,000
Expenses	
Transportation Reimbursement (65%)	
Agency A	$6,500
Agency B	3,250
Agency C	1,950
Agency D	1,300
Administration (35%)	7,000
Total Expenses	$20,000

Source: WCEC Engineers, Inc. 2009

Table 3-8 illustrates that the funding for a voucher program can be doubled using federal transportation funds. This leveraging effect increases the total amount of transportation services available to a participating agency, even after money is used to pay for administrative expenses. In the example, Agency A initially contributed $5,000 to the voucher program, but received $6,500 in return, a 30% increase.

Besides transportation reimbursement, the other major expense identified in Table 3-8 is administration. Travel voucher programs can require a significant level of resources to oversee all aspects of the program. For instance, the WILF program in Wyoming uses 46 percent of its total operating budget on administrative costs.

However, other voucher programs demonstrate that administrative costs need not be so high. For example, a sample budget for a voucher program produced by the University of Montana Rural Institute estimated that approximately 10 percent of a typical voucher program costs are administrative. Table 3-8 assumes a 35% administrative cost for the sample budget. This number is a conservative estimate based on the resources available in the southeastern region and a review of other voucher programs.

The majority of costs in a voucher program are associated with transportation reimbursement. There are also ways to lower these costs to extend the available funding. For instance, reimbursements to volunteers could be less than the maximum $0.55 per mile reimbursement allowed by the IRS. The WILF program reimburses volunteers $0.36 per mile. Also, the agency may choose to require a co-pay where the rider has to pay a portion of the transportation costs. Another idea is to limit the use of taxi companies and other high cost providers.

Ridership/Utilization

The number of trips made available through a travel voucher program varies on the level of funding. However, it is possible to estimate how much those rides would cost based on comparable programs. Table 3-9 demonstrates ridership numbers from three examples:

Table 3-9 Ridership Levels of Example Voucher Programs

Program	Trips	Miles	Cost Per Trip	Cost Per Mile
APRIL Program (all 10 demonstration sites)	92,587	1,018,391	$4.34	$0.39
APRIL Program in Price	4,240	142,024	$9.68	$0.29
WILF (FY 07-08)	31,504	198,277	$10.12	$1.61

Source: WCEC Engineers, Inc. 2009

The higher cost per trip in Price in the APRIL program compared to the other demonstration sites is likely reflective of the longer trips taken by consumers in a rural area. Price had a lower cost per mile compared to the average across all ten communities. Again, this is likely reflective of the longer trips taken by consumers in Price.

The WILF program has higher costs in both trips and mileage, even though the majority of its trips occur in urban place. The higher costs are likely due to the high administrative costs of the program (six administrative staff members).

A stand-alone program in Price would be similar to the costs of the APRIL program that operated in Price in many ways. However, the costs will likely be higher since the APRIL program did not have any administrative costs as they were borne by the lead agencies. This means that the cost of a ride will be approximately 35 percent (the administrative cost assumed in this strategy) higher. Accounting for inflation, this means that the cost per trip will be approximately $14.50. Multiplying this figure by the total available budget for the voucher program (local contributions + federal match) will yield an estimate of the potential number of rides provided.

Policy Implications

Several important policy implications have been identified:

Agency Contributions Ineligible for Administration Costs

Several stakeholders expressed the concern that certain funding sources cannot be used to pay for administration costs. This presents a dilemma since funding contributions from various agencies are pooled and then used to pay for both trip reimbursements and administrative costs. One possible way to address this problem is to seek funding from private philanthropic grants. These unencumbered funds could then be used to cover the share of administrative costs for agencies that are prohibited in using their transportation funds for administrative costs.

5311 General Public Transportation

A functioning voucher program could lay the groundwork for a future general public transportation system. The voucher program would be helpful in identifying funding agencies that are willing to pay for increased transportation services. Also, a successful voucher program can demonstrate to local leaders the role and value of transportation systems in a community. During the transition period, it may be worthwhile to consider funding the travel voucher program using FTA Section 5311 funds.

Fraud

Forms of fraud typically experienced with travel voucher programs include unauthorized reproduction of travel vouchers and exchange of vouchers for reimbursement when transportation services weren't rendered. There are several ways to prevent these and other forms of fraud from occurring.

First, work with each rider to determine their individual needs for transportation and the options for obtaining that transportation. Use this information to establish a mileage allocation and individual transportation plan. Clients will have little incentive to abuse the system if it means they cannot get the transportation they need. Agencies who know their clients well will experience less fraud than those whose clients are strangers.

Also, each travel voucher should be marked with a unique number that can be tracked during the reimbursement process. Once entered into an electronic accounting system, the mobility manager (or individual agencies) can query reimbursement reports to quickly identify instances of unauthorized duplication.

Private and Public Transportation Providers

While volunteers will likely provide the majority of trips, there are opportunities for public and private providers to provide trips as well. This is a valuable service, especially if the rider cannot otherwise find a volunteer driver.

However, reimbursing private companies at the full rate will use trip funding very rapidly. A policy determination regarding reimbursement rates should be established. Negotiate with private providers to obtain reduced rates wherever possible.

Action Items

Although this strategy can begin regionally immediately following the hiring of a mobility manager, it is recommended that a localized travel voucher program be initiated first in Carbon and Emery Counties (see Strategy 7).

Action Step 1: Identify Sponsoring Agency

As already discussed, the administrative requirements of operating a voucher program can be quite high. Given the high demand for these responsibilities, it is not expected that one single agency will need to perform everything. However, the sponsoring agency should be identified as responsible for the overall project and work with "sub-contracting" agencies accordingly. The sponsoring agency should be eligible to receive FTA funds. Entities eligible for FTA funds include:

- Private non-profit organizations
- State or local government authority
- Operators of public transit services (which includes private operators of public transit services)

Action Step 2: Identify and Meet with Potential Participating Agencies

Once a sponsoring agency has been identified, the sponsoring agency should identify partner agencies that are interested in:

- Participating in a voucher program
- Contributing matching funds to support a voucher program

Agencies that express interest in the voucher program should be consulted to determine:

- Their specific transportation needs and goals
- The amount of funding they can contribute

- ➢ The level of administrative support they can provide for the voucher program

Action Step 3: Develop Policies

The contributing partners to the voucher program should work with the administrator to develop program policies and procedures. These are needed to further define how the program will function, as well as to avoid misunderstanding and ensure fair treatment of funding agencies. Examples of needed policies include:

- ❖ **Eligibility guidelines:** Determine which residents are eligible to use the voucher program. Eligibility requirements could include age, level of disability, and income.

- ❖ **Trip purpose and length:** Will the voucher program be used to pay for expensive long-distance trips, or shorter regional trips? What about out-of-state trips? Also, should all types of trips be reimbursed, or only those for medical and employment purposes?

- ❖ **Allocation of miles among participating providers:** How should trips be allocated among funding agencies?

- ❖ **Type of transportation providers:** Should the voucher program only use volunteers, or should taxi and shuttle companies also be used? If just volunteers, should the rider be responsible for finding their own driver, or should the agency take a more proactive role?

Action Step 4: Apply for Funding

Once the lead and participating agencies are identified, and the program policies and procedures are established, the application and grant writing process is ready to begin. FTA Section 5316 and 5317 programs include voucher programs, including their administrative costs, as an eligible operating cost. The UDOT PTT (administrator of FTA specialized transit funds) conducts an annual competitive selection process to determine projects to fund. The application generally becomes available in October and is due around the first of January each year. The PTT has a manual providing guidance for its application process that can be found at:

http://www.udot.utah.gov/main/f?p=100:pg:4447088790503637:::1:T,V:2247

Action Step 5: Publicize Program

Increasing awareness of the travel voucher program is an important step. This will assist in identifying new participating agencies and funding, increase its awareness among potential riders, and provide a good example of the solutions to public transportation problems. Some ways to increase awareness is:

- ❖ Distribute flyers among human service agencies
- ❖ Make presentations at organizations that might be interested in voucher programs
- ❖ Use local media outlets such as newspaper and radio station

Action Step 6: Print Checks

Use a local printer to print voucher checks and check registers. These documents can be printed on standard checkbook paper. This task might require a lead time of one to three months and is a cost that must be factored into the administration budget.

Action Step 7: Work with Riders

Participating agencies should identify riders for the voucher program. Riders will need to be trained and familiar with the many aspects of the voucher program. Provide the following assistance:

- Provide a sample check and demonstrate how it will be used
- An individualized program should be developed with each rider in order to estimate the amount of trips/miles that rider will use.
- Provide details of how to find rides, including the use of volunteers and private companies

A brochure that describes the program and its operating procedures will assist in reducing administrative time spent on this task.

Action Step 8: Work with Private Transportation Providers

The voucher program administrator should work with private and public in the following ways:

- Provide an overview of the program
- Negotiate billing rates
- Show examples of the coupons/checks and explain how riders will use them
- Explain how reimbursement will be made

Action Step 9: Start Service

When all of the previous steps have occurred, it is time to start service. It is likely that riders will not immediately take advantage of the service. Sometimes it is difficult to change transportation habits, both among riders and agencies.

Action Step 10: Evaluation

Following the first year of operation, evaluate the success of the program. Make sure to keep accurate records regarding the costs and trips provided. Use measures such as the cost per mile and cost per trip to measure cost effectiveness. Discuss the program benefits with participating agencies and riders and make adjustments accordingly.

Relationship to Other Strategies

The mobility manager plays a crucial role as the assumed administrator in this strategy. This position will assist in keeping the administrative requirements low so that more funding can be dedicated to providing transportation. The mobility manager is also in an ideal position to identify contributing and participating agencies. Funding from FTA programs for a voucher program can provide a large percentage of the salary of the mobility manager.

A travel voucher program can also assist in providing long distance trips. Providers, both public and private, can likely be reimbursed by consumers participating in the voucher program. This will likely increase the demand for long-distance trips.

Educational efforts will need to include information about how consumers can qualify to use the vouchers. Participating agencies will be responsible for working with their individual clients on how to use the program.

Strategy 6 - Establish a Framework for Implementing General Public Transit in Transit Supportive Communities

The FTA Section 5311 program provides formula funding for general public transportation in rural areas. During various project meetings, stakeholders expressed limited support for a 5311-funded public transportation system. Based on this input, it was determined that a general public transit system would not be developed as part of this project.

However, there were several strong advocates for general public transit in the region. Based on the demographic analysis presented in Chapter 2, it was determined that small federally funded transit systems are potentially feasible in all three sub-regions of the study area. This plan will provide a framework for local communities to assist in future efforts to develop general public transit services in transit supportive communities.

This strategy is not designed as an action plan for implementing a transit system. Instead, it provides a framework that outlines the considerations that need to be made if a community were interested in implementing a 5311 system.

Examples

As a baseline for comparison, we have identified several examples of viable rural public transportation systems in communities that are similar in size to communities in the Southeastern region.

Coolidge, Arizona

The Coolidge Cotton Express Community Transit provides service for the city of Coolidge, a city of 7,800. Two buses operate on deviated routes and one vehicle functions as complementary paratransit service. The service provides approximately 25,000 rides per year, 60 percent of which are through its paratransit vehicle. The service has an annual operating and administrative budget of about $500,000.

Show Low, Arizona

The Cottonwood Area Transit system serves several small towns in the area of Show Low, Arizona. The combined population is roughly 28,000. The system provides fixed routes throughout the area, with extensive paratransit service. Its annual ridership is about 55,000, with an operating budget of $730,000.

Prowers County, Colorado

Prowers Area Transit serves all of Prowers County, a rural county in eastern Colorado of nearly 15,000 residents. It operates a demand responsive service and provides curb-to-curb service for all residents. The system operates 24 hours a day and has three full-time vehicles and a fourth that operates during peak hours. During the most recent year, the service provided 24,529 rides with an operating budget of $308,000.

Planning Framework

The planning framework typically used by transit planners for designing public transit services is described below. It starts with an evaluation of needs, and then flows into an analysis of alternative ways to meet the identified needs. Since Chapter 2 has outlined many of the needs of the Southeast region, we focus primarily on the alternatives analysis process that is typically required for establishing a federally funded transit system. The three primary considerations that are presented include Service Alternatives, Institutional Alternatives, and Financial Alternatives.

Service Alternatives

Once the needs have been identified, one can begin looking at alternative ways to meet the needs. This is done by looking at alternative service patterns.

There are several different ways to design a public transit system. For instance, a transit system could operate on a predetermined schedule over predetermined routes. Or, the system could operate more like a taxi service on a demand-responsive basis. The needs and goals of a community will dictate which service design is most appropriate. Whatever design is chosen, it must be open to the general public in order to qualify for Section 5311 funding. This section provides greater detail about three of the most common service designs.

- **Fixed Route Service:** Traditional fixed-route transit service fits the popular description of a bus system; it has transit vehicles operating on specified routes, with fixed stops and schedules. In rural areas, fixed-route service is typically provided between major communities and has connections to local services that operate within the communities. A route along U.S. 6 between Helper and Price is a good example of this type of rural fixed-route service.

  The advantages of fixed-route service are that it can be provided at a relatively low cost on a per passenger-trip basis, that schedule reliability is high since buses do not deviate from their routes, that service does not require advance reservations, and that service is easy to understand.

  There are two primary disadvantages to fixed-route transit service. First, it is seldom attractive for people in smaller communities and rural areas with access to private automobiles. However, this can change quickly if fuel prices increase dramatically. Second, fixed-route transit service is not ideal for people with mobility impairments. As a result, the Americans with Disabilities Act (ADA) requires that communities with fixed-route service also provide complementary paratransit service—also known as dial-a-ride or demand responsive service. This paratransit service must operate within a minimum of a three-quarter mile radius from each fixed route. Because of this requirement, a fixed route design requires a greater number of vehicles and vehicles hours to function, making it more expensive than the other two options discussed here.

- **Deviated Route Service:** With route deviation, transit vehicles follow a specific route but leave the route to serve demand-response origins and destinations. The vehicles are required to return to the designated route within one block of the deviation point to ensure that all intersections along the route are served. The passengers on the bus may have a longer travel time than passengers on a fixed-route service. In addition, the reliability of a deviated fixed route is lower. However, the ADA-mandated complementary paratransit service is not necessary because the bus can deviate from the route to pick up disabled passengers.

- **Demand-Responsive Service:** This type of service is also known as dial-a-ride. In this type of service, vehicles do not operate over a fixed route or on a fixed schedule. Instead, vehicles are dispatched to pick up passengers and transport them to their destination, as requested. Generally a 24-hour advance reservation is required. Newer technologies, such as GPS and communications devices, have helped increase the effectiveness of demand-response systems. As mentioned earlier, cost-per-trip is usually much higher in a demand-responsive system given the limited number of trips that can be made. However, demand-responsive service is very convenient for mobility disadvantaged individuals.

It is difficult to recommend a particular service alternative without an idea of the participating jurisdictions and their individual needs. However, there are a few things to keep in mind. A fixed route is often more expensive due to the requirement of paratransit service. A flexible route offers a good alternative to this since this design does not require paratransit service. However, flexible routes are notoriously difficult to schedule and could end up discouraging use of the transit system. The Cotton Express Community Transit System in Coolidge, AZ found that a combination of flexible routes and paratransit service was a good fit for its community. The “flexible” bus routes are actually more like fixed routes that rarely make route deviations. One or two paratransit vehicles operating at different times of the day were sufficient to satisfy the service requirements unmet by the flexible routes.

Institutional Alternatives

Once a community had designed a system that meets its needs, the next step is to determine the most appropriate administrative structure to operate the system. This step doesn’t always come directly after developing a service plan, however, and may require several iterations of looking at institutional alternatives and their effect on the delivery of the preferred service alternatives before a decision can be made.

Determining the institutional structure that oversees and administers the transit system is an important consideration that must be determined before vehicles are purchased or funding is awarded. The institutional approach also affects the way the transit system is funded. There are several general institutional options for administering a transit system:

- **Department within city or county government:** Municipal and county governments in Utah have the authority to provide public transportation services and to contract with other government entities to provide service. A municipal government could either operate its own transit agency, similar to Cedar Area Transportation System (CATS) in Cedar City, or could contract with a private provider, which is how Logan Transit District (LTD) operated until earlier this year. Contracts between the department agency and other cities or private entities could be made to provide service in other parts of the region and for specialized transit services. Local costs for the transit system come out of the city's general fund. One disadvantage of this arrangement is that this would make it difficult to coordinate services across the region. Also, elected officials have the final decision regarding the management, operation, and financing of transportation services and may provide little long-term stability in transit serving funding.

- **Intergovernmental agency such as the Southeastern Utah Association of Local Governments:** An agency formed by intergovernmental agreement among cities and counties. Participating governments sit on the governing board and have influence in policy and financial decisions. A dedicated funding source, such as a sales tax, is levied to pay for the system. This arrangement has the potential to provide stability and coordinated services if a dedicated local funding source is established. However, a dedicated tax is difficult to establish in a uniform and consistent manner with so many different jurisdictions involved.

- **Special service district:** Similar to special service districts created to oversee water, sewer, and fire protection resources, a district could be created to oversee transportation services in the region. The district would be administered by an independent board and paid for by a tax. The district would be focused on transportation issues and could assist in the coordination of services. However, the establishment of a special service district and a tax to pay for it would require voter approval.

- **A nonprofit corporation:** A nonprofit corporation would be established to operate transportation resources independent of any governmental unit. This option does not require a tax. Rather, individual counties and/or municipalities would contract with the transportation corporation for service based upon a mutually-agreed upon price. This option maximizes the privatization of transportation services and does not create a new layer of government. However, continual funding for those services would be challenging without a long-term commitment from a government funding source.

It is beyond the scope of this strategy to make a recommendation as to which of these options is best.

Financial Alternatives

The financial alternatives provides estimates of total system costs as well as estimates of net operating deficits requiring federal subsidy and estimates of local match.

Within this framework, costs are broken down into capital and operating costs. To illustrate how this is typically presented, we walk through a generalized calculation of these costs, below.

Capital expenses are relatively easy to determine. Vehicles most often used in rural transit systems consist of 20-25 foot cut-away vans that seat 10-16 people and cost $50,000-$100,000. A transit system should have at least one spare vehicle, possibly a used vehicle. A rural transit system frequently will share its administrative offices and maintenance shop with existing municipal or county facilities to save on costs. Dispatching equipment and software is a one-time purchase in the neighborhood of $20,000 - $60,000.

Table 3-10 illustrates a sample capital budget for a five-year period.

Table 3-10 Illustrated Hypothetical Capital Budget

	Year1	Year2	Year3	Year4	Year5
Capital Expenses					
Vehicles	$200,000				
Vehicle Replacement Cost		$50,000	$50,000	$50,000	$50,000
Office/Administration	16,000				
Software/Hardware/Dispatching/Phone	40,000				
Marketing	15,000	15,500	16,000	16,500	17,000
Total	$271,000	$65,500	$66,000	$66,500	$67,000

Source: WCEC Engineers, Inc.

Operating expenses are more difficult to estimate given the variable components that comprise a transit system. Rural transit systems are usually able to take advantage of costs savings that aren't available to larger transit agencies. For instance, the administrative costs are kept low by housing the agency within an existing municipal or county department. Costs for wages can be kept low by hiring part-time, non-unionized employees.

One simple way to estimate operating expenses is to calculate a fully loaded cost per revenue hour. Conceptually, this is done by dividing all of the annual operating, maintenance and administrative costs of a transit system by the annual number of hours each vehicle is in revenue service. Revenue service does not include such things as deadhead time or driver training. Based on the cost of other small transit systems, a reasonable range of costs is $30 - $60 per hour.

The annual operating costs can be calculated by estimating the total amount of hours a transit system will operate, and multiply that by the hourly cost. An example of a fictional loop route in Price is provided in Table 3-11.

Table 3-11 Illustrated Hypothetical Operating Schedule

	Stop A Hospital	Stop B Central Price	Stop C College	Stop D Walmart	Stop E South Price	Stop F Hospital	Idle
Miles	0	1.8	0.7	1.6	1.1	1.1	0
Travel Time	0:00	0:10	0:08	0:13	0:12	0:12	0:05
Trip 1	7:00 AM	7:10 AM	7:18 AM	7:31 AM	7:43 AM	7:55 AM	8:00 AM
Trip 2	8:00 AM	8:10 AM	8:18 AM	8:31 AM	8:43 AM	8:55 AM	9:00 AM
Trip 3	9:00 AM	9:10 AM	9:18 AM	9:31 AM	9:43 AM	9:55 AM	10:00 AM
Trip 4	10:00 AM	10:10 AM	10:18 AM	10:31 AM	10:43 AM	10:55 AM	11:00 AM
Trip 5	11:00 AM	11:10 AM	11:18 AM	11:31 AM	11:43 AM	11:55 AM	12:00 PM
Trip 6	12:00 PM	12:10 PM	12:18 PM	12:31 PM	12:43 PM	12:55 PM	1:00 PM
Trip 7	1:00 PM	1:10 PM	1:18 PM	1:31 PM	1:43 PM	1:55 PM	2:00 PM
Trip 8	2:00 PM	2:10 PM	2:18 PM	2:31 PM	2:43 PM	2:55 PM	3:00 PM
Trip 9	3:00 PM	3:10 PM	3:18 PM	3:31 PM	3:43 PM	3:55 PM	4:00 PM
Trip 10	4:00 PM	4:10 PM	4:18 PM	4:31 PM	4:43 PM	4:55 PM	5:00 PM
Trip 11	5:00 PM	5:10 PM	5:18 PM	5:31 PM	5:43 PM	5:55 PM	6:00 PM

Source: WCEC Engineers, Inc.

The fictional route shown above is in service for 11 hours per day. Table 3-12 demonstrates how this can be calculated on an annual basis, and multiplied by an hourly cost to provide an idea of how much this route would cost to operate.

Table 3-12 Illustrated Hypothetical Operating Budget Calculation

Route miles	6.3
Travel time	1:00
Daily Trips	11
Total Regular Daily Miles	69.3
Total Daily Hours	11:00
Annual Days of Operations	252
Total Annual Hours	2,772
Total Annual Miles	17,464
Cost/Hour	$45.00
Total Annual Cost	**$124,740**

Source: WCEC Engineers, Inc.

This example is overly simplified, but gives an idea of the process used to estimate costs for a small transit system. More sophisticated methods are used in traditional feasibility studies, but this method is suitable for evaluating general costs and operating structure for communities that are curious about the costs and benefits of public transit services.

Once costs have been determined, it is time to identify federal funding sources. The FTA Section 5311 program will pay 80 percent of capital and administrative expenses and 50 percent of net operating expenses (operating expenses minus farebox revenue)[7]. The remaining amount must be derived from local sources.

Examples of local sources typically explored in the financial alternatives portion of a feasibility study include:

- **Local Cities and Counties:** Cities and counties can pay for transit systems through general fund appropriations. Competition for these funds is usually high, and local governments usually do not have the capacity to provide major funding requests.

- **Sales Tax:** A sales tax is the financial base for many transit agencies in the United States. The State of Utah permits counties and local governments to levy up to a .30 percent local option sales tax to support mass transit. Most of Utah's urban areas currently impose the full .30 percent sales tax to support public transportation. It is likely that a general transit system in the region could be supported with a much small tax. For instance, based on 2007 data from the State of Utah Tax Commission, a sales tax of one-tenth of one percent on just the sales conducted in the city of Price would yield nearly $340,000, a figure that would likely meet any expenses associated with a transit system.

  While not always a popular option, there are benefits to funding a transit system by means of a local sales tax. The benefits of this system include its simplicity and sustainability. Rather than relying on multiple agencies' contributions and a variety of disparate funding programs to support the transit system, the government entity would have a single source of local match funding. Utah's legislation regarding the use of sales tax for public transit is very flexible, allowing the funds to be used for both capital and operational expenses.

  However, the disadvantages are significant. Taxes are not popular and it may be difficult to convince the public to support a new sales tax for public transportation. Utah's rules for levying a public transit tax require raising a public opinion question on a ballot at a general election. In addition, a sales tax increase could be seen as inequitable to residents not served by transit.

- **Transient Room Tax:** A transient room tax is similar to a sales tax, but is only placed on lodging and hotel bills. There are examples of resort communities, such as Park City, using a transient room tax to pay for public transportation.

- **Permanent Community Impact Fund:** The Community Impact Fund, locally referred to as the CIB fund, provides capital grants to support infrastructure improvements that offset the impacts of the local mineral extraction industry. CIB funds may be a source of funding for future capital expenses.

[7] Appendix A outlines information about Federal funding sources referred to in this plan.

- **Private Donors:** Private businesses and employers within the SEUALG region such Castleview Hospital, Walmart, and College of Eastern Utah may be interested in partnering to fund a public transit system.

Goals and objectives

The goal of this strategy is to provide a framework for local communities to pursue funding for general public transit systems in areas where such systems are desired.

Anticipated benefits

The framework described in this strategy should help local communities gain an awareness of the issues and costs associated with implementing a general public transit. The long-term benefits of implementing such a system include:

- **Improved mobility for the targeted population:** A reliable general public transit system will significantly improve the mobility for people with disabilities, people with low income, and senior citizens. Human service coordination strategies generally cannot match a transit system in terms of dependability, frequency, and locations accessed. Individuals in these groups will find that a transit service will significantly enhance their freedom and accessibility.
- **Provides transportation assistance to all individuals in the community:** Human service transportation strategies, like many of those discussed in this business plan, are aimed at a small segment of the overall population. The needs of individuals that cannot be classified as disabled, low income, or senior citizen are not considered even though these needs can be just as deserving at times as those in the targeted populations. User groups that are particularly served well by public transit include low-income workers, commuters, and youth.
- **Sense of community:** A general public transit system can enhance the overall sense of community. It offers a tangible investment that local residents can take pride in and use to promote their community.

Resource Requirements

The following resources will be useful in implementation of this strategy:

- **Feasibility Study:** In general UDOT requires a feasibility study to evaluate the establishment of new public transit systems in the state of Utah. The principal objectives of a transit feasibility study are: to identify the proposed service configuration; to estimate capital, administrative and operating costs; and to demonstrate local support for the transit system, including evidence of a commitment for local matching funds. If stakeholders in the region determine that there is support for a public transportation system, a feasibility study should be developed before applying for FTA funding through UDOT.

However, given that a great deal of analysis has already taken place for this plan, a full-blown feasibility study may not be needed to satisfy the planning requirements set forth by UDOT. We recommend that communities interested in developing general public transit systems meet with UDOT to identify the specific steps needed prior to applying for funds.

- **Results of Public Opinion Survey:** The results of the 2009 SEUALG Public Opinion Transit Survey will help indicate the level of support for public transportation in the region and in specific cities.
- **Professional Services:** If a feasibility study is required, professional consulting services may be needed.
- **SEUALG and Stakeholder Staff Time:** Depending on the level of involvement, the preparation of a feasibility study could require considerable staff time.

Action Items

This section outlines the steps that should be taken in order to conduct a feasibility study for a Section 5311 general public transit system. The timeline for this strategy depends in part on the public opinion survey results. If the survey results show that the public strongly supports a transit system, this strategy can be immediately implemented. A reasonable length of time to conduct a feasibility study is four to eight months.

Action Step 1: Review results of survey

A survey is being conducted as part of this business plan that explores the public support for a general transit system. The results of this survey will provide guidance on how to continue this strategy. The survey results are included in Appendix B.

Action Step 2: Interested stakeholders meeting

The next step in implementing this task is a meeting involving the various key players. This meeting is necessary to discuss transit needs in the broader region, gauge the level of interest in the project, the availability of funding, and to discuss other transportation solutions in the works. Even though the feasibility study will elaborate on the specific aspects of the project, the results of this meeting, or series of meetings, should provide enough information to give basic answers to the following issues:

- A list of the governmental entities and cities interested and involved in the project
- The desired route location and schedule
- Proposed timeline for project implementation
- General need and ridership description
- How the route will be administered (e.g., through a transit agency, contract, etc)

Action Step 3: Local funding commitments

If it is determined that the project generates sufficient interest among the various key players, funding commitments from local entities must be obtained in writing.

Action Step 4: Conduct feasibility study

Use the tools provided in this strategy to determine the most appropriate recommendation regarding general public transit service including the institutional and financial arrangements. If necessary, procure professional assistance to help.

Relationship to Other Strategies

The mobility manager will likely plan an important role in conducting the feasibility study. Not only could this person perform part of the work, but he/she will also oversee the work done by professional consultants.

The long-term effects of this strategy, namely a functioning 5311 transit system, also has a relationship with a voucher program, A voucher program could assist by building public support for more public transit and by identifying funding partners early in the process.

Strategy 7 - Estabilsh a Travel Voucher Pilot Project in Carbon and Emery Counties

Enthusiasm for a travel voucher program developed in the Price stakeholder meetings. Stakeholders were supportive of this strategy for the following reasons:

- The stakeholders were interested in implementing a strategy that required a minimal investment in time and resources and that could be implemented in the short-term.
- The majority of stakeholders didn't believe that the communities would be supportive of larger transit initiatives such as a general public transit system.
- The stakeholders were familiar with travel vouchers and how they work.

A basic description of a travel voucher program is provided in Strategy 5. This strategy will build on the recommendations provided in that strategy and work with stakeholders in Carbon and Emery Counties to further identify participating agencies and necessary steps to create a sustainable travel voucher program.

Variations/Alternatives

As described in Strategy 5, a travel voucher program can exist as either a supplemental program or as a stand-alone program. That strategy recommended that a stand-alone program be implemented with the mobility manager offering administrative support. This strategy will build on that approach.

Goals and objectives

The objectives of this strategy are to:

- Identify agencies in Carbon and Emery Counties that are willing and interested to coordinate resources and create a local travel voucher program
- Provide more detailed guidance on how to implement the local travel voucher program
- Create a foundation of a travel voucher program that can be expanded in the future

Anticipated benefits

Benefits of this strategy include:

- Increased transportation options and mobility for transportation disadvantaged residents
- Opportunity to expand transportation resources in the community through leveraging existing funds with federal money
- Continued cooperation and coordination among key stakeholders in the area

Potential challenges/obstacles

- Creating a program that is administratively simple for both the participating agencies and the riders
- Identifying a sustaining funding stream
- Agency specific restrictions and obstacles
- Reluctant partners

Resource Requirements

- Sponsoring agency to provide administrative and bookkeeping responsibilities
- Basic office equipment
- Accounting software
- Travel voucher coupons and reports (sample documents are provided in Appendix C)
- Participating agency administrative and bookkeeping responsibilities
- Volunteer drivers

Costs and Funding

The cost to operate a travel voucher program is dependent on the amount of funding provided. There are already examples of agencies in Carbon and Emery Counties that operate a simplified voucher program. These agencies reimburse volunteer drivers or private companies for providing transportation services for their clients. This begs the question of what good a formal voucher program would create. There are two advantages to creating a formal, centralized voucher program:

- A formal program would provide a way for agencies that are not currently using rider subsidies to provide this service. The Division of Workforce Service is one example of an agency that has the need for voucher services, but is currently not doing so. Creating a program will provide a formal structure that allows these agencies to provide some form of rider subsidies.
- Agencies are missing out on the opportunity to leverage their resources. The importance of this principle cannot be overstated. Whenever possible, funding at the local level should be used as local match for FTA grants. If successful, these grants double the amount of funding that's available in the community.

The following agencies have been identified as likely participating organizations in a voucher program:

- **Division of Workforce Services:** Susan Etzel, director of the Price Office, indicated a strong willingness to participate in a local voucher program. No specific funding commitment was made, but she believes it would provide a valuable service for the agency.

- **Castleview Hospital:** Dannette Moynier, of the Castleview Hospital, indicated that the hospital would be a willing partner and would likely be able to contribute funding for a travel voucher program. She indicated a need for a taxi company or rider-driver match service in the case that riders cannot find a volunteer driver.

- **Vocational Rehabilitation:** Vocational Rehabilitation does have money for transportation, but it is tied to a customized rehabilitation plan. An individual might receive assistance for transportation, but it comes as a voucher for fuel at a pre-authorized local gas station as part of their individual plan. This arrangement makes it difficult to contribute non-programmed funding to an agency.

- **Caravan:** Patsy Hough expressed that her agency could be involved in a voucher program in one of two ways:

  - <u>Transportation provider:</u> Caravan's vehicles already transport a number of residents in the area for medical appointments. Conceivably her vehicles could also transport other clients that can provide payment in the form of vouchers. However, many of her resources are already being utilized at full capacity and a large increase in rides would result in additional vehicles and drivers.
  - <u>Funding contributor:</u> Caravan already operates an informal voucher program. Instead of using her van to take her clients to the Wasatch Front for medical care, Ms. Hough reimburses volunteers to take those clients, often several times a week. The advantage to becoming a contributing agency in a formal voucher program is that local money can be leveraged against federal transportation grants to increase the amount of money available for reimbursements.

- **United Way:** Kate Alleman expressed interest in a travel voucher program since it would increase the level transportation services in the area. She declined to comment on any funding amount until the United Way Executive Board was able to review a detailed proposal.

- **Four Corners Behavioral Health:** The transportation needs and patterns of this agency are not particularly well suited to a travel voucher program. However, on occasion, the agency does use Bighorn Express to transport clients to distant locations (Provo, Salt Lake, etc). If Bighorn Express is willing to accept vouchers as payment for its services, Four Corners has the opportunity to contribute money to a formal voucher program in exchange for a level of services that exceeds its initial contribution.

- **Active Re-Entry:** Nancy Bentley characterized a voucher program as a high priority for her agency. While no funding commitments can be made right now with impending budget cuts and little formalized program guidance, she would like to remain involved with further discussions.

- **Southeastern Utah Area Agency on Aging:** Maughan Guymon, director of the AAA, hesitated to express support for the program until he was able to review documents and participate in detailed discussions regarding the travel voucher program.

Other organizations that might potentially play a role in a travel voucher program include:

- **USDA, Rural Development:** A strong case can be made that the travel voucher program will create new jobs and contribute to economic development in the community. The Rural Business Enterprise Grant program, administered by the USDA, provides grants for rural projects that finance and facilitate development of small business in rural and economically depressed areas.

- **Local cities and counties:** Local cities and counties can also contribute to a travel voucher program. Local government funding would likely come indirectly to the voucher program. For instance, a city would donate to its senior center to improve transportation. The senior center could then contribute money to the travel voucher program.

  It is possible that a local government could contribute directly to the voucher program. However, any funding would have to benefit the entire program and a not narrow subset of community residents. For instance, the city would be much more likely to provide funding for the administration of the program rather than reimbursing individual travel reimbursements.

  The likelihood of obtaining funding from the city would be improved if there were direct links to the economic development of the city. For instance, if arrangements were made with local stores to accept vouchers from volunteer drivers in exchange for goods. The store would then redeem the vouchers for cash from the sponsoring agency. Also, substantial benefits to private taxi services would increase a voucher program's economic appeal.

  City councils and county commissions typically begin budget discussions near the beginning of the year in anticipation of the new fiscal year beginning in July. A funding request is much more likely to be successful if the elected leaders have several months to learn about the program and the request.

- **Private foundations:** There are numerous private philanthropic foundations that could be possible sources of funding.

Tables 3-13 and 3-14, shown below, demonstrate a fictional scenario with these identified agencies. Please note that the funding amounts shown are entirely made up and are only used to give a sense of how a travel voucher program could be funded in Carbon and Emery Counties.

Table 3-13 Voucher Program Revenue (Agency and Federal Contributions)

	Contributions by Source
Agency Contributions (50%)	
Care-A-Van	$5,000
Division of Workforce Services	4,000
Active Re-Entry	3,500
Vocational Rehabilitation	3,000
Castleview Hospital	2,000
Southeastern Utah AAA	1,000
Division of Child and Family Services	1,000
Four Corners Behavioral Health	500
Private Foundation/Economic Development Grant	10,000
Federal Contribution (50%)	30,000
Total Revenue	**$60,000**

Source: WCEC Engineers, Inc. 2009

Table 3-14 Estimate of Administrative Cost and Voucher Reimbursements by Agency

	Total Face-value of Vouchers	Estimated Number of Trips Purchased
Voucher Reimbursements (65%)		
Care-A-Van	$9,750	1,000
Division of Workforce Services	7,800	800
Active Re-Entry	6,825	700
Vocational Rehabilitation	5,850	600
Castleview Hospital	3,900	400
Southeastern Utah AAA	1,950	200
Division of Child and Family Services	1,950	200
Four Corners Behavioral Health	975	100
Administration (35%)	21,000	0
Total Expenses	**$60,000**	**4,000**

Source: WCEC Engineers, Inc. 2009

Tables 3-13 and 3-14 demonstrates the increased level of transportation services by pooling resources to create a formal travel voucher program. FTA grants effectively double the amount of resources available. Even after accounting for administrative costs, each agency gains a net benefit when comparing their initial contribution compared to the total face-value of the vouchers they receive.

Ridership/Utilization

Based on the scenario described above, approximately 4,000 trips are possible.

Policy Implications

The following policy implications are applicable to this strategy:

- Agency Contributions Ineligible for Administration Costs
- 5311 General Public Transportation
- Fraud
- Private and Public Transportation Providers

These same policy implications are described in detail under Strategy 5.

Action Items

These implementation steps are similar to those outlined in Strategy 5. Where possible, specific guidance has been provided to assist in implementing this strategy in the pilot project area.

Action Step 1: Identify Sponsoring Agency

As already discussed, the administrative requirements of operating a voucher program can be quite high. Given the high demand for these responsibilities, it is not expected that one single agency will need to perform everything. However, the sponsoring agency should be identified as responsible for the overall project and work with "sub-contracting" agencies accordingly.

It is recommended that the Southeastern ALG act as the sponsoring agency of the voucher program. The regional mobility manager, housed in the regional office, will act as the chief administrator of the program.

Action Step 2: Identify and Meet with Potential Participating Agencies

Use the list of agencies provided in this strategy to identify potential participating agencies. Hold meetings with these agencies to design and tailor the travel voucher program to the Carbon and Emery County area.

Agencies that express interest in the voucher program should be consulted to determine:

- Their specific transportation needs and goals
- The amount of funding they can contribute
- The level of administrative support they can provide for the voucher program

Action Step 3: Develop Policies

The contributing partners to the voucher program should work with the mobility manager to develop program policies and procedures. These are needed to further define how the program will function, as well as to avoid misunderstanding and ensure fair treatment of funding agencies. Examples of needed policies include:

- **Eligibility guidelines:** Determine which residents are eligible to use the voucher program. Eligibility requirements could include age, level of disability, and income.

- **Trip purpose and length:** Will the voucher program be used to pay for expensive long-distance trips, or shorter regional trips? What about out-of-state trips? Also, should all types of trips be reimbursed, or only those for medical and employment purposes?

- **Allocation of miles among participating providers:** How should trips be allocated among funding agencies?

- **Type of transportation providers:** Should the voucher program only use volunteers, or should taxi and shuttle companies also be used? If just volunteers, should the rider be responsible for finding their own driver, or should the agency take a more proactive role?

Action Step 4: Apply for Funding

Once the participating agencies are identified, and the program policies and procedures are established, the application and grant writing process is ready to begin. FTA Section 5316 and 5317 programs include voucher programs, including their administrative costs, as an eligible operating cost. The UDOT PTT (administrator of FTA specialized transit funds) conducts an annual competitive selection process to determine projects to fund.

It is anticipated that identifying participating agencies and funding sources will require two to four months. Funding for FTA programs becomes available in October each year and is awarded during the following spring and summer. Assuming that local contributions can be identified in January 2010, it may be possible to apply for FTA section 5316 and 5317 funds through UDOT during the next funding cycle. If it takes longer to obtain local funds, it may not be possible to start a travel voucher program until 2011.

The PTT has a manual providing guidance for its application process that can be found at:

http://www.udot.utah.gov/main/f?p=100:pg:4447088790503637:::1:T,V:2247

Action Step 5: Publicize Program

Increasing awareness of the travel voucher program is an important step. This will assist in identifying new participating agencies and funding, increase its awareness among potential riders, and provide a good example of the solutions to public transportation problems. Some ways to increase awareness is:

- Distribute flyers among human service agencies
- Make presentations at organizations that might be interested in voucher programs
- Use local media outlets such as newspaper and radio station

Action Step 6: Print Checks

Use a local printer to print voucher checks and check registers. These documents can be printed on standard checkbook paper. This task might require a lead time of one to three months and is a cost that must be factored into the administration budget.

Action Step 7: Work with Riders

Participating agencies should identify riders for the voucher program. Riders will need to be trained and familiar with the many aspects of the voucher program. Provide the following assistance:

- Provide a sample check and demonstrate how it will be used
- An individualized program should be developed with each rider in order to estimate the amount of trips/miles that rider will use.
- Provide details of how to find rides, including the use of volunteers and private companies

A brochure that describes the program and its operating procedures will assist in reducing administrative time spent on this task.

Action Step 8: Work with Private Transportation Providers

The voucher program administrator should work with private and public in the following ways:

- Provide an overview of the program
- Negotiate billing rates
- Show examples of the coupons/checks and explain how riders will use them
- Explain how reimbursement will be made

Action Step 9: Start Service

When all of the previous steps have occurred, it is time to start service. It is likely that riders will not immediately take advantage of the service. Sometimes it is difficult to change transportation habits, both among riders and agencies.

Action Step 10: Evaluation

Following the first year of operation, evaluate the success of the program. Make sure to keep accurate records regarding the costs and trips provided. Use measures such as the cost per mile and cost per trip to measure cost effectiveness. Discuss the program benefits with participating agencies and riders and make adjustments accordingly.

Relationship to Other Strategies

This strategy has an obvious connection with the regional travel voucher program described in Strategy 5. It is recommended that the voucher program begin on a small scale in Carbon and Emery Counties before expanding to the whole region. Similar to Strategy 5, this strategy is also dependent on a mobility manager to provide administrative support.

Additionally, this strategy has a connection with a possible public transportation system as described in Strategy 6. A functional travel voucher program will help identify partners and stakeholders in the area. Increased services through a voucher program will provide momentum and collaboration helpful in implementing a transit system. Under a different scenario, a travel voucher program can be expanded and opened to the general public using 5311 funding. In this manner, a travel voucher program could become the public transit system.

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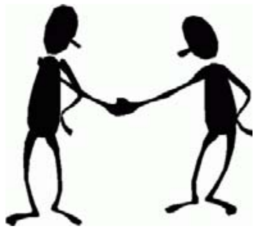

Strategy 8 - Sharing Resources through Inter-Agency Agreements in Grand County

The basic concept of sharing resources is to lower costs to participating agencies by splitting the costs of common expenses. Resources such as vehicles, software, drivers, trainers, mechanics, volunteers, and grant writers are examples of things that can be shared between two or more independent agencies.

Resource sharing activities are good candidates for early coordination activities because they help build trust among the participating agencies. As the concept of sharing catches on, the goodwill that is generated enables agencies to coordinate their services more closely, ultimately resulting in highly efficient coordinated operating schemes.

Among the principal barriers to sharing resources are addressing eligibility restrictions and mitigating liability risks. While these issues have often been thought to be insurmountable in the past, experience has shown that many such barriers are not fully based in fact; and in reality, are only perceived to be barriers. Indeed, experience shows that even legitimate barriers can be overcome by addressing the facts and working with partner agencies to overcome even the most challenging obstacles.

To set the stage for coordination in the Grand County area, this strategy identifies prudent and practical ways to overcome legitimate regulatory and liability barriers associated with sharing resources. The objective of these measures is to minimize risk while maximizing service and customer satisfaction. The primary tools for overcoming regulatory and liability barriers are:

- Discussions with program and risk management staff at participating agencies.
- Development of cooperative and joint-use agreements with participating agencies.

Each of these tools is described in detail in the policy implications of this strategy.

Origin of Strategy

During early planning phases of the project a number of opportunities emerged that fit under a general category of resource sharing. These ideas involved resources belonging to individual agencies that were identified through interviews, meetings, and correspondence as having the potential to be shared.

Later, as the project progressed, it became apparent that there were more opportunities in the Grand County area to share resources than in any of the other sub-regions. The agencies in the Grand County area expressed more interest in resource sharing opportunities than other agencies in the study area, and identified fewer restrictions on resource sharing.

Specifically, this resource pooling pilot project outlines the steps necessary to enable Active re-Entry and the Grand Center in Moab to pool resources in order to continue building on a history of cooperating to meet their respective customers' transportation needs.

The Problem

Active Re-entry has a need for shopping trips once a week. Although active Re-entry has a vehicle, it has been reliant on the RSVP program to provide drivers. As a result, it has been difficult for Active Re-entry to establish regular service for routine needs such as grocery trips and local doctor's appointments.[8]

On the other hand, the Grand Center – Moab's senior center – has vehicles and a part-time driver. In discussions with the senior center Director, a problem the Grand Center's transportation program faces is underutilization of vehicles and an unmet need for long distance trips.

Example

There are several examples of agencies entering into agreements with other agencies to share resources. Two of those examples are provided here for illustrative purposes.

DARTS

DARTS is a community transportation provider in Dakota County, Minnesota. DARTS shares a 5310 vehicle with the City of Farmington Senior Center and St. Michael's Church. DARTS applied for the 5310 vehicle, paid the local match, and pays insurance and maintenance costs. DARTS operates the vehicle Monday through Thursday. The city of Farmington Senior Center operates the vehicle on Fridays for special after hours and weekend events, providing the driver, and paying for fuel and a maintenance and insurance fee. St. Michael's church operates the vehicle on weekends using volunteer drivers; they pay for the fuel. All drivers operating the vehicle must complete DARTS drivers' training program and be certified by DARTS.

More information about DARTS is available at:

http://www.darts1.org/index.htm

[8] Peterson, C. Ross. Personal communication with staff of Active Re-Entry. October 2009.

Allendale County Scooter

Lack of transportation was a major contributor to unemployment and medical access problems in the Allendale County area of South Carolina. Recognizing the potential to improve transportation through coordination, the Lower Savannah Council of Governments organized the Allendale County Scooter in 2004.

The program involves sharing of vehicles among multiple human service agencies that sell their empty seats to people who need rides. Trips are coordinated by a mobility manager who is responsible for trip matching and passenger accounting.

When the program was first being discussed, insurance issues were perceived to be a major obstacle to sharing vehicles. By discussing the liability issues and establishing agreements, the agencies were able to overcome these issues and effectively share their vehicles. After meeting for over a year, the agencies agreed on a common rate structure for trip reimbursements, as well as a common fare of $1.50 for every ten miles traveled.

More information is available at:

http://sc-lowcountry.civicplus.com/DocumentView.aspx?DID=49

Discussion of Alternatives

Assuming the need for long-distance trips is met by Strategy 5 – Consolidation of Long-Distance Trips, there are theoretically two additional efforts that could meet the other needs of both the Grand Center and Active Re-entry.

First, Active Re-entry could share a driver with the Grand Center one day a week. The Grand Center's driver would drive an Active Re-entry owned vehicle one day a week for Active Re-entry customers, while maintaining the 4-days per week schedule for the Grand Center using the Grand Center Vehicle. During these periods, the driver would only serve the customer's of each respective agency.

The advantage of this arrangement is that it allows each agency to maintain control over their respective vehicle fleets, while increasing the utilization of the driver. Active Re-entry benefits because it doesn't need to assume the long-term costs of adding a driver to its staff. The benefits to the Grand Center are less obvious, however, which hints as some of the disadvantages of this strategy.

The disadvantage of this strategy is that the two agencies would go to the effort of establishing a cooperative agreement; yet, the benefits of the arrangement are somewhat one-sided favoring Active Re-entry. Unless the revenue generated from providing the service were substantial, it is unlikely that this option would be viewed positively by representatives of the Grand Center.

A second option would be to allow for co-mingled passengers on the two agency's vehicles. Rather than sharing drivers, the agencies would be sharing vehicles. Active Re-entry could lease its vehicle to the Grand Center while the Grand Center would provide trips during set periods of the day to customers of both agencies.

Although this strategy has obvious challenges (discussed below), it has more recognizable benefits attributable to both agencies than simply sharing a driver. The shared vehicle arrangement allows the Grand Center to generate revenue from underutilized vehicles, while providing Active Re-entry customers access to services throughout the week. The challenges, while present, are not insurmountable and can be overcome in a responsible way through discussions and the development of cooperative and joint-use agreements.

Based on our understanding of the available resources, our understanding of how each of the two agencies are restricted in terms of funding regulations and liability restrictions, and our understanding of the two agencies' needs, our recommendation is to set up a vehicle sharing program. The program that we recommend has specific provisions to address liability risks and regulatory obligations.

Initially, our recommendation is to operate the program with exclusive service to Grand Center customers and pre-authorized Active Re-entry customers. Grand Center customers will be funded in the same way that they are now, while Active Re-entry customers will be funded with direct contributions from Active Re-entry to the Grand Center in the form of fee for service payments to cover the cost of the trip. The trip cost will be derived from a cost allocation model developed to ensure that program funds are being used to cover only the portion of the cost for the individual receiving program support.

Once a region-wide travel voucher program is in place (see Strategy 5), our recommendation is to expand the shared vehicle service to allow recipients of voucher's to also access the shared vehicle program. This will be facilitated through the creation of additional inter-agency agreements between the Grand Center and new trip sponsors to cover travel voucher recipients.

Goals and Objectives

The goals of this strategy are to:

- Reduce total costs to participating agencies
- Increase number of trips provided
- Increase service quality by improving service duration, schedule and, number of destinations served.

Anticipated Benefits

The benefits of this strategy include:

- Increased accessibility as a result of additional days of service and additional customer types served.
- Increased mobility for customers of participating agencies.
- Increased cost effectiveness resulting from cooperatively delivered transportation services.

Resource requirements

Resources required to launch a vehicle sharing program include:

- **Staff time:** Staff time will be needed from participating agencies to prepare agreements, to develop and maintain a cost allocation model and accompanying accounting procedures.
- **Agreements:** cooperative agreements will be needed to outline how liability issues will shared among the participating agencies.
- **Cost allocation model:** A cost allocation model will need to be developed and updated on an annual basis. The cost allocation model will outline the costs each agency will pay based on the amount of service provided. Accompanying accounting procedures will also be required.
- **Participating Agencies:** The agencies involved in coordinating services will need to be identified and brought to the table. These include:
  - **Lead Agency:** the lead agency is the agency that provides the transportation service.
  - **Sponsor Agencies:** sponsor agencies are the agencies that purchase trips from the lead agency on behalf of the sponsor agency's customers.

Costs & Funding

Aside from the resources needed to initiate a vehicle sharing program (see resource requirements, above), this strategy does not result in new costs and requires no new funding sources. In fact, if executed successfully, this strategy will result in an increase in revenue for the primary provider while lowering per unit costs of transportation from sponsoring agencies. This is achieved through the consolidation of services which enable the participating agencies to reduce duplication of effort and provide service more efficiently. Instead of each of the participating agencies administering separate transportation programs, a single transportation program is administered by one agency (the Lead Agency) and sponsoring agencies contract for service.

As identified above, there are two tools that are needed to make this work: 1) cooperative agreements between the primary provider and the sponsoring agencies, and 2) a cost allocation model that defines how costs are to be allocated among participating agencies.

Guidance on what to include in a cooperative agreement is provided in Appendix E. An example cost allocation model is presented in Appendix F.

Ridership/Utilization

Currently, ridership on the Grand Center bus appears to be approximately one third of capacity (vehicle capacity). Assuming no new vehicle purchases are made during the first year, and that service is extended to Friday, with an additional trip made each weekday to accommodate the level of service needed by Active-Re-entry, vehicle utilization will increase to an average of half to three quarters of vehicle capacity. Extrapolating these figures out for an entire year gives the following ridership figures:

- **Before consolidation:** 4 passengers * 4 service days/week *2 trips/day * 50 service weeks/year = 1,600 one-way passenger trips/year
- **After consolidation:** 7 passengers * 5 service days/week * 4 trips/day * 50 service weeks/year = 7,000 one-way passenger trips/year

Policy Implications

Three specific issues need to be considered prior to entering into operations of a shared vehicle program: eligibility, cost allocation, and liability risk. These issues can be resolved through the development of a cooperative agreement and an accompanying joint use agreement.

These agreements should address the following topics. Additional guidance is provided in Appendix E.

Lead Agency: The agency that owns the vehicle should be designated as the lead agency in the contract.

Eligibility: In addition to satisfying individual agency eligibility requirements, the lead agency's insurance provider may require pre-certification of riders from sponsor agencies. The contract should spell out the pre-certification process.

Cost allocation: Since most federal dollars are designated for a specific purpose, it will be necessary to define how costs are allocated for riders who are sponsored by different programs. An example cost allocation model is provided in Appendix F.

Liability Risk: Agencies engaging in joint vehicle use can overcome concerns regarding increased liability risk by enacting strict controls over use of the vehicle through a joint use agreement. The following topics have been identified by various authoritative sources as the primary elements that should be addressed in joint use agreement to minimize liability risk[9].

- **Safety Standards**

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[9] Insurance and Liability Issues: Coordination Mountains or Hurdles? Transportation Coordination Brief No, 14. Ohio Statewide Transportation Coordination Task Force. April 1999.

- **Hold Harmless and Indemnification Clauses**

- **Liability Limits of Insurance**

- **Commercial Automobile Insurance:** Specific areas of coverage should include:

  - Liability
  - Uninsured/under-insured motorists
  - Additional insureds to include all participating agencies
  - Physical damage coverage of the vehicles
  - Comprehensive and collision
  - Deductibles - It is important to specify which agency, the owner or the operator, will be responsible for paying the out-of-pocket deductible.
  - Medical Payments Coverage - Under this coverage, the medical treatment costs of a person injured in an accident can be paid automatically by the insurance carrier without the injured person having to file a suit. Coverage amounts are usually $1,000-$5,000.

- **Workers' Compensation Insurance:** You will want to ensure that coverage is in place for all employees of the participating agencies.

- **General Liability Insurance:** General liability coverage should include liability assumed by written contract or agreement.

- **Hiring and Training Drivers:** Objective driver selection criteria is critical to a good risk management program and should be established and agreed to among all of the agencies participating in the coordination project.

  Once the criteria has been established and accepted, the participating agencies must then agree that all of the drivers meet the standard at inception, and that a regular and ongoing program to maintain driver eligibility is put into place.

  The lead agency may wish to oversee establishment and monitoring of the driver selection criteria, or delegate the responsibility to one of the participating agencies. Whichever you choose, it is better to have a single entity responsible for the maintenance of this effort.

  Agencies may also wish to adopt the violations provisions of the Ohio Commercial Drivers License (CDL) for all vehicles operated in their project, regardless of vehicle size. These provisions require drivers to report to their employer within 24 hours any moving violation. A CDL driver is required for any vehicle designed to transport 16 or more passengers, including the driver; however, as previously stated, you may want to adopt these provisions for all vehicles. Systems must also remember that the requirement for vehicle operators to have a valid CDL is based upon the vehicle manufacturer's seating and weight classifications, not the functional seating capacity of the vehicle.

Action Step 1 – Designate project leaders

Each participating agency should designate a project leader. The project leaders will be responsible for moving the project forward, scheduling meetings, contributing to the development of written agreements and building the cost allocation model. The participating agencies should support the project leaders by allowing them to dedicate a portion of their time to the project.

Action Step 2 – Meet with regulators and insurance providers

Once project leaders from the participating agencies have been identified, they should each meet with the insurance underwriters from their own agencies to determine the insurance issues associated with co-mingling passengers on the lead agency's vehicles. Project leaders should document the outcome of these meetings and discuss any critical issues with one another.

Similarly, each project leader should meet with representatives of the agencies that oversee the activities of the participating agencies. In the case of the Grand Center, a meeting should be held with the Southeast Area Agency on Aging. In addition to discussing the general parameters of the project with the AAA director, the project leader should also use this meeting to learn the specific accounting requirements that will need to be met to demonstrate that the shared use of a senior center vehicle will not violate the Older American Act (OAA)[10]. Specifically, the project leader should gain an understanding of what needs to be in place to demonstrate that OAA funds are not used to subsidize the cost of riders who are not covered under the OAA. The outcome of this meeting should be an understanding that non-OAA clients can ride on an OAA funded bus as long as costs are allocated appropriately to the right funding source.

The project leader representing Active Re-entry should also meet with representatives of the agencies responsible for overseeing the funds used by Active Re-entry for transportation. Again, the objective of this discussion will be to identify any restrictions on funding that need to be accounted for in the agreement established between the participating agencies.

Action Step 3 – Prepare draft agreement and cost allocation model.

After meeting with insurance underwriters and regulators the project leaders should outline an agreement including general terms and expected outcomes. Attorneys from each agency should be involved to address specific contract language. Most of the detail for this agreement can be derived from information presented in this plan (see Policy Implications, above)).

[10] The Older Americans Act restricts program funds to persons age 60 and over. These funds cannot be used for other populations that aren't specifically covered by the Older Americans Act.

Also at this time, the project leaders should prepare a cost allocation model. This task will principally fall under the responsibility of the lead agency. An example cost allocation model is provided in Appendix F. The lead agency should populate the model with actual cost and service data from the most recent fiscal year. Following steps 1 and 2 outlined in Appendix F should produce a set of service multiplier rates that can be used to determine the cost of service to be purchased by sponsor agencies. At this point, the lead agency should work with the sponsoring agency to identify the amount of service needed (this will be an estimate). The amount of service needed should then by multiplied by the service multiplier rates to determine an estimate of the cost the sponsoring agency will be charged. The agreed upon rates should be included in the cooperative agreement, and adjusted each year as year-end cost information is reported. Reimbursement procedures should also be outlined in the cooperative agreement.

If additional guidance is needed, numerous resources on cost allocation are available.

- United We Ride prepared a pamphlet on cost allocation. It can be downloaded at the following URL:

  http://www.unitedweride.gov/Cost_Allocation.pdf

- Also, cost allocation training is generally offered every other year as part of the National Conference on Rural and Intercity Bus Transportation. Materials from the most recent training session can be downloaded here:

  http://www.kutc.ku.edu/powerpoints/EVT1-Garrity.ppt

Action Step 4 – Seek formal approval

After developing a draft agreement with detailed information about how costs and liabilities will be handled the project leaders should present the concept to the governing boards of their respective agencies. The objective of the discussion will be to achieve formal approval of the cooperative agreement enabling the participating agencies to move forward with the project. This should be memorialized through the signing of the agreement.

Action Step 5 – Start sharing service

After receiving approval from the governing boards of each participating agency, the project will be ready to kick off. Since the service will build on an existing program, the launch of shared service should be relatively uneventful. Existing trips should be maintained, but additional service should be offered as requested by the sponsoring agency.

This may also be a time to consider publicizing the partnership. A press release could be prepared to notify the media of the project. Again, information from this plan could be used to outline the goals of the project, the expected outcomes, and the nature of the partnership.

Action Step 5 – Evaluate service

After operating the service for several weeks, the project leaders should meet to discuss initial experiences. A brief survey should be prepared and distributed among riders. This could be done as an on-board survey conducted on the vehicle during a regularly scheduled trip. It could also be mailed to riders who frequently use the service. The survey should seek input on the customer's experience.

Similarly, after a standard operating period has lapsed (such as a quarter or fiscal year) the project leaders should review cost and service information to determine whether cost savings were actually achieved. This should be done by comparing actual operating costs before and after consolidation of service. The 'before' period data should reflect the cost of service when both agencies were operating independent transportation programs. The 'after' data should reflect implementation of the shared service. A comparison of the two periods should provide important insight into the actual benefit (or costs) of coordinating.

Using information collected from customers and from operations will allow the project leaders to identify areas that need improvement. If the data show that the goals of lowering overall costs while improving the quantity and quality of service were achieved, the project leaders should be sure to publicize the results.

Relationship to Other Strategies

This strategy is purposefully called a pilot project because it can be implemented right away without significant outside assistance. Although it would be beneficial to have the structure of an RCC and LCC in place; and the support of a mobility manager would certainly aid in the implementation of this service, there is no reason why this strategy cannot be implemented immediately. As a pilot project, the lessons learned from this effort will help guide and focus other strategies that are pursued at a later date.

Strategy 9 - Employer-Sponsored Vanpool Pilot Project in San Juan County

A vanpool consists of a group of commuters who live near one another and work near one another; or more frequently: work at the same place. Vanpools are most effective when workers have relatively long travel distances, similar work schedules, and limited need for a vehicle once at the worksite.

As applied to the San Juan County area, the proposal is to run two vanpool routes between Blanding and Monticello. The primary work sites proposed to be served are the San Juan County offices in Monticello and the San Juan County School District offices in Blanding. Vanpools would be arranged to serve these destinations during peak commute times in the morning and afternoon. In the future, other employment locations can be added as needed.

As discussed in more detail below, a Vanpool can be organized in a variety of ways. Vanpools can be provided directly by an employer, can be administered through a contract with a third party, or can be owned and operated by individual drivers. These options are explored in more detail below.

Origin of Strategy

The three principal issues that influenced the selection of vanpools for San Juan County were as follows:

- There is minimal support in the San Juan County area for strategies that include sharing of vehicles across agencies.
- There is significant interest from stakeholders in seeing strategies that result in economic development through creating access to jobs and/or creating opportunities for local businesses.
- Travel distances are long and result in particularly high transportation costs between communities in San Juan County.

A vanpool program addresses these issues by creating opportunities for individuals to access job sites in Blanding and Monticello (and potentially other areas in the future). Further, vanpools can be provided by a local business, thus creating opportunities for new local economic endeavors. And last, but not least, vanpools are relatively inexpensive and result in a net cost savings for riders even when riders are paying the bulk of the operating cost of the service. For these reasons, a vanpool program was selected for detailed discussion as a Resource Pooling Pilot Project for the San Juan County sub-region.

Examples

Santee Lynches Regional Council of Governments, Sumter, South Carolina[11]

In less than a year of planning, the COG organized a vanpool program for its rural communities with a startup cost of $2,500. The program was started in spring 2008 with seven major employers joining on. The cost of the program is paid for by employers and riders.

The program uses an online reservation system for identifying and assigning riders to vanpools. The provision of vehicles for the program is administered through a contract with a private third-party contractor that supplies vehicles on a fee for service basis. The program takes advantage of a federal commuter tax benefit that allows riders to count employer contributions to the program as a tax-free benefit. The program has provisions for a guaranteed ride home in case riders have an emergency or need to work unexpected overtime.

One company that participates in the program uses the service for 18 of its facilities, benefiting over 350 employees. In under a year the company's employees have saved nearly a million vehicle miles traveled.

UTA Rideshare[12]

The Utah Transit Authority is responsible for administering vanpooling services throughout the state of Utah. The program's design allows interested commuters to organize vanpools on their own or with the support of their employers. Participants are responsible for identifying at least seven riders with one bookkeeper and at least two drivers with clean driving records among the seven. UTA provides a vehicle, maintenance, insurance, a backup vehicle and road-side support, fuel and up to 50 personal miles per month.

Riders are encouraged to develop rules of the road for their own vanpools. Under UTA's model, riders drive the vehicles and the vehicles remain parked during the day at the common destination served by the vanpool. In the evenings the vehicle is parked at the drivers' residence.

Discussion of Alternatives

There are three general ways to implement a vanpool program. The first option is for the program to be sponsored and operated by individual employers for the benefit of their employees. The second option is for a local sponsor to administer a vanpool program for the benefit of multiple employers and their employees. Within this framework, there are several additional options for administering the program. Vehicles can be owned by the sponsoring

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[11] Vohra, Arefa, 2009. Innovative Ridersharing Programs in Rural Areas: An Affordable and Environmentally Friendly Mode of Transportation. Rural Transportation. Accessible at: http://www.ruraltransportation.org/uploads/nadort050509.pdf Accessed October 2009
[12] Vanpools. utarideshare.com. http://www.utarideshare.com/programs/vanpool.htm Accessed October 2009

agency, or can be obtained through a contract with a third-party provider. These options are available regardless of whether or not the program is an employer sponsored program or a community program.

A third and less common option is an owner-operator model in which individuals purchase one or more vehicles and charge passengers for rides. Under this model, the owner-operator may or may not be an employee of the destination employment center served. This option is the least attractive because it puts all of the liability and long-term operating responsibilities of the program on one individual. To ensure long-term longevity of the program it is not recommended that this option be pursued.

Under the employer-sponsored model, startup costs are borne primarily by employers and their employees. These kinds of programs are often only initiated by employers when tangible benefits to their organization can be identified. Since many benefits of vanpooling are external to the individual organization being served (i.e. economic development within the community as a whole, increased job access, reduce auto emissions, and reduced congestion), it is less common for employers to take on the task of initiating a vanpool program independently. Given that several vanpool programs are available for implementation in the San Juan County area, but aren't being used, it is not likely that local employers will take it upon themselves to initiate a new program without outside support.

A community sponsored vanpool program is recommended as the best solution for San Juan County. Under this model, a local agency such as the SEUALG, San Juan County, or the San Juan County LCC would act as a local sponsor of vanpool services offering education about vanpools, grant writing assistance, and planning support for local employers interested in forming vanpools. The local sponsor, however, would not operate the vanpool program. That would be left to a private sector contractor.

Goals and Objectives

The objectives of this strategy are to:

- Provide access to jobs for people without cars
- Provide alternatives to driving alone
- Create new economic opportunities
- Create a foundation of public transportation that can be expanded in the future

Anticipated Benefits

Benefits of an effective vanpool program include:

- Improved job access
- Cost savings for riders
- Reduced vehicle emissions
- Increased mobility

Potential Challenges/Obstacles

Potential challenges involved with implementing a vanpool program include:

- Low initial ridership
- Low publicity
- Lack of interest

Resource requirements

In order to launch a vanpool program the following resources are needed:

- Sponsor agency
- Vehicles
- Insurance
- Provision for maintenance
- Riders
- Administrative procedures

Costs & Funding

Costs for a vanpool program can be divided into three categories: service contract fees, fuel and administrative expenses.

Capital costs of vehicles and equipment will be covered under the service contract; as will insurance and vehicle maintenance. Some service contracts can be structured to include a fuel card as well. For the purposes of this estimate, however, fuel has been listed separate from the service contract estimate. The third expense is to cover the administrative cost of maintaining a community sponsored vanpool program. This cost may not be necessary if the employer or members of the vanpool are able to coordinate directly with the contractor to administer the program. It is advised however, that the program be administered locally to maintain structure and to enable others to easily join on. Table 3-15 presents an estimate of the monthly and annual costs of running a local vanpool program. These figures assume two vehicles operating between Blanding and Monticello.

The revenue portion of Table 3-15 shows that half of the cost of a vanpool program can be subsidized with federal grants. FTA funds can be used to cover up to 50 percent of the cost of contracting for service (considered an operating cost). Although this is possible under several programs (CMAQ funding, FTA Section 5316), the FTA Section 5311 program is recommended as the best funding source for a vanpool program in San Juan County.

Table 3-15 Estimate of Administrative Cost and Voucher Reimbursements by Agency

	Monthly	Annual
Expenses		
Service Contract Fees (8 Passenger Van)	$ 1,000	$ 12,000
Fuel	208	2,500
Administration	604	7,250
Total Program Cost	**$ 1,813**	**$ 21,750**
Revenue		
Federal Subsidy (50%)	$ 906	$ 10,875
Employer Contribution	500	6,000
Employee Contributions	406	4,875
Average Number of Riders/Trip	5	
Monthly/Annual Expense to Rider	**$ 81**	**$ 975**

Source: WCEC Engineers, Inc.

Ridership

Assuming an average of five riders per trip, and at least one vanpool for each travel direction (Blanding to Monticello, and Monticello to Blanding), the total estimated annual ridership is 2,500 annual one-way passenger trips. Using the total unsubsidized cost from Table 3-15 ($21,750), this ridership level results in an annual average cost per trip of $8.70.

Policy implications

Compared to other strategies outlined in this plan, this strategy has relatively few critical policy issues that need to be considered. The primary items of concern are:

- **Additional Subsidies for Low-Income Job Seekers:** Some riders may not be able to afford the monthly rate identified in Table 3-15. The LCC or the local sponsor may look into identifying additional partners to sponsor trips for individuals who cannot afford the service. An ideal arrangement would be to coordinate with the Department of Workforce Services so that individuals seeking entry into the workforce who receive Temporary Assistance for Needy Families funds can use those funds to cover their portion of the vanpool program.
- **Sponsor Agency:** Identifying a sponsor agency will help to keep the program organized and will keep it sustainable during period of low involvement from local employers.

Action Items

Action Step 1 – Identify project leader and sponsor agency

A lead agency and project leader should be identified from among the stakeholders potential involved in the San Juan County LCC. This individual will be responsible for meeting with employers and orchestrating the initial stages of launching the project (including applying for grant funding).

Action Step 2 – Meet with employers

The project leader should setup meetings with San Juan County and with the San Juan County School District to discuss the concept of starting a vanpool program. The project leader should use these meetings to gauge the level of interest from the employers, and determine their willingness to participate.

If the school district and county are not interested in being involved in the program, other major employers should be approached to discuss vanpools and their benefits to employees, employers and the community.

These meetings should result in an agreement that the employers are willing to contribute to a portion of the cost of the vanpool program. This commitment of funding will be helpful in securing grant funding to subsidize the bulk of the operating cost of the project.

Action Step 3 – Apply for funds

Once local matching funds have been identified, it is time to apply for federal matching funds. FTA Section 5311 program funds are administered by the UDOT PTT. Each year the UDOT PTT conducts a competitive selection process to determine projects to fund. The application generally becomes available in October and is due around the beginning of the year. The PTT has a manual providing guidance for its application process that can be found at:

http://www.udot.utah.gov/main/f?p=100:pg:4447088790503637:::1:T,V:2247

Action Step 4 – Procure services

After award of funding, the project leader should work with UDOT to procure a vanpool provider. UDOT will be able to help assist the sponsor agency in adhering to state Procurement rules regarding the procurement of third-party services. Depending on the contract duration and overall contract value, this process could be as simple as soliciting a minimum of two bids from potential providers, to as complex as issuing a request for proposals from multiple agencies and conducting a competitive selection process.

This step will conclude once a contract has been signed with a vanpool provider.

The amount of service purchased (i.e. the number of vehicles) should be based on discussions with employers conducted in Step 2, above.

Action Step 5 - Produce participant enrollment forms/publicize program

Once a contractor has been hired to provide the vanpool service the project leader should work with the identified employers to publicize the program and to begin signing up employees. This step will involve developing an enrollment process and accompanying forms for tracking who has signed up for the service. Some vanpool contractors will provide guidance on how to do this.

Action Step 6 - Start service

Service should start once employee enrollment reaches approximately two-thirds of available vehicle capacity. This will allow room for additional growth in the program before additional vehicles will be needed. Service should be designed to meet the needs of the riders.

Action Step 7 - Evaluate and expand as needed

After operating the service for several weeks, the project leader should meet with the employers and riders to discuss initial experiences. A brief survey should be prepared and distributed among riders. This could be done as an on-board survey conducted on the vehicle during a regularly scheduled trip. It could also be mailed to riders who frequently use the service. The survey should ask riders if the service has enabled them to drive less, save money, access employment that would otherwise be inaccessible, or other questions that help gauge whether the project goals have been achieved.

Relationship to Other Strategies

This strategy is purposefully called a pilot project because it can be implemented right away without significant outside assistance. Although it would be beneficial to have the structure of an RCC and LCC in place; and the support of a mobility manager would certainly aid in the implementation of this service, there is no reason why this strategy cannot be implemented immediately. As a pilot project, the lessons learned from this effort will help guide and focus other strategies that are pursued at a later date.

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CHAPTER 4. IMPLEMENTATION

This chapter brings together the information outlined in Chapter 3 and presents a unified plan for implementing each of the strategies as part of an overall program.

To accomplish this, Chapter 4 is organized into two main sections:

- **Program Budget:** The program budget is a five-year financial plan that lists each strategy as a line item broken out by capital, operating, and administrative costs.

- **Program Implementation Timeline:** The program implementation timeline sets each of the strategies into a prioritized workflow showing key milestones and relationships between the strategies.

"It's not enough to just show up. You have to have a business plan."

Program Budget

The program budget pulls together all of the cost and revenue information for the strategies outlined in Chapter 3. By presenting the information in one place, the program budget begins to paint the overall picture of how the business plan works from a financial standpoint.

The budget is broken down into three components:

- **Table 4-1 - Estimate of costs:** Costs are provided for each strategy and are further broken out by capital, administrative and operating costs. Breaking out costs by these categories allows us to identify the appropriate matching levels for federal transit funds.

- **Table 4-2 - Estimate of match requirements:** Based on the cost estimate provided in Table 4-1, we are able to divvy up the overall program costs based on the maximum match levels allowed for each type of expense. Capital and administrative costs are matched at an 80/20 percent Federal/Local match ratio, respectively. Operating costs are matched at a 50/50 percent Federal/Local match ratio, respectively.

- **Table 4-3 - Estimate of revenue by source:** The estimate of revenue table assigns specific sources of revenue to cover the federal and local match requirements identified in Table 4-2.

Table 4-1 Estimate of Overall Program Expenses

Expenses	2010	2011	2012	2013	2014
Capital Costs					
Mobility Manager	$ 2,000	$ -	$ -	$ 2,185	$ -
5311 General Public Transit	-	-	-	-	270,000
Total Capital Costs	**$ 2,000**	**$ -**	**$ -**	**$ 2,185**	**$ 270,000**
Administrative Costs					
Mobility Manager	$ 71,064	$ 73,196	$ 75,392	$ 77,654	$ 79,983
Education Program	9,500	$9,785	10,079	10,381	10,692
5311 General Public Transit	-	-	-	-	60,000
Total Administrative Costs	**$ 80,564**	**$ 82,981**	**$ 85,470**	**$ 88,034**	**$ 150,675**
Operating Costs					
Carbon/Emery Travel Voucher Program	$ 60,000	$ -	$ -	$ -	$ -
Regionwide Travel Voucher Program	-	105,000	108,150	111,395	57,368
San Juan County Vanpools	21,750	22,403	23,075	23,767	24,480
5311 General Public Transit	-	-	-	-	190,000
Total Operating Costs	**$ 81,750**	**$ 127,403**	**$ 131,225**	**$ 135,161**	**$ 271,848**
Total Project Costs	**$ 164,314**	**$ 210,383**	**$ 216,695**	**$ 225,381**	**$ 672,523**

Source: WCEC Engineers, Inc.

Note: Assumed 3 percent annual inflation rate

Table 4-2 Estimate of Federal and Local Match Requirements

Match Requirements	2010	2011	2012	2013	2014
Federal Share					
Capital (80 %)	$ 1,600	$ -	$ -	$ 1,748	$ 216,000
Administrative (80 %)	64,451	66,385	68,376	70,428	120,540
Operating (50 %)	40,875	63,701	65,612	67,581	135,924
Total Federal Share	**$ 106,926**	**$ 130,086**	**$ 133,989**	**$ 139,757**	**$ 472,464**
Local Share					
Capital (20 %)	$ 400	$ -	$ -	$ 437	$ 54,000
Administrative (20 %)	16,113	16,596	17,094	17,607	30,135
Operating (50 %)	40,875	63,701	65,612	67,581	135,924
Total Local Share	**$ 57,388**	**$ 80,297**	**$ 82,706**	**$ 85,625**	**$ 220,059**
Total Project Budget	**$ 164,314**	**$ 210,383**	**$ 216,695**	**$ 225,381**	**$ 692,523**

Source: WCEC Engineers, Inc.

Note: Assumed 3 percent annual inflation rate

Table 4-3 Estimate of Federal and Local Match Sources

Revenue Sources	2010	2011	2012	2013	2014
Federal DOT Sources					
FTA Section 5311 (Capital)	$ 1,600	$ -	$ -	$ 1,748	$ 216,000
FTA Section 5311 (Admin)	36,851	37,957	39,095	40,268	89,476
FTA Section 5311 (Operating)	40,875	63,701	65,612	67,581	135,924
FTA Section 5304 (Admin)	20,000	20,600	21,218	21,855	22,510
RTAP (Admin)	7,600	7,828	8,063	8,305	8,554
Total Federal Share	**$ 106,926**	**$ 130,086**	**$ 133,989**	**$ 139,757**	**$ 472,464**
Local Sources					
Mobility Manager & Education Program					
Agency Contributions (Capital)	$ 400	$ -	$ -	$ 437	$ -
RCC/LCC In-Kind Contributions (Admin)	16,113	16,596	17,094	17,607	18,135
5311 General Public Transit					
Local Capital Grant such as CIB, CDBG (Capital)	-	-	-	-	54,000
Dedicated Transit Tax (Admin)	-	-	-	-	12,000
Dedicated Transit Tax (Operating)	-	-	-	-	95,000
San Juan County Vanpools					
Employer and Employee Contributions (Operating)	10,875	11,201	11,537	11,883	12,240
Carbon/Emery and Regionwide Travel Voucher Program					
Agency Contributions to Voucher Program (Operating)	30,000	52,500	54,075	55,697	28,684
Total Local Share	**$ 57,388**	**$ 80,297**	**$ 82,706**	**$ 85,625**	**$ 220,059**
Total Revenue	**$ 164,314**	**$ 210,383**	**$ 216,695**	**$ 225,381**	**$ 692,523**

Source: WCEC Engineers, Inc.

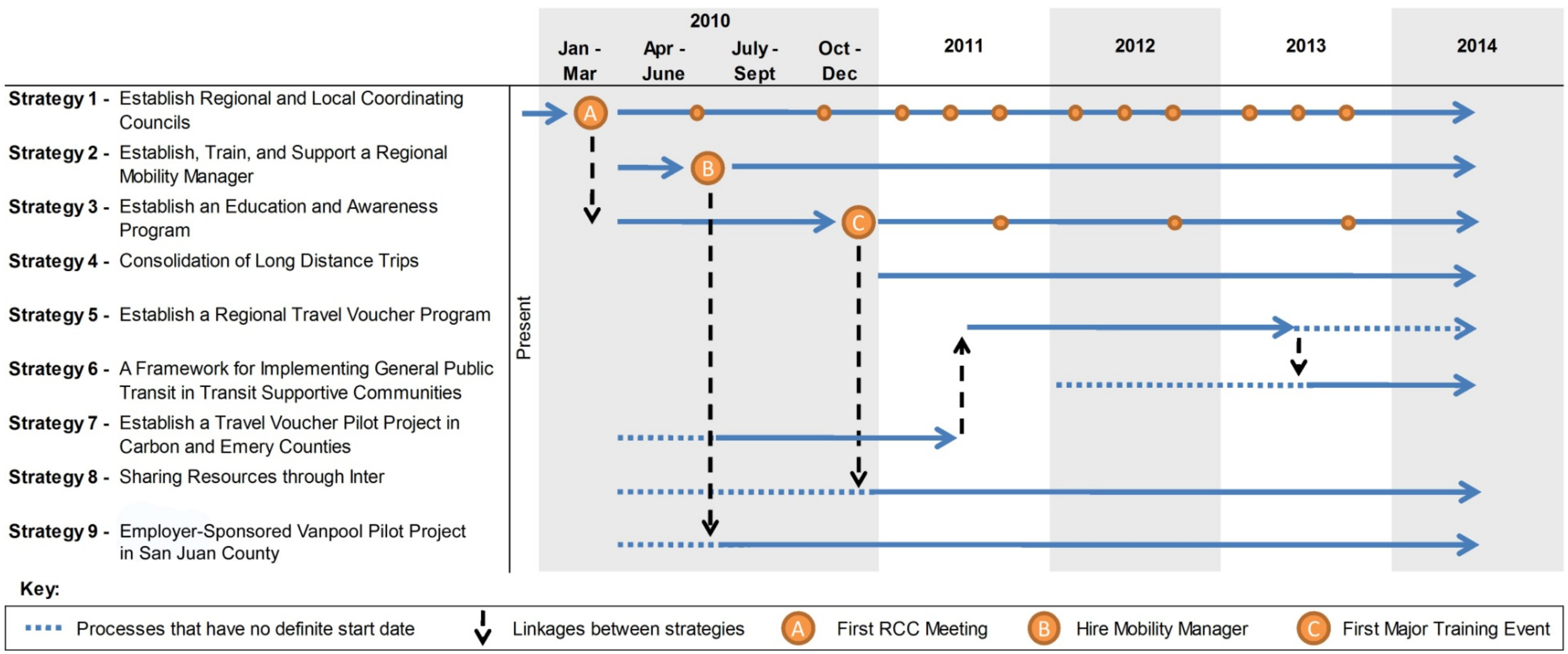
Note: Assumed 3 percent annual inflation rate

Program Implementation Timeline

Figure 4-1 illustrates the chronological flow of events as each of the nine strategies is implemented. Horizontal arrows represent the progress made on each strategy. The orange circles represent key milestones and events along the way. The vertical arrows represent linkages between strategies.

The first step will be to form the RCC and LCCs. This sets in motion the actions necessary to hire a mobility manager. Once the mobility manager is on board, other strategies begin to fall into place. The education program begins to come together and the pilot projects get of the ground. Once the travel voucher program in Price has operated successfully for a year, the program becomes regional. After several years of operating a regional voucher program, funds begin to flow into a public transit program.

Figure 4-1 Program Implementation Timeline



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APPENDIX A: INFORMATION ABOUT FEDERAL FUNDING SOURCES

Department of Transportation:

- FTA Section 5311: FTA's Section 5311 program provides capital and operations funding for fixed route transit systems in areas with population fewer than 200,000. Funding is authorized by Congress every five years is appropriated by the FTA on an annual basis. Funding levels are determined based on a formula. Grants are awarded between Utah's rural areas on a competitive basis. Currently there are five recipients of Section 5311 funds in Utah. UDOT administers this program on behalf of the FTA.

- Section 5316: Section 5316, also known as New Freedom, provides funds for new transportation programs that provide service above and beyond the basic requirements of the Americans with Disability Act. The following is summarized from the FTA application guidelines found in FTA Circulars 9045.1 (FTA 2007) and includes examples of potential uses for New Freedom funds:

  - Expansion of paratransit service parameters beyond the three-fourths mile required by the ADA
  - Expansion of current hours of operation for ADA paratransit services that are beyond those provided on fixed-route services
  - The incremental cost of providing same day service
  - The incremental cost of making door-to-door service
  - Enhancement of the level of service by providing escorts or assisting riders through the door of their destination
  - Supporting the administration and expenses related to new voucher programs for transportation services offered by human service providers
  - Supporting new volunteer driver and aide programs
  - Purchasing vehicles to support new accessible taxi, ride sharing, and/or vanpooling programs
  - Making accessibility improvements to transit and intermodal stations not designated as key stations
  - Travel training
  - Feeder services

  New Freedom requires coordination with other federal programs to ensure efficient use of federal resources.

- Section 5317: The goal of the JARC program is two-fold. First, it seeks to improve access to employment and employment-related activities for welfare recipients and eligible low-income individuals. Second, it attempts to improve transportation to suburban employment opportunities for residents of urbanized and non-urbanized areas, regardless of income status. The following is summarized from the FTA application guidelines found in FTA Circulars 9050.1 (FTA 2007) and includes examples of potential uses of JARC funds:

- Late-night and weekend service
- Guaranteed ride home service
- Shuttle service
- Expanding fixed-route public transit routes
- Demand-response van service
- Ridesharing and carpooling activities
- Transit-related aspects of bicycling
- Local car loan programs that assist individuals in purchasing and maintaining vehicles for shared rides
- Promotion, through marketing efforts, of the use of transit by workers with non-traditional work schedules and use of transit voucher programs by appropriate agencies for welfare recipients and other low-income individuals
- Otherwise facilitating the provision of public transportation services to suburban employment opportunities

Like Section 5316, the JARC program requires the coordination of federally assisted programs and services to make the most efficient use of federal resources. Each of these programs covers 80 percent of capital expenses and 50 percent of operations expenses.

Non-DOT Federal Sources:

The most recent transportation authorization bill, SAFETEA-LU, authorizes the use of non-Department-of-Transportation funds as local match for federal transportation programs. The following programs are currently used to provide transportation services within the SEUALG region and, if properly coordinated, could act as excellent sources of local match:

- Temporary Assistance for Needy Families (TANF)
- Older American's Act
- Community Services Development Block Grants
- Medicaid
- Headstart
- Independent Living Programs
- Rehabilitation Services Administration

APPENDIX B: SURVEY SUMMARY

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SOUTHEASTERN UTAH

PUBLIC TRANSIT BUSINESS PLAN

Public Opinion Survey Report

January 2010

Prepared for:
Southeastern Utah Association of Local Governments

Prepared By:

WCEC ENGINEERS

TABLE OF CONTENTS

Overview

During the month of November 2009, a residential household survey was conducted in Carbon, Emery, Grand and San Juan Counties for the purpose of measuring public opinion regarding public transportation. The primary objective of the survey was to measure the perceived level of need for, intended use of, and willingness to pay for public transit services in the four counties.

The survey was distributed by mail to 2,000 residences in the four county area. Addresses were selected randomly from a database of over 15,000 residential addresses obtained from a private third-party residential directory.

Responses were received from 385 respondents, yielding a 19.3 percent response rate. Although care was taken to achieve a representative sample, the results indicate slight over-representation of seniors and under representation of San Juan County.

The major findings of the survey are as follows:

1) **Need for service:** The majority of respondents in Carbon (58 percent), Emery (51 percent), and San Juan Counties (54 percent) feel that there is a need for public transportation. In Grand County, 46 percent of respondents do not feel that there is a need for public transportation; while 44 percent felt that there is a need (5 percent were neutral on the subject).

2) **Intent to use service:** Responses to the survey suggest that transit usage would be comparable to usage in other areas of the country where transit service is available.

3) **Willingness to pay for service:** The majority of respondents in Emery (53 percent), Grand (58 percent) and San Juan Counties (55 percent) are opposed to a sales tax increase to fund public transportation services. 43 percent of respondents in Carbon County oppose a sales tax increase to pay for public transportation services, while 40 percent of Carbon County respondents would be willing to increase taxes for transit.

Sample Size

The sample size selected for the survey was based on a margin of error of 5 percent and a confidence level of 95 percent. We also assumed the highest level of distribution in responses (e.g 50 percent), reflecting our expectation that responses would be mixed (e.g. not heavily skewed one way or another).

Using census data to determine the total number of households in the four county area, we arrived at a sample size of 377.

Based on discussions with staff of the SEUALG who have historically conducted surveys in the area, we anticipated a response rate of approximately 20 percent. Therefore, to achieve our sample size, we prepared 2,000 surveys for mailing.

Sample Selection

To prepare the mailing, a database of residential addresses was obtained through a third party provider (Info USA). The database contained 15,479 addresses. The county level distribution of addresses from the database is given in Table 1. To verify the accuracy of the third-party data, household data was obtained from the 2000 U.S. Census.

Table 1 – Distribution of Addresses from Third-Party Database

	Third-party directory		2000 Census	
County	**Households**	**Percent**	**Households**	**Percent**
CARBON	7,127	46%	7,413	40%
EMERY	2,331	15%	3,468	19%
GRAND	3,536	23%	3,434	19%
SAN JUAN	2,485	16%	4,089	22%
Grand Total	15,479	100%	18,404	100%

Comparing the sample distribution to the distribution of households given in the census, San Juan and Emery counties appeared to be under represented in the database of household addresses.

The number of residences listed in the directory was smaller than the number of residences in the census because the directory does not include residences that have been de-listed, or residences without residential addresses.

To account for the under representation of San Juan and Emery counties, we adjusted the sample to reflect the distribution of households given by the census by increasing the number of surveys to be sent to San Juan and Emery Counties and by decreasing the number of surveys to be sent to Carbon and Grand Counties as shown in Table 2. No adjustments were possible to account for de-listed addresses or homes without residential addresses.

Table 2 – Adjustments to Reconcile Third-Party Address Data with Census Data

County	Non-Adjusted Sample Size		Adjustment	Adjusted Sample Size	
CARBON	919	46%	(140)	779	39%
EMERY	271	14%	85	356	18%
GRAND	462	23%	(55)	407	20%
SAN JUAN	348	17%	110	458	23%
Grand Total	2,000	100%	-	2,000	100%

The mailing list was developed by randomly selecting the number of addresses needed for each county according to the adjusted sample sizes given in Table 2.

Response Rate and Representativeness

Response Rate

A total of 385 responses were received yielding a 19.3 percent response rate. This rate is comparable to the response rate of other mail-in surveys conducted in the SEUALG area.

Geographic Distribution of Responses

351 of the responses provided county of residence information (question 6).

The geographic distribution of responses compares reasonably well with the census distribution of the households at the county level. Comparing to census data (Table 1), Grand County is slightly over represented in the sample while San Juan County is slightly under represented.

Table 3 – Distribution of Responses by County

County	Households	Percent of Total
CARBON	144	41.03%
EMERY	60	17.09%
GRAND	90	25.64%
SAN JUAN	57	16.24%
Grand Total	351	100.00%

Demographic Distribution of Responses

Table 4 displays year 2000 demographic data for comparison against the survey results as a means of validating the representativeness of the survey.

Table 4 – Year 2000 Demographics of the Population at Large

	CARBON		EMERY		GRAND		SAN JUAN	
	Census	Survey	Census	Survey	Census	Survey	Census	Survey
16 to 60	79%	58%	82%	58%	80%	66%	83%	59%
Over 60	21%	42%	18%	42%	20%	34%	17%	41%
Male	49%	52%	50%	43%	49%	51%	50%	57%
Female	51%	48%	50%	57%	51%	49%	50%	43%

Table 4 shows that responses were received from a disproportionately high number of people over the age of 60 compared to the population at large. It does not appear, however, that the distribution of responses by gender was different from the general distribution of males and females in the area on a consistent basis.

Sources of Error

Although care was taken to ensure the most representative results possible, the results of this survey cannot be considered representative of the region as a whole. There are two primary reasons for this. First, respondents to mail-in surveys are subject to self-selection and therefore, cannot be considered a truly random sample. Past experience has shown that voluntary surveys generally attract more vocal, better educated, individuals from higher social strata (Tamhane & Dunlop, 2000). Second, the database used to generate the mailing list did not include de-listed residential addresses or households without residential addresses. As such, the survey sample was not perfectly random, and therefore, cannot be construed to be completely representative.

Survey Results

As previously stated, the primary objective of the survey was to measure the perceived level of need for, intended use of, and willingness to pay for public transit services in the four counties (questions 1, 4, and 5, respectively). In addition to these questions, the survey also asked how transit service compares to other public services in terms of level of priority, and what type of transit would best suit the area (questions 2 and 3, respectively).

As a means of organizing the information, the survey also asked respondents to provide their zip code of residence, their age, gender, approximate household income, and household size (questions 6, 7, 8, 9, and 10, respectively).

The last question in the survey provided an open-response field for respondents to provide additional comments relating to the need for public transportation in their community (question 11).

A summary of the responses are provided below in the form of tables and charts. Section 1 provides results to questions 1, 4 and 5 by county of residence, age, gender, and income status. Section 2 provides a summary of the responses to questions 2 and 3 by county for use in future planning efforts. Responses to question 11 are tabulated in section 3.

Responses to Questions 1, 4, and 5.

Question 1: Do you feel there is a need for public transportations service in your community?

Figure 1 – Perceived Level of Need by Income

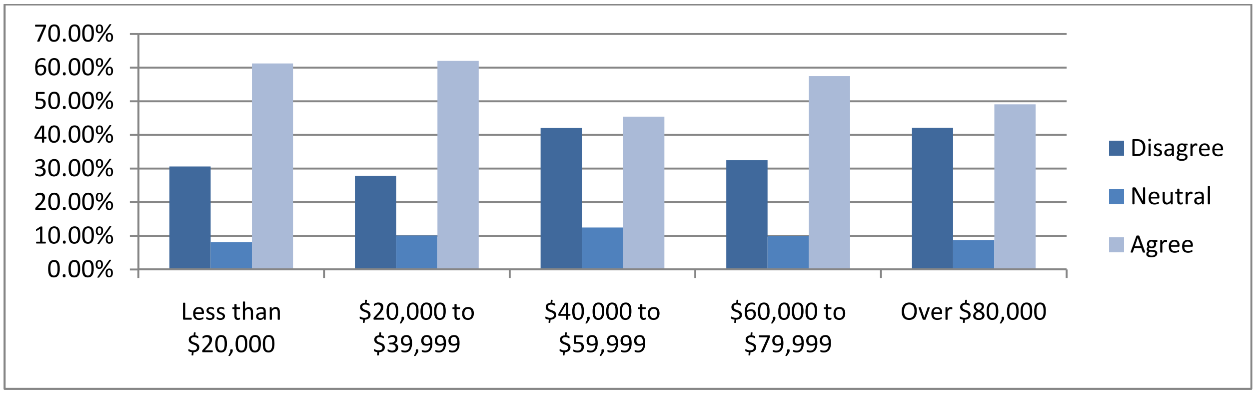


Figure 2 – Perceived Level of Need by Gender

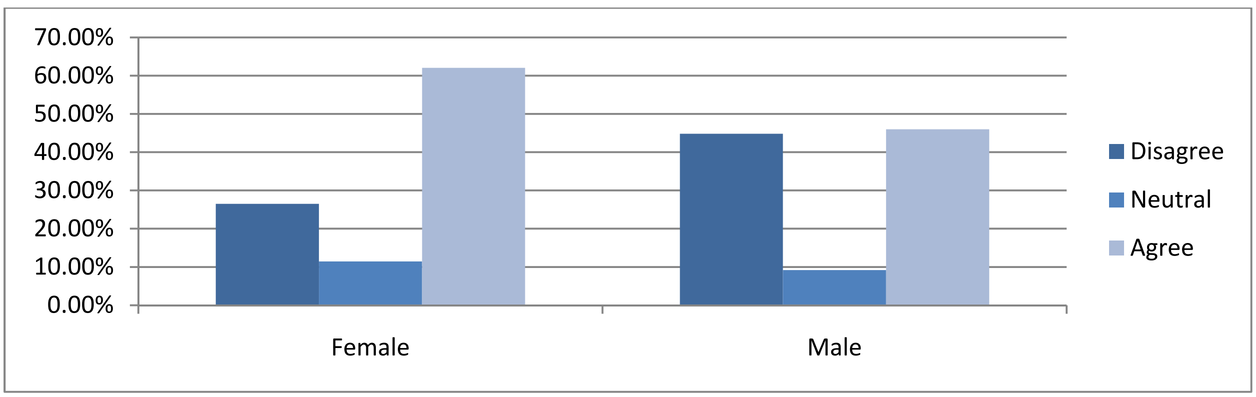


Figure 3 – Perceived Level of Need by Age

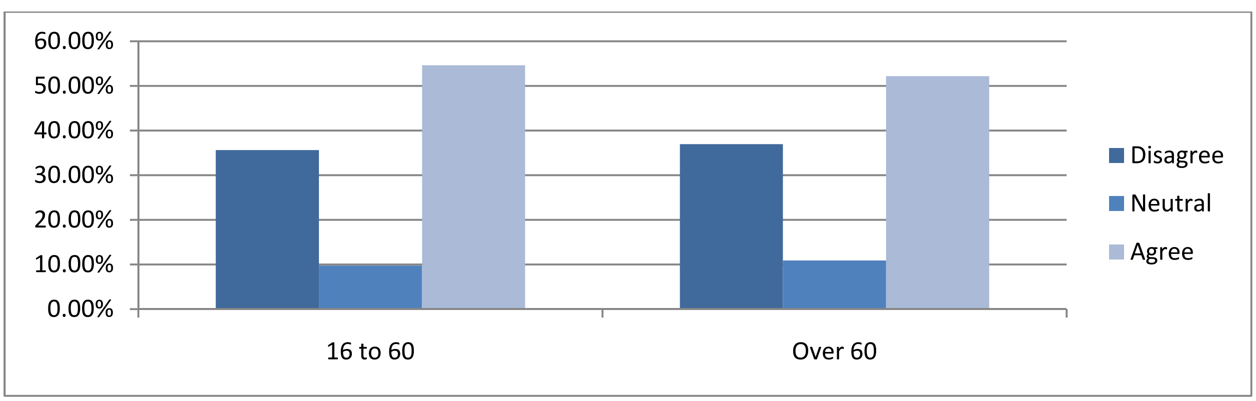
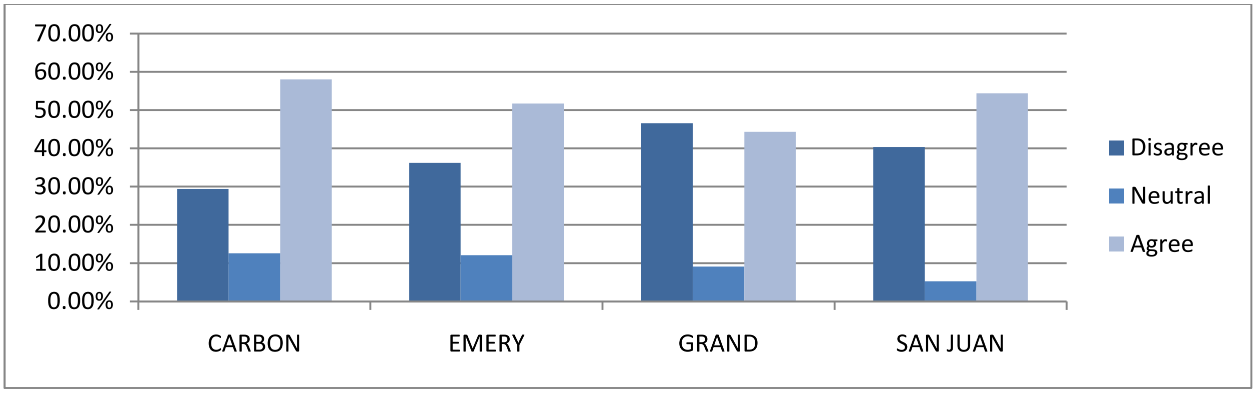
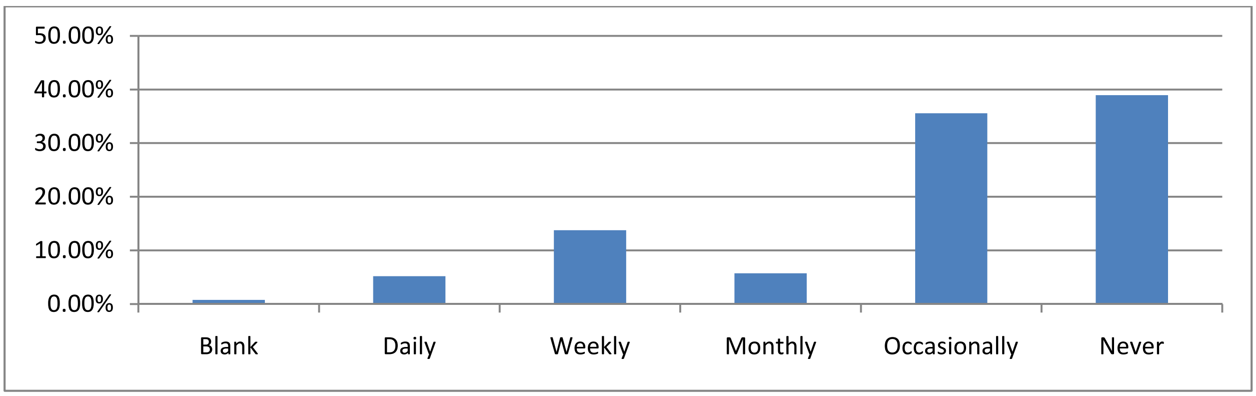


Figure 4 – Perceived Level of Need by County



Question 4: If public transportation were provided, how often would you use it?

Figure 5 – Overall Intent to Use Transit



The responses to this question are compared to responses from the Bureau of Transportation Statistics 2001 National Household Transportation Survey in Table 5, below. As shown, the responses demonstrate a high level of intent to use transit compared to observed levels of transit use nationwide. More than twice as many respondents said they would likely use transit at least once a month (25 percent of respondents) compared to the number of people who reported using transit at least once a month (12 percent) in the 2001 NHTS (National Center for Transit Research, 2005).

This result is misleading, however. Research has shown that behavioral intent represented in opinion surveys regularly overstates actual transit ridership. One study found that non-commitment bias resulted in surveys estimating ridership approximately two times higher than actual ridership (Chatterje, Wegmann, & McAdams, 1983). Despite the relatively high levels of intent to use transit expressed in the survey, we can have no reason to believe that transit ridership will be significantly different from the levels observed in the 2001 NHTS.

Table 5 – Comparison of 2001 NHTS Actual Ridership Levels and 2009 SEUALG Survey Intended Ridership Levels

Response Category	2001 NHTS Response		2009 SEUALG Survey Response	
Two or more days a week (Daily)	2,186	5%	20	5%
About once a week (Weekly)	1,012	2%	53	14%
Once or twice a month (Monthly)	1,831	4%	22	6%
Less than once a month (Occasionally)	1,558	4%	137	36%
Never (Never)	36,867	85%	150	39%
Skipped, Unknown, Refused (Blank)	96	0%	3	1%
Total	43,550	100%	385	100%

Source: 2001 National Household Transportation Survey (National Center for Transit Research, 2005)

Figure 5 - Intent to Use Transit by Income

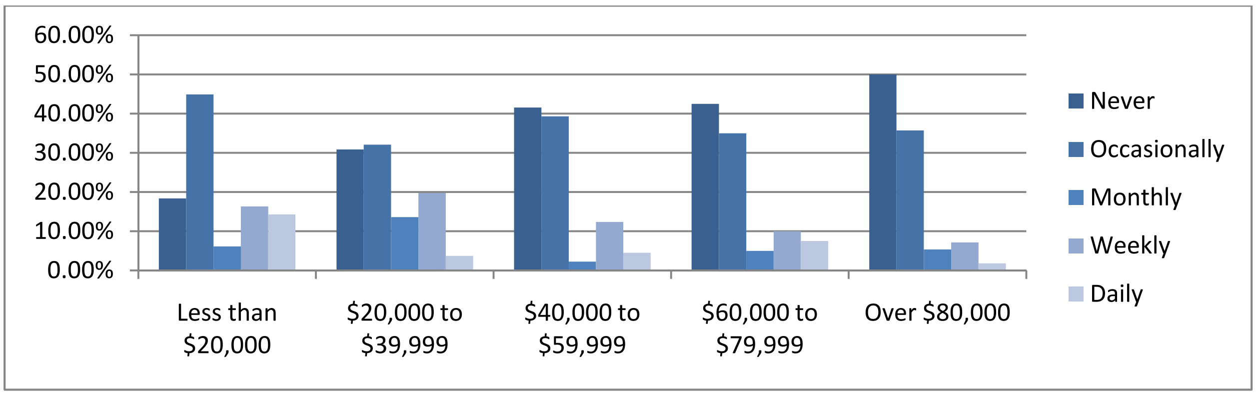


Figure 6 – Intent to Use Transit by Gender

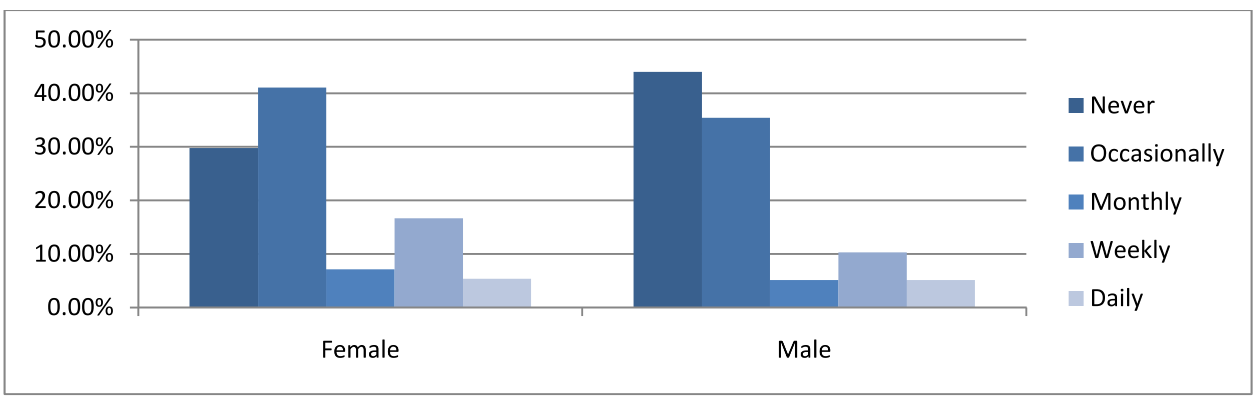


Figure 6 – Intent to Use Transit by Age

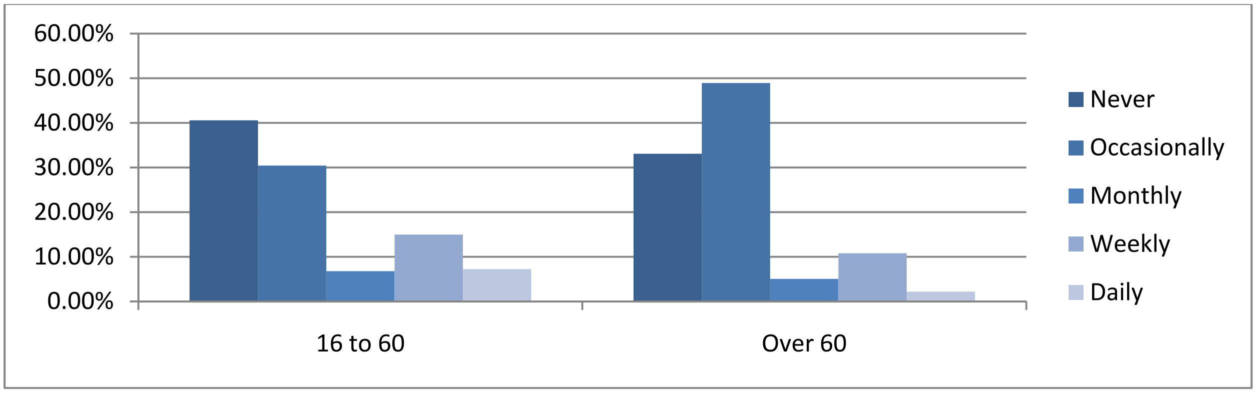
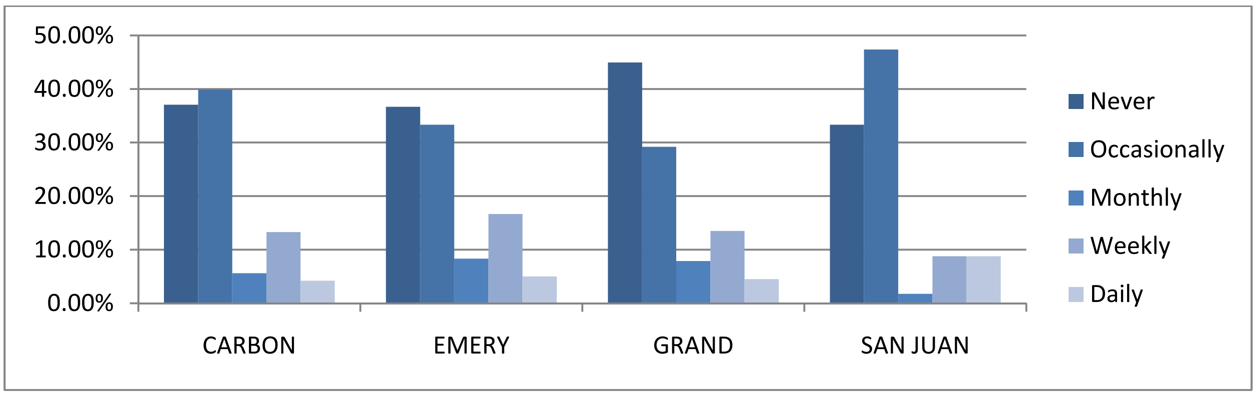


Figure 7 – Intent to Use Transit by County



Question 5: Would you be willing to pay for public transportation service in your community through a sales tax increase (likely less than 0.25 percent)?

Figure 8 – Willingness to Pay by Income

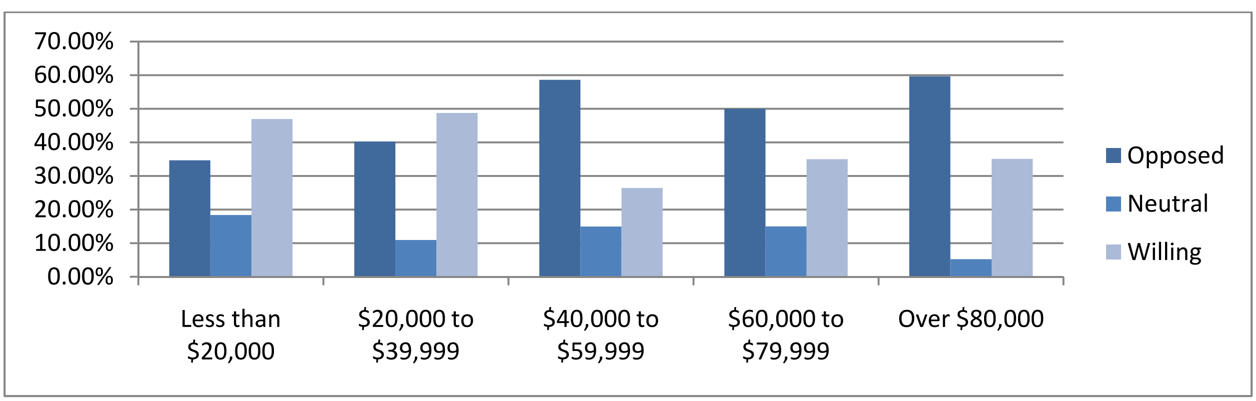


Figure 9 – Willingness to Pay by Gender

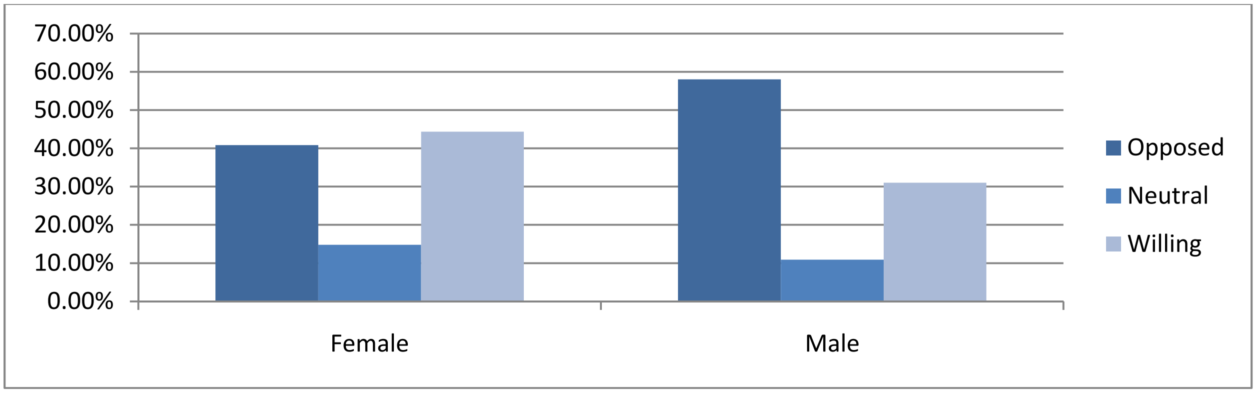


Figure 10 – Willingness to Pay by Age

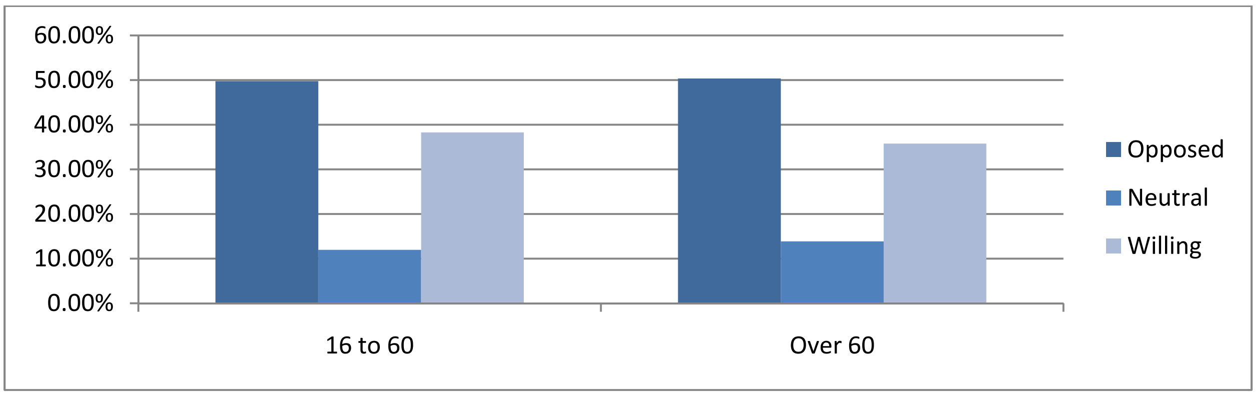
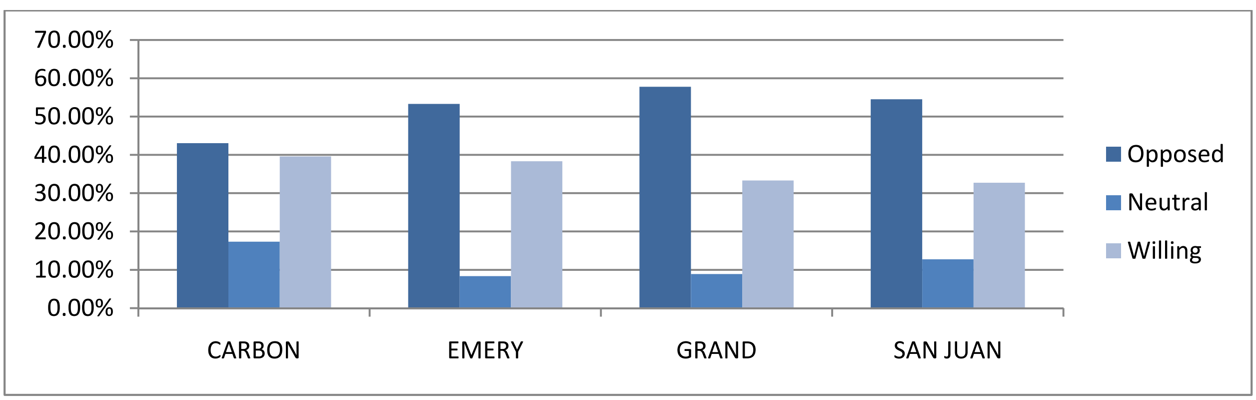


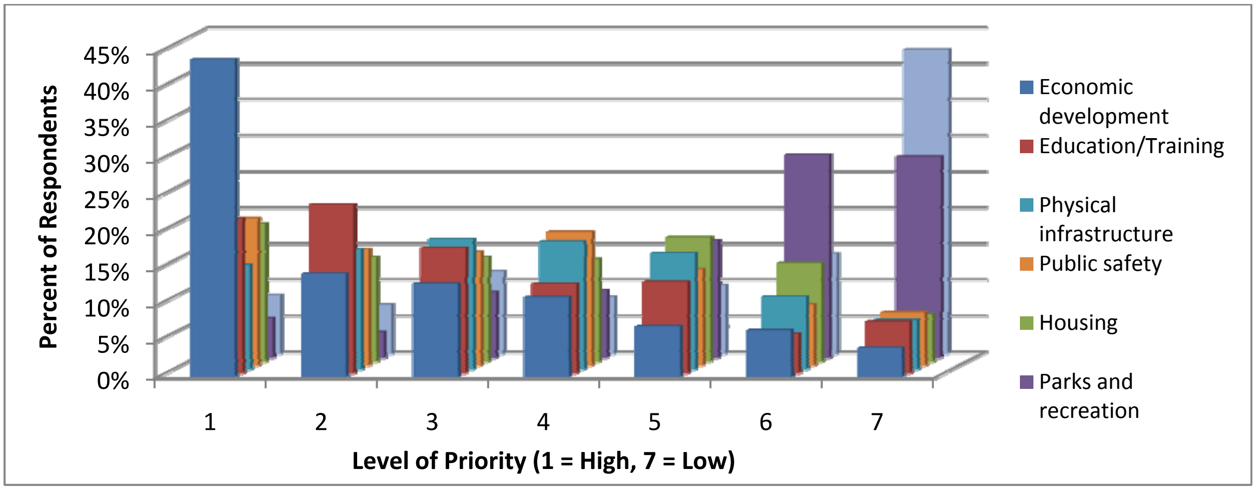
Figure 11 – Willingness to Pay by County



Responses to questions 2 and 3

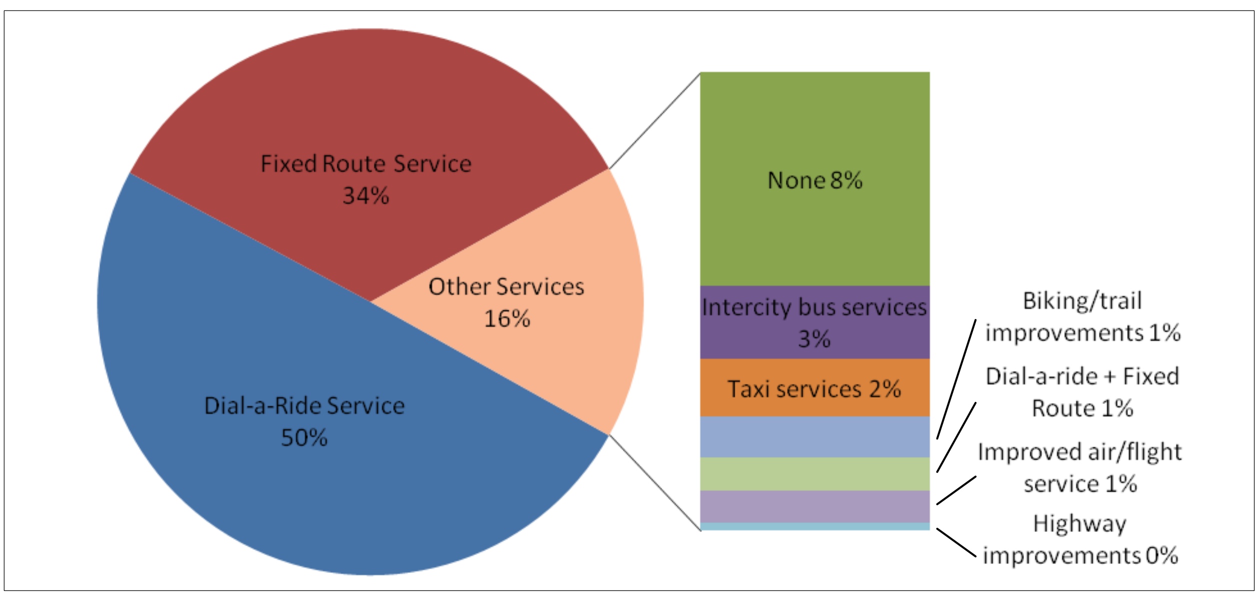
Question 2: Please rank the following community-based issues. Use 1 to indicate the highest priority and 7 for the lowest.

Figure 12 – Relative Frequency of Responses: Level of Priority for Public Services



Question 3: Which of the following would best meet public transportation needs in your community? Fixed-route bus service, General public dial-a-ride, other.

Figure 13 – Responses to Question 3:



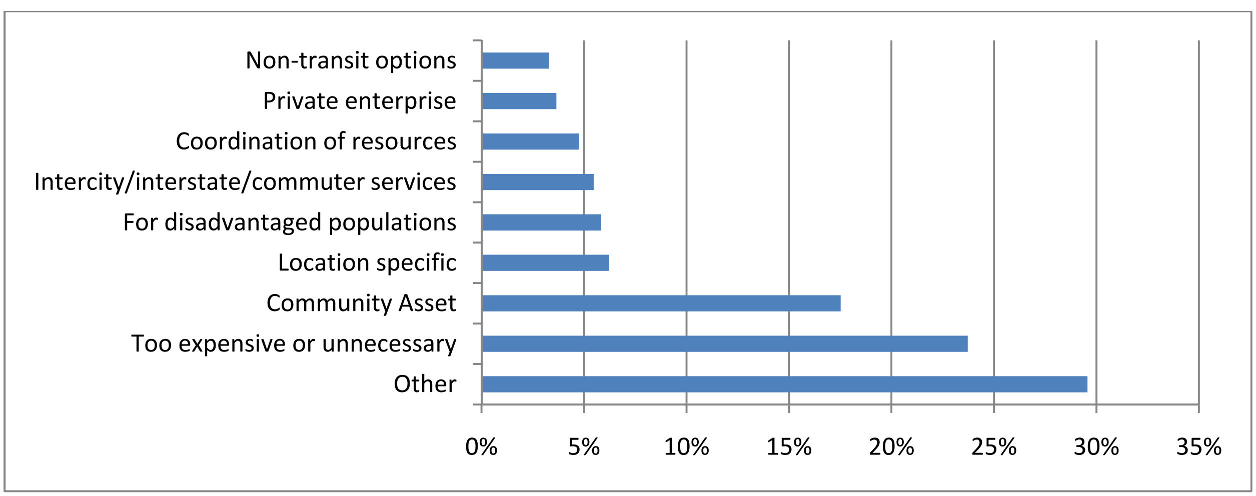
Responses to question 11

Question 11: Please provide any additional comments you have about public transportation needs in your community.

To summarize the responses to this question, nine categories were established and each response was assigned to one or more categories. Figure 13 provides the relative frequency of responses for each category. The categories include:

- **Too expensive or unnecessary -** This code includes comments suggesting that public transit is a waste of taxpayer money, is too expensive, or that there are other pressing needs more important than public transportation. This code also includes comments that public transportation is not needed or is ill suited to the region.
- **Community Asset -** This code includes comments that public transportation is a valuable amenity to the region's residents and/or its communities based on potential economic development, increased job accessibility, decreased pollution, and visitor/tourism benefits.
- **For disadvantaged populations -** This code is for comments suggesting that public transportation should be focused on senior citizens, people with disabilities, or people with low incomes.
- **Private enterprise -** This code refers to comments suggesting that public transportation should be left to private companies, such as taxis, to provide transportation needs.
- **Location specific -** This code is for comments regarding particular locations or corridors that should be considered for public transportation.
- **Intercity/interstate/commuter services -** This code is for comments suggesting the need for transit services that provided intercity transportation, intrastate transportation, or commuter transportation.
- **Non-transit options -** Include comments in this code regarding bikes, vouchers, improvements to highways, or other means of transportation.
- **Coordination of resources -** Use this code to indicate comments regarding the need to use, coordinate, or maximize existing transportation resources.
- **Other -** Use this code if the suggestion does not fit into any of the other codes.

Figure 13 – Responses to Question 11



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National Center for Transit Research. (2005). *Public Transit in America: Results from the 2001 National Household Travel Survey.* Tampa: Center for Urban Transportation Research.

Tamhane, A. C., & Dunlop, D. D. (2000). *Statistics and Data Analysis.* Upper Saddle River, NJ: Prentice Hall.

APPENDIX C: TRAVEL VOUCHER EXAMPLES

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wilr wyoming independent living rehabilitation, inc.
305 West 1st street, Casper Wyoming 82601
(307) 266-6956 Fax (307) 266-6957 http://www.wilr.org

TRIP DIARY

Participant's Name: ______________________ Date: _______________________

Please answer the following questions about trips you wanted, needed or actually take in a car, van, bus, taxi, or other vehicle.

What day(s) of the week is this?
____Sunday ____Monday ____Tuesday ____Wednesday ___Thursday ____Friday ___Saturday

TRIPS YOU WANTED TO TAKE EVEN IF YOU DIDN'T GO		**TRIPS YOU TOOK**	
Check the reason for each ride you wanted/needed to take today. Use a new row for each destination, even if you combined trips.	How many miles is it to this place and back (round trip distance)?	Were you able to get there and back?	If you personally paid for a ride how much did you pay?
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	
__Medical ___Shopping ___Work __School ___Social/Religious		Yes No	

If you had trouble getting where you needed to go today, what was the main problem or reason?

INDIVIDUAL TRANSPORTATION PLAN

The participant and the Transportation Coordinator will use this form to estimate the number of miles needed for travel per month/quarter. Review the information recorded in the seven-day trip diary and the transportation goals listed on the previous page. Multiply the number of round trips needed to each destination by the number of miles in the round trip to calculate the estimated total miles needed for each destination during a typical week.

Remember, the participant and the Transportation Coordinator have tremendous flexibility in making a final determination of the number of miles to allocate to a participant. This determination will consider the number of miles needed and the importance of each destination.

Top five most important destination for which you need transportation (e.g.. Work, school, medical, shopping, religious, social, etc.)?	**Days of the Week you need to go there? Su M T W Th F S**	**Potential Providers for this Destination Include:**	**How many round trips do you need to this destination each week?**	**About how many miles is the round trip?**	**Estimated total miles per week needed.**
1.	Su M T W Th F S				
2.	Su M T W Th F S				
3.	Su M T W Th F S				
4.	Su M T W Th F S				
5.	Su M T W Th F S				
ESTIMATED TOTAL MILES NEEDED PER WEEK:					
MILEAGE ALLOCATION:	**Miles Per Month = (week x 4.3):**				
MILEAGE ALLOCATION:	**Miles Per Quarter = (week x 13)**:				

Final Comments:
(Quarterly allocations that need a case specific change must be approved by the Transportation Coordinator and documented below)

____

Check Numbers Issued: ________________________

Participant's Signature: ____

Participant's ID # : ________________________

Transportation Coordinator's Signature: __________________________ Date: ___________________

TRANSPORTATION CHECK

Wyoming Independent Living Rehabilitation

305 West 1st Street Casper, WY 82601 307-266-6956 Voice - TDD

Check # - VOID

Date: ________________

Pay to the order of ____________________________ [ ] **miles for trip**

Driver's Address____

PURPOSE (Circle One) WORK MEDICAL SOCIAL/RELIGIOUS SCHOOL SHOPPING

Origin________________________ Destination____________________________

Submit for payment within 30 days ______________________________

Consumer Signature

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APPENDIX D: EXAMPLE MEMORANDUM OF UNDERSTANDING

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SAMPLE MEMORANDUM OF UNDERSTANDING

MEMORANDUM OF AGREEMENT BETWEEN [Party One] and [Party Two]

Background:

The [Party One], hereinafter referred to as [ ], and [Party Two], hereinafter referred to as [ ], have many common interest and currently work together in a number of areas, including the provision of transportation services to the citizens/customers in one of the five counties of the [Party One] service area of [state]. We share common interest and both have unique roles and responsibilities. Through this agreement both agencies express their intent to collaborate and coordinate through utilization of data collection, planning strategies, and program design techniques to ensure efficient use of transportation resources and coordinated access to services.

Purpose:

The purpose of this memorandum is to establish a basic framework for collaboration, cooperation and coordination between [Party One] and [Party Two] in the planning and implementation of a pilot Coordinated Transportation System, hereinafter referred to as CTS, Which will enable identification and selection of a system for coordination and delivery of transportation services.

Objectives:

1. To explore methods that will allow for data collection and analysis and develop procedures required for implementation of a coordinated transportation system.
2. To assist the members of the Coordination Consortium in determining the cost feasibility of coordination within their respective service community.
3. To provide mechanisms for the integration of services provided by other community providers to ensure a comprehensive coordinated service delivery system.
4. To maintain the integrity of each human service provider’s mission while enhancing specialized support services contributing to that mission.

Methods:

1. To develop efficient routing alternatives, reduce duplication of routes and overlapping of service schedules, and generate necessary resources for successful implementation of the project.
2. To continue collaboration to maintain awareness of needs and revision to project.
3. To share information and resources to support the success of a coordinated service delivery system.
4. To establish a network of transportation providers to monitor and evaluate the success of a coordinated service delivery system.
5. To safeguard the quality of services expected by agency administrators and customers to ensure that needs of customers are kept at the forefront of the project.

6. To evaluate the effectiveness of the coordinated transportation project and report finding to Consortium members and the [state] Department of Transportation.

The undersigned agree to uphold the terms of this agreement for the period of time that the project is being administered. Once an acceptable and cost effective system is identified by consensus agreement among the active participants, each participating organization will be free, subject to the will of its policy board, to elect active participation in the project.

Executive Director
[Party One]

Executive Director
[Party Two]

APPENDIX E: TRANSPORTATION COORDINATION BRIEF NO. 14

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Ohio Statewide Transportation Coordination Task Force

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April 1999 **Transportation Coordination Brief No. 14**

Ohio Department of Transportation

Ohio Department of Mental Retardation and Developmental Disabilities

Ohio Department of Aging

Ohio Department of Human Services

Ohio Family and Children First Initiative

Ohio Department of Development

Ohio Department of of Mental Health

Ohio Department of of Education

Ohio Bureau of Employment Services

Ohio Alcohol and Drug Addiction Services

Ohio Rehabilitation Services Commission

Ohio Head Start Collaboration Project

Ohio Governor's Council on People with Disabilities

Insurance and Liability Issues–Coordination Mountains or Hurdles?

People who work in coordinated transportation describe coordination a number of ways: some describe it as putting together the pieces of a puzzle. Others say it's a race with hurdles that you must jump. Others have said coordinating transportation is like mountain climbing...you train for months, read all the appropriate books and manuals, purchase all of the right equipment and supplies, but half-way up the mountain, you stop. You can't move up or down, you can't see around it or over it. You're stuck. And you remember nothing in the manual that covered this.

And so it sometimes seems with coordination especially when the question is invariably asked: "Will coordinating transportation services affect my insurance coverage?"

The problem is most agencies cannot answer that question. And, even after asking their insurance carrier, they still can't. Although coordinated transportation has existed in some form or another for decades, insurance and liability issues can rise up and threaten otherwise successful coordinated transportation systems despite the best planning.

Because there are so many variables in a coordinated transportation system, it would be impossible to cite every possible situation and potential solution. Here, however, are a few.

Joint Use Vehicles

Joint use, the most common form of coordination, is where two or more agencies jointly use a vehicle. It may be operated by one or both agencies, with paid and unpaid (volunteer) drivers. In these cases, the agency owning the vehicle should be designated as the lead agency and should develop, in consultation with the additional coordinating agency(ies), the policies and procedures for the coordination activities. These should include, but are not limited to, administration, cost sharing and operational issues which include driver standards and training, and of course, insurance. Once these parameters are defined, they should be included in a formal contract, outlining all of the rights and responsibilities for each agency participating in the coordination effort.

It is extremely important not to underestimate the coverage limits of liability. Accidents can and do happen. And, in coordination projects where vehicles are shared, the accident will not only affect the party operating the vehicle, but the agency owning the vehicle. This should not stop you from coordinating and sharing vehicles, but merely make you more aware of the potential risk so that your liability coverage is high enough to cover this potential risk. This is just part of prudent risk management that all organizations should practice.

Areas of importance that should be specifically addressed in the contract between the participating agencies:

I. Insurance: Commercial Automobile
   (This is the general category covering sedans, vans, and small buses.)

   A. Specific Areas of Coverage

      1. Liability

      2. Uninsured/under-insured

motorists

3. Additional insureds to include all participating agencies

4. Physical damage coverage of the vehicles

5. Comprehensive and collision deductibles

   It is important to specify which agency, the owner or the operator, will be responsible for paying the out-of-pocket deductible.

6. Medical Payments Coverage

   Under this coverage, the medical treatment costs of a person injured in an accident can be paid automatically by the insurance carrier without the injured person having to file a suit. Coverage amounts are usually $1,000-$5,000.

II. Insurance: Workers' Compensation

Workers' compensation insurance in Ohio is provided exclusively by the State Workers Compensation Program. You will want to ensure that coverage is in place for all employees of the participating agencies.

III. Insurance: General Liability

General liability coverage should include liability assumed by written contract or agreement.

IV. Hiring and Training Drivers

A. Objective driver selection criteria is critical to a good risk management program and should be established and agreed to among all of the agencies participating in the coordination project.

   Once the criteria has been established and accepted, the participating agencies must then agree that all of the drivers meet the standard at inception, and that a regular and ongoing program to maintain driver eligibility is put into place.

B. The lead agency may wish to oversee establishment and monitoring of the driver selection criteria, or delegate the responsibility to one of the participating agencies. Whichever you choose, it is better to have a single entity responsible for the maintenance of this effort.

C. Agencies may also wish to adopt the violations provisions of the Ohio Commercial Drivers License (CDL) for all vehicles operated in their project, regardless of vehicle size. These provisions require drivers to report to their employer within 24 hours any moving violation. A CDL driver is re-quired for any vehicle designed to transport 16 or more passengers, including the driver; however, as previously stated, you may want to adopt these provisions for all vehicles. Systems must also re-member that the requirement for vehicle operators to have a valid CDL is based upon the vehicle manufacturer's seating and weight classifications, <u>not</u> the functional seating capacity of the vehicle.

Using School Buses in Coordinated Transportation

School bus transportation has a very specific and limited scope of service. Buses are used only 184 days a year and in limited hours during those days. Bus drivers are more regulated and tested (on average) than are drivers of public transit or human service agencies that provide transportation. The average number of miles operated each year is low and the average speed at which they travel is low. Therefore, the exposure and risk for these vehicles is limited. Insurance companies are comfortable with covering these types of services and many insurors may be licensed to write only these policies in a state. A school system's insurance carrier, therefore, may not wish to, or may not be licensed to, write an insurance policy for school buses in a coordination effort.

If you choose to use school buses in a coordinated effort (and you are permitted to do so under State law–see further information below), you should:

1. Choose a dollar amount of insurance you wish to insure the fleet for.
2. Decide how to cover the cost (share among agencies, etc.)
3. Choose the agency which will provide the insurance coverage (school system, lead agency in coordination effort, etc.)

Currently, school buses may be used in coordination projects in Ohio only for the transportation of the elderly and in Ohio Works First efforts and only in those instances when students are not being transported. All costs of the school buses, including depreciation, must be covered by the coordination project.

If a school system wishes to participate in a coordination project under the instances outlined in the above paragraph, vehicle insurance can be addressed in one of two ways.

First, a school system can lease its vehicles to the coordination project <u>without</u> insurance. The lease agreement would specifically require the coordinating agency to supply the insurance coverage, and it would also set forth the coverage requirements and amounts. If this option is used, the legal counsel for both the school system and coordination project should review and approve the agreement prior to the actual lease. Other standard provisions that would be included in any lease arrangement, such as drivers, fuel, maintenance, etc., would also be addressed.

The second option is to include an endorsement in the school system's insurance policy which specifically addresses the use of the vehicles in the coordination project. The Statewide Transportation Coordination Task Force is currently working with the Ohio Department of Insurance and two insurance carriers to develop a standard endorsement to address this issue. This endorsement will be discussed in a future brief.

Mixing Client Populations

Typically in any coordinated transportation system, many client populations will be served at the same time. This should not be a problem for human service agencies since the population each serves has a scope similar to the other agencies in the coordination effort. However, insurance carriers have at times hesitated to cover agencies which are serving "mixed" client populations because of the increased risk.

It is important to understand that the risks are different for different client populations. Transporting school children is different from transporting the senior population. You can adjust to this risk and calm your insurance carriers' fears just by developing and adopting driver and training standards. This way, all agencies in your coordination effort can be assured that their particular customers will receive safe and reliable service regardless of who provides the service. Remember, public transportation providers have been mixing clients successfully for years.

Many coordination projects address the issue of client mixing by working to educate member agencies about not only the differences, but the similarities of their particular client population.

Learning to "Talk the Talk" or Selling your Transit System to your Insurance Carrier

Insurance and liability do not have to be barriers to coordinated transportation, although they may be hurdles. How do you cope with these? There are several keys.

1. First, you must learn the correct insurance terms. Describing your transportation system incorrectly can mean the dif-ference between coverage and being dropped. Insurance companies are driven by risk. The amount of your insurance premium is directly proportional to the amount of risk your carrier foresees in providing you coverage. The higher the risk, the higher the premium. Livery, taxi service, community transportation, and school bus transportation all have specific meanings to insurance carriers. Find out what they are. (Note: some basic insurance definitions are included at the end of this brief.)

2. Second, educate your current insurance carrier. If you don't speak "insurance-ese" chances are your carrier doesn't speak coordinated transportation. Explain your project, the agencies involved and your operating plan.

   This latter element is essential. Showing that you have standards for driver training, selection and retention as well as service provision that all coordination participants follow may mean the difference between coverage at a reasonable premium and coverage at an exorbitant amount, or no coverage at all. The more information you can provide to your carrier the better. Criminal background checks and pre-employment drug and alcohol testing are common requirements among transportation systems and go a long way to show insurance carriers that you are doing your part to ensure that you are hiring quality drivers.

   If you had the foresight to develop a risk management plan, or one of your participants has one that you can adopt for the coordination effort, be sure and provide this as well. Make your insurance carrier a partner in your coordinated effort, not an adversary.

3. Next, if your carrier can't (or won't) provide insurance coverage for you, find one that will. Coordinating transportation services makes sense from a community partner and "good neighbor," cost effectiveness and efficiency point of view. Don't give up just because the first carrier says no. Insurance companies can pick and choose what they cover. They may also not be filed in your state to be able to write the policy you need. Be prepared to "shop around." If your carrier cannot offer you the coverage you need, find one that will.

4. Finally, insurance and liability should be considered only as two issues in the bigger risk management picture for your coordination effort. ODOT's "Guide for Implementing Coordinated Transportation Systems" addresses risk management, as well as accidents and incidents, emergency procedures, Federal Transit Administration Drug and Alcohol Testing Regulations, insurance, and creating a risk management safety plan, in Chapter 7. If you do not have a copy of this publication, contact the ODOT Office of Public Transportation at (614) 466-8955.

Common Vehicle Insurance Terms

The following definitions will help you to read and understand the information in this brief and to communicate with your insurance carrier.

Liability: The portion of a policy that pays for bodily injury or damage that your vehicle does to others as the result of an accident. This is the most important part of any vehicle insurance policy. Example: Your vehicle hits a legally parked car with two people in it. There is substantial damage to the car and both people suffer neck injuries. This would be covered under your liability coverage.

Medical Payments: Limited payments (gen-erally $1,000 to $5,000) for medical treatment made to persons injured either on or by your vehicle. These payments are made regardless of fault to deter people from filing a liability claim. Example: Mrs. Jones trips over her loose shoe lace and falls on your bus. She then has a doctor's visit to bandage a bruised knee.

Uninsured Motorists: Provides coverage to you and your passengers should an uninsured motorist be at fault in an accident. Your insurance company pays on behalf of the uninsured driver. This also applies in hit and run situations. Example: Another driver rear ends your vehicle causing damage and injury to two passengers, then leaves the scene without stopping. He leaves so quickly that you cannot get his license number.

Collision: Coverage which pays for damage to your vehicle as the result of a crash with another vehicle or fixed object. Example: Your driver hits a tree causing $2,500 in damage to your vehicle.

Comprehensive: Comprehensive coverage provides payments to repair or replace your vehicle as a result of virtually all other causes, (except collision), such as fire, theft, flood, or vandalism. Example: Several of your vehicles are spray painted by a graffiti artist requiring repainting at a cost of $1,000.

Rich O'Hare, The Risk Management Center, Inc. and Dave Ellis, Ellis Insurance Agency, were contributors to this brief. Mr. O'Hare can be reached at (804) 784-0394 or via e-mail at rmcrich@aol.com. Mr. Ellis can be reached at (717)737-0200, ext. 300 or via e-mail at DEllis2628@aol.com.

For further information concerning the rules and regulations governing school bus use and operation, contact Don Dutton of the Ohio Department of Education at (614) 466-4230.

Information about the Statewide Transportation Coordination Task Force can be obtained by contacting Pat Moore at (614)466-8955 or the ODOT Office of Public Transportation's website, www.dot.state.oh.us/ptrans.

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APPENDIX F: COST ALLOCATION EXAMPLE

The following steps illustrate a basic approach to creating and using a cost allocation model.

Step 1: Allocate annual budget expenses for Agency A to fixed or variable cost categories

	Agency A Budget*	Fixed Costs	Variable Cost By Hours	Variable Cost By Miles
Operating Cost				
Drivers' Salaries & Fringe	$ 125,000	$ -	$ 125,000	$ -
Fuel & Oil	40,000	-	-	40,000
Tubes & Tires	1,400	-	-	1,400
Commercial Vehicle Insurance	12,000	12,000	-	-
Depreciation	50,000	50,000	-	-
Total Operating Cost	**$ 228,400**	**$ 62,000**	**$ 125,000**	**$ 41,400**
Maintenance Cost				
Mechanics' Salaries	$ 55,000	$ 55,000	$ -	$ -
Materials &Supplies	23,000	-	-	23,000
Shop Rental	14,400	14,400	-	-
Equipment Rental	6,000	6,000	-	-
Contracted Service	80,000	-	-	8,000
Total Maintenance Cost	**$ 178,400**	**$ 75,400**	$ -	**$ 103,000**
Administrative Cost				
Directors Salary & Fringe	$ 12,000	$ 12,000	$ -	$ -
Other Admin Salary & Fringe	30,000	30,000	-	-
Office Rent	1,400	1,400	-	-
Supplies & Equipment	12,000	12,000	-	-
Phones/Utilities	50,000	50,000	-	-
General Liability Insurance	2,500	2,500	-	-
Worker's Comp. Insurance	1,200	1,200	-	-
Total Administrative Cost	**$ 109,100**	**$ 109,100**	$ -	$ -
Total Transit Budget	**$ 515,900**	**$ 252,500**	**$ 125,000**	**$ 114,400**

Step 2: Divide total category costs by annual service data for Agency A

		Cost/Veh.	Cost/Hour	Cost/Mile
Total Annual Miles	145,000			$ 0.79
Total Annual Hours	4,833		$ 25.86	
Total Fleet Size	12	$ 21,041.67		

Step 3: Multiply amount of service requested by Agency B by Agency A's allocated category costs (from Part 2) to calculate total cost of service charged to Agency B.

	Service Requested	X	Agency A's Allocated Costs	=	Cost
Miles	5,000	X	$ 0.79	=	$ 3,944
Hours	200	X	$ 25.86	=	5,172
Dedicated Vehicles	0.50	X	$ 21,041.67	=	10,521
Total Cost of Service to Agency B:					**$ 9,637**

*Figures are hypothetical

Source: WCEC Engineers, Inc. 2009