



# HANDBOOK

for Creating  
Local Coordinating Councils  
in Colorado

Version 1  
April 2009



Prepared by:



**The Colorado Interagency Coordinating Council for  
Transportation Access and Mobility**

**Handbook for Creating Local Transportation  
Coordinating Councils in Colorado**

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In Association With:  
RAE, Inc.

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# 1. INTRODUCTION

Colorado is facilitating the coordination of human service transportation programs throughout the state. This handbook has been produced by the Colorado Interagency Coordinating Council for Transportation Access and Mobility (Colorado Council) to assist you in coordinating transportation resources and establishing local or regional coordinating councils. It provides a decision-making framework for determining how to establish your council to best address local mobility priorities. There are important issues for each region in the state to consider when setting up coordinating councils. This handbook guides you through the major steps in the process and provides information and referrals regarding available transportation services.

## HANDBOOK OVERVIEW

This handbook is not an all-inclusive source of information; it provides the foundation and resources needed to move your county or region forward. Each region is unique. In some cases, especially in urban areas, it may make sense for a single county to set up a local council. However, generally it is expected that councils will include several counties and be regional in nature. This handbook uses the term “local” to include the boundaries chosen at the local level-whether that is one county or more than one county. Consider the special characteristics of your region when forming a local coordinating council and use the strategies in this document that best align with the needs and goals of your region.

This handbook includes chapters on the following topics:

- Chapter 2: Why Coordinate
- Chapter 3: Local Coordination
- Chapter 4: Getting Started
- Chapter 5: Moving Your Council Forward

Also, at the end of each chapter is a short section on frequently asked questions. The appendices contain sample tools to use-including fact sheets on individual funding programs, literature resources and coordination policies.

This is the first version of the handbook. It will be tested in 2009 and then improved based on comments from those who use it as a guide in the field. Your comments are solicited and welcome. Call or email Sylvia Labrucherie at CDOT, whose contact information is listed in the beginning of this handbook.

## 2. WHY COORDINATE?

This chapter provides background information on coordination as well as recent activities at the Federal level and in Colorado. Finally, this chapter discusses characteristics of Colorado and how services are delivered which sets the stage for the approach to coordination recommended in this handbook.

### The Premise of Coordination

Coordinating individual human service transportation programs makes the most efficient use of limited transportation resources. Coordinated programs avoid duplication caused by overlapping individual program efforts and encourage the use and sharing of resources. In communities where coordination is a priority, citizens can benefit from more extensive service, lower costs, and easier access to transportation. Coordination can improve overall mobility within a community, particularly when human service agencies are each providing transportation to their own clients.

Through coordination the inefficiencies within disparate operations can be eliminated and common trip patterns that could be served by a single vehicle, rather than several vehicles, can be identified. Greater efficiency helps to stretch the limited (and often insufficient) funding and personnel resources of these agencies. Coordination can lead to significant reductions of per trip operating costs for transportation providers, reduce administrative burdens, and encourage better understanding of transportation costs. People in need of transportation also benefit from enhanced transportation and higher quality services when operations are coordinated.

### A National Mandate to Coordinate *United We Ride*

For years, two federal agencies that fund many transportation programs, the U.S. Department of Transportation's Federal Transit Administration (FTA) and the U.S. Department of Health and Human Services (HHS), have been working together to promote coordination of their particular transportation programs in order to reduce duplication and overlap. That effort was enhanced in 2004 when Executive Order 13330 was signed, requiring federal agencies to work together to improve human services transportation. That Executive Order established the

Interagency Transportation Coordinating Council on Access and Mobility (CCAM) at the federal level.

Furthermore, with the passage of the most recent highway reauthorization legislation in 2005, SAFETEA-LU, project requests for grant funding under FTA Sections 5310 (transportation for elderly and disabled), 5316 (Job Access/Reverse Commute), and 5317 (New Freedom) must be derived from a locally-developed human service-transportation plan. SAFETEA-LU requires that states coordinate public human services transportation plans such as the Denver Regional Council of Governments (DRCOG) long-range Transit Element planning document amended in November 2007 or CDOT's 2035 long-range plan that includes human service transportation plans.

As a result, four federal agencies (FTA, HHS, Labor, and Education) launched a new initiative, *United We Ride*, to break down barriers between programs and set the stage for creating state and local partnerships that generate common sense solutions. These partnering federal agencies encouraged states to form similar coordinating councils and provided various resources to assist them.

Since the inception of *United We Ride*, significant progress has been made. A variety of federal policies have been developed to support coordination from federal agencies. Most states now have *United We Ride* Coordinated Transportation Plans, and thousands of transportation providers, human service agencies, and consumers have participated in identifying local needs and coordination strategies.

## 2007--2010 UNITED WE RIDE ACTION PLAN<sup>1</sup>

To move Executive Order 13330 forward, CCAM recommended an Action Plan for United We Ride. The goals and key objectives of the Action Plan, as presented on the website ([http://www.unitedweride.gov/1\\_51\\_ENG\\_HTML.htm](http://www.unitedweride.gov/1_51_ENG_HTML.htm)) are listed in the figure below.

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<sup>1</sup> For more detail, see the Progress Report: Implementation of Executive Order 13330 Human Service Transportation Coordination, February 2005 – February 2008.

**Figure 2.1: United We Ride Action Plan 2007–2010: Implementing the Executive Order on Human Service Transportation**

Goal 1: More rides for target populations for the same or fewer assets.

- Track the implementation of the “Coordination Planning Policy” and “Vehicle Sharing Policy.”
- Develop, adopt, and implement cost sharing principles.
- Assist communities with full education and inclusion from all stakeholders during the development of state coordination transportation plans.

Goal 2: Simplify access.

- Implement Phase I and Phase II of the United We Ride/Mobility Service for All (MSAA) Demonstration Grant Program.
- Develop and Disseminate information on how to use Intelligent Transportation Systems (ITS) for enhancing simplified points of access.
- Provide technical assistance and training for communities.
- Collaborate with Federal partners on addressing specific transportation needs emergency preparedness planning, response and recovery.

Goal 2: Increase customer satisfaction.

- Develop and disseminate customer focused information, tools and fact sheets.
- Share mechanisms and strategies regarding customer satisfaction
- Conduct a National Leadership Award.

## Colorado's Coordination Activities

**Figure 2.2 Getting There Collaborative Quote**

To improve the coordination of human service and public transportation programs, Colorado has pursued a bi-level strategy. This includes: (1) a state-level coordinating council, and (2) local or regional coordinating councils. The state level council seeks policy changes and other steps to create an environment supportive of coordination. The local level councils implement coordinated transportation programs, oversee the agencies that provide coordinated transportation in their respective areas, and provide feedback to the state council as to what is working and what problems need to be addressed.

“At the county or regional level the focus is on the operational and logistical aspects of coordinating resources and providing effective mobility. At the state level the focus is on supporting coordination through the regulatory framework that is established for each program.”

*Getting There Collaborative Analysis of Colorado's Human Service and Public Transportation Networks, 2005, Page 6-6.*

Full report is available at:  
[www.rdfdenver.org/publications\\_reports](http://www.rdfdenver.org/publications_reports)

The Colorado Interagency Coordinating Council for Transportation Access and Mobility (“Colorado Council”) was created in the summer of 2005 in response to the federal *United We Ride* initiative. Then Governor Owens named the Colorado Department of Transportation (CDOT) as lead agency and asked representatives from a wide range of key stakeholder groups to participate. Government agencies represented on the council include agencies that fund human services transportation and those whose programs and customers depend on such services. Departments of Education, Human Services, Transportation, Health, and Department of Labor Workforce Development Programs are represented. Non-profit organizations representing persons with disabilities, seniors, and transit providers are also members of the Colorado Council. The acknowledgement page at the beginning of this handbook lists the full Colorado Council member roster.

The Colorado Council is in its early stages but is conducting a strategic planning process and has efforts underway to support coordination. The following is the draft mission statement being considered by the Colorado Council.

**Figure 2.3: Mission Statement for State Council (Draft)**

**Mission Statement for State Council (Draft)**

The Mission of the Colorado Interagency Coordinating Council for Transportation Access and Mobility is to improve Colorado citizens' access to health, human and employment services by:

- Promoting coordination of human service agency transportation and public transit services at the state, regional, and local levels;
- Providing services at the state, regional and local levels;
- Fostering a policy and regulatory environment that supports coordination and maximizes resources at the state, regional, and local levels;
- Establishing and maintaining regular communication between the council and local coordinating councils, and health/human/employment service programs; and advocating for transportation services.

This handbook is the result of the Colorado Council's efforts. It is designed to assist local and regional entities establish coordinating councils, to improve the mobility of their residents, and to encourage the efficient use of scarce transportation resources.

## UNIQUELY COLORADO

Colorado is not a "top-down" state. Instead of having human service programs operated at the state level, Colorado is one of only 13 states in which human services programs are administered and delivered at the county level. While there is some consistency in county human services programs, each county has somewhat different policies, procedures, and areas of emphasis. These differences developed in response to different concerns and issues.

Local control gives Colorado residents programs designed to meet the needs of the diverse areas of the state. One result is that there isn't a "one-size fits all" model that can be used to coordinate transportation services across the State. The model that works in your region will reflect specific characteristics (such as how services are organized and delivered), the mobility needs, and the resources available. Several other factors prohibit a single approach:

- Program region boundaries aren't the same among Area Agencies on Aging, Community Centered Boards, CDOT Transportation Planning Regions, and other programs;
- The level of public transit service varies widely across the state; and,
- The location of services (such as medical centers or mental health services) and jobs plays an important role in determining what mobility services are needed.

How can coordination be done most effectively at the local level? What tools and structures are needed to coordinate transportation resources among Colorado's diverse towns, counties, and regions? How can the needs of the consumers be best met through coordinated service? *Flexibility will be key!*

In each region, stakeholders will have to determine the specifics of how services are delivered and how to work together to bridge critical mobility gaps. Flexibility will also be needed in deciding the geographic boundaries for your local council. You may wish to join with neighboring regions to address specific issues that cover larger areas or different regions.

Another outcome of Colorado's emphasis on local control is that many decisions about how to coordinate transportation resources will be made at the local level. This requires that a wide range of people will need to understand the benefits of coordination activities and how they can be implemented. As such, education about the value of coordination will be important. The information in this handbook, including information on what can be done and how to do it will also be important to local efforts.

## COUNTY FOUNDATION

Because many human service programs are managed at the county level, coordinating councils should be established at a county level or for multiple counties. Multiple county or regional coordinating councils are encouraged as it is believed that regional councils are appropriate in many parts of the state.

Colorado's mountainous terrain results in some residents traveling to the most accessible location for services, even if it is in another county. A county may participate in a primary local coordinating council but also have agreements with

another council. Or, a regional agency (such as an Area Agency on Aging or Workforce Investment Area) may participate in more than one local council because their boundaries may span more than one geographic area. Some transportation issues may be best solved if counties along a transportation corridor work together to provide services to regional centers. Again, flexibility will be key.

## PROGRAMS OPERATED BY THE STATE OR ON A REGIONAL LEVEL

A characteristic that is uniquely Colorado is that counties can opt out of providing some services. For example, in many counties the State operates workforce programs on a regional basis. Another example is the provision of Medicaid Non-emergency Medical Transportation. Some counties use a brokerage to provide this service, others do not.

Some programs are managed at a regional level, combining several counties into a larger region. Colorado provides services to individuals with developmental disabilities through 20 regional Community Centered Boards. There are 16 Area Agencies on Aging that fund services for seniors. Unfortunately, boundaries of these service regions are quite different. Again, some organizations may need to participate in a primary coordinating council but have an affiliation with a secondary coordinating council.

## Frequently Asked Questions

*1. Why should I participate in a coordination process? What will I get out of it?*

Coordination is being promoted for very practical reasons. There simply is not enough money to meet the need for transportation services. Coordination provides an opportunity to serve more people in a more cost effective manner.

Also, if you expect to receive funding from the Federal Transit Administration (FTA) you must participate in coordination activities with other transportation providers and human service agencies in your area. A wide range of agencies receive funding each year for vehicles to use for client transportation. At a minimum you must be included in a Coordinated Public Transit-Human Services Transportation Plan for your area. But that is just the base level. If your community or clients need mobility to access services or employment, there may be value for your organization in collaborating with other agencies with similar needs.

*2. The requirement for coordination has been around for a long time, what's different now?*

An Executive Order by President Bush and federal legislation now require coordination, before it was only strongly encouraged. There are now many areas that have shown how effective coordination can be in both urban and rural areas. Both research documenting the economic benefits and toolkits to help local entities implement coordination have been developed.

The Federal United We Ride initiative includes action at the federal, state and local levels to further coordination. A variety of Federal agencies are participating so many programs are getting involved. Policies on coordination, vehicle sharing and cost sharing have been adopted by many federal agencies. Grants have been provided to state and local agencies to examine and overcome barriers to coordination.

### 3. LOCAL COORDINATION

This chapter provides information on how local or regional councils are set up and the activities in which they may engage. It includes a discussion of why a local council is beneficial and presents three distinct levels of coordination activity. In addition, information about the relationship of the Colorado Interagency Council on Transportation Mobility and Access (“Colorado Council”) to local councils is included, with information on the types of support that may be available from the Colorado Council.

#### What is a Local Coordinating Council?

A local coordinating council implements and/or oversees the provision of coordinated transportation in their community or region. The local council also provides feedback to the Colorado Council as to what is working and where State level assistance may be needed.

Local coordinating councils consist of stakeholders with an interest in improving mobility or providing transportation services. The most effective councils are diverse organizations that reflect community values and are able to build local support for their actions. Common participants include:

- Counties (e.g., social service, planning, and transportation departments)
- Cities (e.g., transportation, community service, and senior programming departments)
- Area Agency on Aging
- Community Centered Board
- Workforce Board
- Transit providers
- Advocates for human service client groups
- Other organizations that fund human service transportation (e.g., United Way)

Local coordinating councils may undertake a variety of activities. Such activities will reflect the specific needs of the area, the location of services and jobs, options for mobility improvements, and existing services and available resources. One local council may primarily serve as a forum to exchange information and/or perform an information and referral function; another may contract for services; and still another may serve as a broker for Non-emergency Medical Transportation and other transportation services. An effective strategy is to start small with limited activities and achieve successes before taking on more complex activities. Below is a list of activities to consider:

- Providing information and referrals regarding available transportation services
- Coordinating human service organizations and public transit providers
- Setting policies and priorities for specialized transportation services
- Monitoring services that are provided, from service quality to cost
- Soliciting local and federal funds to support specialized transportation services
- Prioritizing competing grant applications
- Developing policy positions on issues affecting coordination of services and the provision and funding of transportation services
- Establishing and managing a call center for transportation information
- Serving as a broker for specialized transportation services or assets, such as shared vehicles
- Serving as a broker for non-emergency medical transportation
- Contracting for transportation services
- Identifying obstacles to coordination and work with the Colorado Council to remedy

An important role for local councils is to communicate with the Colorado Council. The Colorado Council needs to hear from local councils to ensure the Colorado Council is addressing the most critical issues for local councils. Local

councils will rely on the Colorado Council to provide technical and administrative support and to help address legislative issues.

## **Why Set Up a Local Coordinating Council?**

There are several positive outcomes achieved through collaboration. One is increased efficiency that may be achieved through more grouping of individuals traveling to the same location or reduced duplication of services or equipment. Another is enhanced access to social and health services, education, and jobs. Depending on the services provided, this improved mobility might impact different populations. A third benefit is the improved use of community resources. For example, if the same services can be provided with fewer vehicles, then the cash spent on insurance and capital is reduced. Other resources might be shared as well: staff training, computer software, or call center staff are areas where sharing may be possible.

These efficiencies may result in serving more people within available funds or might enable the community to use scarce resources for other services. Finally, collaboration can result in providing transportation in ways that contribute to livable communities and a vital economy.

These outcomes are valuable but do not occur immediately. Time is needed to organize and to build consensus around how to proceed and then to initiate coordination activities. Also, at the beginning many communities find additional staff time is needed to implement changes. As service efficiencies are realized or service availability is increased, the community will begin to see the long term benefits.

## **Levels of Coordination Activities**

The chart on the following page illustrates three levels of coordination activity: (1) creating a Working Group, (2) creating a simple Coordinating Council, and (3) creating an extensive Coordination Council. A primary goal of this handbook is to guide you through the process of determining which level of coordination is right for your region, and then to provide tools to aid in implementation.

**Figure 3.1: Levels of Coordination**

	<b>PURPOSE</b>	<b>CHARACTERISTICS</b>	<b>STRUCTURE OPTIONS</b>
<b>1: Working Group</b>	<ul style="list-style-type: none"> <li>♦ To share information.</li> <li>♦ To identify issues and opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>♦ Individual agency decisions and actions.</li> <li>♦ Agencies respond to requests and recommendations from others.</li> </ul>	<ul style="list-style-type: none"> <li>♦ Conduct as part of existing planning process (Transportation, AAA, Transit, etc.).</li> <li>♦ Set up an informal group that meets regularly.</li> </ul>
<b>2: Simple Council</b>	<ul style="list-style-type: none"> <li>♦ To share information.</li> <li>♦ To identify issues and opportunities.</li> <li>♦ To advocate for services or coordination.</li> <li>♦ To implement one or more specific coordination activities.</li> </ul>	<ul style="list-style-type: none"> <li>♦ Joint goal setting and problem solving.</li> <li>♦ Several agencies work together on specific projects.</li> <li>♦ Responsibility for funding and decision-making remains with individual agencies.</li> </ul>	<ul style="list-style-type: none"> <li>♦ Agreements are needed between agencies, a Memorandum of Understanding (MOU) or Intergovernmental Agreement (IGA) could be used.</li> <li>♦ Non-profit agency (incorporated).</li> <li>♦ Group structure is formalized, likely as part of agreement.</li> </ul>
<b>3: Extensive Council</b>	<ul style="list-style-type: none"> <li>♦ To share information.</li> <li>♦ To identify issues and opportunities.</li> <li>♦ To advocate for services or coordination.</li> <li>♦ To implement several coordination activities.</li> <li>♦ To assume responsibility for functions such as service provision (direct or contracted), brokerage, or call center..</li> </ul>	<ul style="list-style-type: none"> <li>♦ Unified goal setting, programming and budgeting</li> <li>♦ Transportation funding within a lead agency or free-standing agency with own budget.</li> <li>♦ Responsibilities for specific activities are transferred to the Council or lead agencies.</li> </ul>	<ul style="list-style-type: none"> <li>♦ Intergovernmental agreement.</li> <li>♦ Regional Transportation Authority.</li> <li>♦ Non-profit agency (incorporated) contracting with public agencies.</li> </ul>

Communities receiving Federal Transit Administration (FTA) funding are required to participate in coordination planning. Agencies or communities not receiving FTA funding are not required to participate. The level described as Working Group is adequate to meet this requirement at present.

Remember that coordination generally develops over time, so expect your region to start with small steps and build to more complex activities as you gain experience, trust, and value from your initial activities. It is common to start with a Working Group, then create a simple coordinating council, and over time to take on more activities.

Once the initial Working Group considers community needs, the result may be a decision to maintain the Working Group, rather than establishing a local council. There may be several reasons for this Stakeholders may not see how mobility needs would benefit from coordination, they may not have the staff time to work on coordination, or simply may not seeing how working together would benefit individual programs. In this case, simply continuing the Working Group may be the best option. At a minimum, a Working Group can share information, reassess opportunities for coordination, and ensure that projects are included in a Coordination Plan if the region wishes to continue receiving FTA funding. If FTA funds are not going to be pursued, then there is no official requirement to coordinate human service transportation and public transit services.

Over time, your area may be ready for more coordination activities as community needs change and stakeholders see the benefits elsewhere As the chart shows, the higher levels of coordination include creating a simple Coordinating Council or and Extensive Coordinating Council. The real “meat” of coordination begins to take place when these two levels are reached.

## What Makes a Local Coordinating Council Successful?

A “Top 10” list of items critical to local coordinating council success, based on research and best practices, is presented below. Every coordinating council is unique, but these are some of the components shared by successful councils.

- ♦ **A formal governing framework** is in place, with written guidelines that has the **support of policy makers** from the public and private sectors, including human service agencies and public transportation providers.

- ◆ **A formal action plan** is in place that supports the **goals, vision, and desired outcomes** of the Council. The Council must be able to set realistic action priorities, based on individual community characteristics and it must regularly assess progress made in implementing those actions.
- ◆ **The Council is active, meeting regularly** to monitor progress and to quickly respond to changing community needs.
- ◆ The **Council is flexible** and open to new members and changing services, responding to changing community needs.
- ◆ **Passenger information is accessible and user-friendly.** The process of obtaining a ride is easy and seamless for passengers.
- ◆ There is an **inventory of the resources, programs, and services** in the Council's influence area that identifies potential coordination options. The inventory also includes an environmental scan that assesses the political, programmatic, and social environment.
- ◆ The local council **communicates** with the Colorado Council, identifying issues where support is needed and utilizing available resources.
- ◆ A **cost accounting system** is in place to accurately reflect the full costs of providing services. A **cost allocation system** is agreed to by all participants that fairly assigns costs to each partner.
- ◆ **Resource sharing is in place to avoid duplication of costly program elements.** Sharing of operating facilities and administrative services as well as allowing for flexibility in using the available vehicles so that the ability to transport people is not restricted, any more than necessary, by categorical claims to vehicles.
- ◆ **Interagency cooperation** occurs through referrals information sharing, establishing uniform methods of billing or reporting, and strategic use of capital.

Coordination is a multifaceted process and no two coordination projects are the same. The above "Top 10" points present a long-term goal, a target to aim for in developing a more coordinated service delivery approach in your area. Over

time each of the “Top 10” items will need to be addressed. Some will be easier and quicker to implement than others.

Keep in mind that communities work differently and each has a unique way of doing business and implementing changes...The characteristics of your community will be reflected in the local council you set up.

Patience and persistence will be needed! Even under the best circumstances, effective coordination is a challenging process. With commitment and perseverance your coordinating council will evolve, moving forward with specific projects that result in improved services for the residents of your community.

## **What Help can my Community Expect from the Colorado Council?**

The Colorado Council is committed to supporting the development of local and regional councils throughout the State. This manual is an example of the type of project being undertaken to provide local councils with support. Additional projects are in the planning stages, such as developing materials for training and information sharing with local agency staff and elected officials, and developing common accounting and cost allocation methods.

As the lead State agency for the Colorado Council, the Colorado Department of Transportation intends to provide support to local coordinating councils. CDOT recognizes that it’s important to have some consistency and information sharing among the local councils, and that some technical assistance will be needed for what is a relatively new field of endeavor in Colorado.

CDOT intends to offer the services of a consultant that will be able to provide some limited technical assistance and advice to all local councils. In addition, CDOT intends to provide small grants to a limited number of councils, particularly where financial resources are scarce. CDOT will also seek to obtain assistance from other State and Federal agencies that are part of the statewide council.

The many State agencies that are participating in the Colorado Council will provide information to their staffs and the various organizations that carry-out their programs at a regional and local level on the benefits of coordination and on

how their organizations may coordinate resources. There is broad support for providing training and for having program staff participate in the development of councils at the local and regional levels.

The Colorado Council is in its early stages and will continue to develop alongside local councils. Your comments and questions are solicited as understanding the issues and needs faced by local councils will strengthen the Colorado Council's ability to provide support to coordination activities on the ground.

## How Do We Begin?

Chapter 4, Getting Started, and Chapter 5, Moving Your Local Coordinating Council Forward, of this handbook provide detailed information on how to set up a local coordinating council. Chapter 4 covers the initial steps in which a working group is convened to make basic decisions about what the local council will do, the geographic area that will be covered, and the organizational structure that will work best in your community or region. Chapter 5 addresses the steps taken to formally establish a local council and to move forward with activities.

## Frequently Asked Questions

*1. What is likely to be the biggest benefit to my organization and what guarantee of success do I have?*

Experience shows that when agencies meet to discuss how to work together in providing transportation services, they learn more about other services being provided and ideas are born in terms of coordination possibilities. The dialogue itself generates ideas and potential opportunities. However, coordination is a long-term process requiring creativity, dedication and perseverance. Success often comes only through time and effort and there are no guarantees. Experience has shown, however, that success is possible and the rewards can be great.

*2. What is likely to be my biggest challenge in participating in a local coordination effort?*

There are many challenges to coordination and they will vary with each local area. Typical obstacles include: individual agency fears of losing something through the coordination process, the time and staff required, the complexity and

client-specific nature of federal and state funding programs, and negative group dynamics.

*3. What will happen if I don't participate?*

If your agency chooses not to participate, your agency risks losing Federal Transit Administration funding (administered by CDOT). This includes the funds supporting the purchase of vehicles for client transportation. Perhaps more importantly, you also risk not being part of an effort to improve the availability and effectiveness of transportation services in your area and slowing a process that could be beneficial to your agency and your clients.

*4. What will my role be and how much time will it take?*

Your role will vary depending on your level of interest and time availability, as well as the specific nature of the coordination process in your area. If you choose to take on the role of lead agency, your involvement is likely to be extensive. If not, your role could be large or small, at your discretion.

*5. How long will I need to be involved?*

Coordination is a long-term process and you should expect to participate on an on-going basis. However, your level of participation will be of your choosing and it may vary over time from extensive to minimal depending on dynamics within your organization and the specific coordination process taking place in your area.

*6. What if it turns out to be a waste of time or if it starts going in a way that's not comfortable for me?*

In a local or regional coordination process, you will be expected to actively participate. If things aren't going well from your perspective, it is important that you voice your concerns. Coordination is a dynamic process requiring dedication, honest communication, and flexibility. Participants need to have integrity with each other and be motivated to make the effort a success.

## 4. GETTING STARTED

This chapter of the handbook discusses the steps necessary to determine what level of coordination is appropriate and to identify the purpose and scope of local transportation coordination activities. Community stakeholders need to ask and answer important questions, such as:

- Does the community have the capacity, desire, support, and readiness to embark upon a project to better coordinate human service and public transportation services?
- What are the appropriate geographical boundaries?
- What is the best organizational structure for coordination activities?
- How does the region ensure community buy-in and support of the coordination of human service and public transportation services?
- What resources will be required to carry this out?

Addressing these questions informally through a working group will enable stakeholders to determine if a local coordination council is appropriate and the most effective way to establish a council. The process of making decisions will involve investigation and discussions of issues and potential solutions, evaluation of opportunities, and building a consensus for action. Once the decisions have been made, the local coordinating council should be formally established and begin to function. The formal establishment of a council is covered in Chapter 5.

The complexity of this undertaking will vary depending on the size of your region, the number of human service and public transportation providers, where jobs and services are located, and how services are provided. The basic steps are the same for all areas. If a decision is made mid-way in the process that it is important to involve another geographic area, then some of the steps may need to be repeated.

This chapter covers four basic start-up activities: (1) establishing a working group, (2) addressing framework items, (3) determining structure, and (4) building consensus. To get things started, some type of Working Group is recommended. The working group will determine the approach your region will

take to coordinate transportation resources. Next, key framework pieces will need to be identified. These include clarifying your purpose, assessing your readiness to move forward, identifying key initial activities and determining geographic boundaries. Options regarding the structure of your coordination effort will also need to be evaluated. Finally, how well consensus is built among community stakeholders? Each of these is addressed below.

## Establishing a Working Group

We recommend a working group as a forum to determine if the region is ready to establish a local coordinating council and the overall purpose of the council. Establishing a council is a significant undertaking so it is important to have community stakeholders at the table who are committed to carrying out the process.

In convening a working group, be sure to:

- Engage representatives from a broad spectrum of the community so that a variety of perspectives can be considered. Understand their values, program priorities, needs, resources, and interests of many organizations.
- Include people who can assess information at a big-picture or conceptual level and who can communicate effectively with other stakeholders.

Your working group should represent key segments of the community, be able to address a range of issues, and make key decisions. You will need people who have broad knowledge of the community, are comfortable making decisions, and can communicate effectively with others. The next section identifies potential participants.

- There are a variety of questions your working group will also address as it determines next steps. If it is determined that a coordinating council is needed, these questions will include the following:
- What will be the mission of the local council and who needs to participate to accomplish the mission?

- How many organizations will be needed to get full representation, yet keep the group to a manageable size? Will subcommittees be needed to reflect either program or geographic diversity?

The working group will need to address each of the questions listed at the beginning of this chapter and recommend a range of coordination activities that may be appropriate for the region.

In rural areas, the core group of a local council may be easy to identify and may simply be the initial working group. In urban areas or areas with a broad geographic range, it may be useful to invite a broad spectrum of agencies to a symposium to determine the level of interest in developing a coordinating council. Those who are most interested will serve as the working group. The final council will likely have a multi-level structure with a core decision-making group.

This next section describes potential participants in a local council. The working group members will be drawn from the larger group of potential participants.

## PARTICIPANTS IN THE LOCAL COUNCIL

To identify potential participants from your community, review the organizations and groups in your county or region that have a stake in human service, medical, employment and public transportation. Do not have only organizations that *provide* transportation services but also those which *need, arrange, or fund* transportation services. The text box on the next page lists a range of agencies that might be interested in participating. Did you forget anyone crucial? To identify all potential participants you can.

- Inventory all transportation providers, social and health services programs, educational programs, medical care facilities, etc.;
- Ask key participants to identify others who have an interest in the outcome;
- Identify the types of participants needed and develop a contact list;
- Create a geographical checklist (i.e., have all areas of the county/region been included?);

- List the special transportation needs groups. (Have organizations providing human services to all special needs groups been identified and included?); and
- Recruit users of the system who could be active advocates for their needs.

## Selecting Members

A local coordinating council is a formal, multi-purpose, long-term alliance of community organizations, individuals, and interest groups that work together to achieve common goals regarding human service transportation. Some councils consist of a relatively small group of agencies who actively coordinate transportation services and who do outreach to other stakeholders. Other councils are broad alliances of organizations and interest groups. The type appropriate in your community will be based on mobility needs, interest among potential participants, and the activities that will be undertaken<sup>2</sup>.

Consider the following for potential participants of your initial working group:

- Inviting groups/agencies/people that have already done work to coordinate transportation;
- Ensuring complete representation from all groups and sectors that are affected by, or that have a role in, special needs transportation.
- Involving active participants from throughout the coordination boundaries.
- Including key purchasers, providers, and users of special needs transportation;
- Considering those who will be affected by the work of the coalition;
- Considering:
  - Who needs to be at the table versus who simply needs to be in the communication loop
  - Who can make decisions and *do the work*, and not just be bodies to fill the chairs

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<sup>2</sup> The desirable membership will vary based on the level of coordination and types of activities that will be undertaken. See Chapter 2 for a description of the levels of coordination (Working Group, Simple Coordinating Council, or Extensive Coordinating Council) and later in this chapter for a discussion of potential activities.

**Figure 3.2: Potential Participants in Your Local Coordinating Council**

- AIDS Networks
- Area Agency on Aging and County Councils on Aging
- Business organizations (e.g., Chamber of Commerce)
- Community Centered Boards for the developmentally disabled
- Community colleges, colleges, and universities
- Consumer or client advocacy groups
- County and city governments
- County Board of Social Services
- Day care facilities
- State government offices (e.g., field representatives for Departments of Labor and Employment, Local Affairs, Human Services, Vocational Rehabilitation, etc.)
- Economic Development Council
- Emergency transportation providers such as ambulances and fire departments
- Employer representatives from major employers
- Faith/church groups
- Head Start and Migrant Head Start programs
- Health department, nursing service or regional health district
- Hospitals and other medical facilities
- Housing Authority
- Independent living facilities
- Kidney dialysis programs
- Low income housing projects
- Medicaid brokers
- Mental or behavioral health organizations
- Nursing homes and assisted living facilities
- Other major community planning groups
- Parent-teacher associations
- Private funding sources such as United Way, Easter Seals, and foundations
- Private industry council
- Physicians

- Who can act on behalf of their organization
- Who in the participating organization has knowledge of, or experience with, transportation as it relates to their organization; and,
- Who can make or break your product/process/decisions.

## Making Membership Choices

A process for selecting local council members should be decided upon and applied early on. There are a variety of approaches. Decide if it is the role of the lead organization to do this or if it is the responsibility of the working group. Some options are:

- Recruit based on needed skills, knowledge, and experience.
- Ask each organization to appoint a representative, with the understanding that they will be able to speak for their organization at a staff level.
- Ask for volunteers.
- Form a membership recruitment and selection committee.

## ADMINISTRATIVE DETAILS

Depending on how long you expect the working group to function, there may be ongoing administrative details to be taken care of, including:

- Maintaining mailing lists, taking minutes, distributing materials, scheduling meetings, and providing basic support functions;
- Setting agendas;
- Chairing meetings;
- Communicating with the State Interagency Coordinating Council;; and
- Ensuring accessibility of meeting sites and information.

Will the working group require several meetings with ongoing information sharing and debate or will it be able to make decisions in one or two meetings?

For those working groups that expect to have more than one or two meetings the following operating procedures are important.

## OPERATING PROCEDURES

Agree on the operating procedures for the working group early to avoid conflict later. Note that procedures will be a consistent theme as you move forward it is very important to address objectives and determine how you will handle decisions at each step of the way. Decide early in your process:

- How decisions will be made;
- Whether consensus is a goal;
- If committees or work groups will be established;
- If all organizations and groups will participate on an equal basis;
- How to encourage open, honest discussions of issues including why members are, or are not, in favor of transportation coordination;
- The purpose and potential outcomes of transportation coordination; and
- How to provide opportunities for all members to express opinions and ideas.

## ROLES AND RESPONSIBILITIES

It is also important to clarify working group roles and responsibilities.

- What is expected of each participant?
- What support is desired from the Colorado Council and CDOT or other state or federal staff?
- Who will be assigned responsibility for each of the activities and work products of the working group?

## Addressing Framework Items

Early on: (1) identify the purpose of transportation coordination in your region, (2) assess readiness to coordinate services, (3) identify potential activities that

would enable the region to improve mobility, and (4) determine the area which is proposed to be covered by the local council

## PURPOSE

Define the problem that needs to be addressed. This is the crucial first step.  
Develop consensus on the problems and potential solutions. This sets the stage for working together and determining the types of activities that will be pursued.

The goal of this step is to determine whether the community has the interest to embark upon a project to better coordinate human service and public transportation services. Can one or more problems be clearly defined and potential solutions identified? Is there a reasonable expectation of support for the human and financial support that is expected to be necessary to address the problem?

At this point, the working group won't have all the answers. A good deal of work will be needed to identify how specific solutions can be applied, what the costs and benefits of the work will be, and how a consensus for a specific course of action will be built. The working group's responsibility is to assess if the community or region has a clear focus on the problem or problems that need to be addressed.

## READINESS

A good tool for assessing readiness to coordinated transportation and beginning to manage mobility services is the self assessment tool called Framework for Action developed by United We Ride. This tool can help communities understand where they are with coordination, define their priorities, and develop an action plan. The Framework for Action focuses on a series of core elements that are represented in categories of simple diagnostic questions to help groups and communities assess their readiness to move forward by helping them to understand what has been achieved and define a shared vision for transportation coordination

This assessment tool is meant to be used with a group: either an existing organization or a group of stakeholders such as transportation providers, client agencies, human service advocates, and others. It includes three steps:

- **Assess.** The first step is for each person to individually assess the existing system using a simple rating system.
- **Share Findings.** After the individual assessments are complete, the group partners share their findings, notes, and solutions for improvement. The conversation explores questions such as: Where are we doing well? Where do we need to do much better? What does it take to get to the next level?
- **Develop an Action Plan and Take Action.** After a thorough assessment of the system, next take action, focus on the areas where the group agrees it needs to do better and develop strategies and steps for moving forward.

## ACTIVITIES

Local coordinating councils can undertake many different activities. Councils are encouraged to inform others of service availability and client needs, evaluate needs, and identify options for meeting those needs. Other important activities are to set goals and objectives, prioritize activities or funding requests, and identify policies and practices so the region can meet its mobility and service coordination goals.

Each area has unique issues. Consider the following as potential solutions:

- Providing information for transportation resources in the community;
- Establishing a call center;
- Providing mobility management services;
- Providing services such as marketing; driver training; or joint procurement of supplies, equipment, or vehicles;
- Developing a cost allocation system that better justifies costs charged for transportation services or that makes billing easier;
- Serving as a regional grant administrator, submitting grants multiple programs, and allocating resources to meet community needs based on local priorities;
- Developing a regional brokerage for Medicaid transportation;

- Developing a regional system for sharing vehicles;
- Establishing a system of allocating rides geographically or in travel zones;
- Establishing a van pool or rideshare service;
- Identifying areas where a transit service could be successful and then implementing the service — for example: it could be a community bus route, a regional route, or other service;
- Obtaining Intelligent Transportation Systems (ITS) tools that can improve service provision and coordination among providers;
- Establishing a travel training program; or,
- Establishing a volunteer driver program or coordinating volunteers (for example, ones serving veterans, senior centers, or neighbor-to-neighbor assistance programs (often faith-based)).

## GEOGRAPHIC BOUNDARIES

In much of rural Colorado, groups of counties will likely join together to coordinate services within a region or corridor. What geographic boundaries make sense to the community for coordinating within the region and to other major service centers? Questions to ask include:

- Where do people with special transportation needs go to jobs and receive social, health, educational, and other services?
- Do key transportation providers operate outside of or across county lines?
- Are there traditional alliances with other counties?
- What are the boundaries of the Area Agency on Aging, Community Centered Boards, and Workforce Investment Area?
- Where are key services, such as veterans medical services, located?
- Will tribal reservation lands be included in the boundaries? If so, what is the desire and interest of the tribe?

If there are logical groupings of counties, or if your working group wants to address coordination of trips in major travel corridors, it is useful to consult with other counties and/or regions early on so that all potential parties can be at the table at the beginning. Additional questions to ask include:

- Are neighboring counties receptive to working with you for initial planning purposes?
- Will some counties need to cross your region or will your area cross other counties for routine trips?
- Can you work together on some coordination activities?

## Structure

The best structure for transportation coordination in your region will depend upon what you are trying to accomplish. From your assessment of need, definition of purpose, and initial discussion of possible activities, your working group will have an idea of what is realistic for your region, at least to begin. Is the council going to start small or big? Will the activities be accomplished in the short- or long-term? Is it likely that the membership of the council will be broad and inclusive or will it more likely be a small group, focused on a relative narrow range of activities?

There are two major subtopics related to structure: the institutional or legal structure and the organizational structure. The level of coordination activities your region decides to embark upon, the institutional structure, and the organizational structure influence each other. This section begins with a review of how the type of coordination activities affects the institutional structure and organizational choices that should be considered. It continues with a discussion of institutional and organizational options.

## RELATIONSHIP TO COORDINATION ACTIVITIES

In the previous chapter, three levels of coordination were identified: an informal working group, a Simple Coordinating Council and an Extensive Coordinating Council. After the initial assessment, the informal working group simply focuses on the sharing of information to help build a common understanding of services provided and gaps or needs faced in the community. If this is what your area

needs, this is the place to begin. While this is not a local coordinating council per se it provides an opportunity for both human service agencies and transportation providers to begin to consider common goals and ways in which they can support each other. Initial decisions will revolve around whether your activities will take place as a free-standing group or as part of an existing planning process.

The second and third levels involve the creation of a more formal structure, requiring some joint decision-making. There is an action orientation and the coordinating council is established to accomplish one or more tasks. There may be quite a range in what is being considered for action: a single activity, a few activities, or a diverse set of services. At this stage, the initial working group is simply identifying the activities that seem needed, beneficial, and achievable. It will take a broader consensus to translate these ideas into action. Consider the institutional and organizational structure needed to implement these actions so realistic recommendations can be presented to stakeholders and decision-makers charged with forming the actual coordinating council.

Following are descriptions of different institutional structures that can be considered. Note that many require the designation of a lead agency, and considerations regarding this choice are included in the next section on organizational structure.

The potential structures are listed from simple to complex. Often a simpler structure will be most appropriate initially. The organization can develop a more complex structure over time as the coordination activities require a stronger structure. Such growth and organizational development is common as areas begin seeing the value in their coordination efforts. Choose the structure that is right for your region today and provide for the flexibility to develop over time.

## INSTITUTIONAL STRUCTURES

### Memorandum of Understanding

A Memorandum of Understanding (MOU) is an agreement describing a mutually agreed upon intention between or among parties. It most often is used in cases where parties either do not wish to imply a legal commitment or in situations where the parties cannot create a legally enforcement agreement. An MOU can simply be considered a more formal alternative to a “gentlemen’s agreement.” A MOU creates a documented and clear understanding of expectations.

MOU's can be used to define a relationship between entities. An MOU might be used if two parties agree to take on certain responsibilities (e.g., entity "A" agrees to produce and sell passes and tickets and entity "B" agrees to provide staff to answer telephones and provide information on transportation services). Each entity carries out its responsibilities independently and in good faith assumes that the other party will perform as well. An MOU can also describe what will occur if a party is unable to carry out its responsibilities.

## Intergovernmental Agreement

An Intergovernmental Agreement (IGA) is a contract between two or more entities that is legally enforceable. An IGA would most likely be used when one agency (the lead agency) takes on responsibilities on behalf of other entities, where there is compensation for taking on such responsibilities or providing specific services, or where compliance to certain standards is required.

IGAs are flexible and can be used for simple as well as complex activities. Agencies forming an IGA will have already participated in some joint decision-making to get to the point where they are ready to enter into a contractual relationship. IGAs may also define the organizational structure and ongoing decision-making process of the coordinating council.

With an IGA, the responsibility for funding the activities remain with the parties to the agreement and the funding commitment is renewed or changed as needed over time. An IGA can have a term of only one year, or can be set up to cover more than one year with the funding portion updated annually as part of local budgeting processes.

## Non-Profit Agency

A non-profit agency can serve as a local coordinating council. A non-profit agency is incorporated, with a board of directors and its own budget. It is certified by the IRS as a non-profit under one of several classifications. A non-profit structure would most commonly be used to provide comprehensive services to an area. It is most likely to be used as a structure for transportation coordination where entities find that an IGA is not adequate, where an existing non-profit agrees to take on these responsibilities as part of a broader mission, or in a community where the leadership exists to successfully form a free-standing organization. Examples of non-profit agencies performing this function include a

single-purpose entity (e.g. Special Transit in Boulder), a multi-purpose entity that has transportation as one function (Seniors' Resource Center in Jefferson County), and an association of governments that has transportation as one of its functions (Northeastern Colorado Association of Local Governments).

## Regional Transportation Authority

Colorado law allows the formation of Regional Transportation Authorities (RTA), so an RTA could be used as an institutional structure for coordination. As with a non-profit agency, an RTA would be free-standing, have its own board of directors and budget, and be used to provide comprehensive services to a region. It is likely that the coordinating council responsibilities would be part of a broader mission and that the need for an RTA would grow out of extensive and successful partnerships between entities.

The latter two options (non-profit entity or RTA) should be considered for two reasons:

- In many parts of Colorado there may be *neither* an adequate number of transportation providers to have effective coordination and services *nor* an existing lead agency with the capacity and jurisdiction to take on the provision of comprehensive transportation services.
- An area establishing new transportation services has an opportunity to build effective coordination into the mission of the organization. This would include having the breadth of stakeholders and outreach activities needed for coordinating human service, workforce, medical and public transportation.

There are a variety of requirements for establishing either a non-profit agency or an RTA. Both require strong community consensus that this is an appropriate way to address coordination issues, a committed group of stakeholders who will fill the roles and responsibilities of board involvement, and thoughtful consideration of the legal requirements of the organizational structure.

## ORGANIZATIONAL ISSUES

Establishing a local coordinating council will require an organizational structure that includes bylaws, officers or chair, and the committee or subcommittee structure necessary to accomplish goals. Many of the institutional structures

require an agency to take the lead, so a discussion of selecting a lead agency is included. This section also includes a description of the organization and leadership of the council as well as administrative functions.

Again, the objective at this point is not to make final decisions, but rather to identify the structural components that will become part of the recommendations presented to others in the community.

## SELECTING YOUR LEAD ORGANIZATION

A lead agency will be needed for most activities, whether the intention is to network and exchange information as an informal working group or to establish a coordinating council. A final decision on a lead organization will likely be made once an agency considers the impact to its organization, how lead agency status fits into its mission and role in the community, and after the larger group of stakeholders has a chance to weigh in on the working group's recommendations.

Carefully think about the qualities needed in the lead organization. Do not assume that a transportation provider should be the lead organization. Find an organization that:

- Has the capacity to provide leadership for a major community coordination activity and is interested in doing this;
- Is the most able entity within the selected boundary area to spearhead a coordinated transportation planning project;
- Has credibility and acceptance within the community;
- Has a history of building positive community partnerships and working collaboratively in the community;
- Has the qualities and skills that are needed;
- Can fulfill the roles and responsibilities that are assigned;
- Wants to be lead in order to advance the goal of coordination, not to advance its own business plan or minimize possible negative impacts to itself; and

- Can legally enter into contracts and manage grant funds.

Do the working group members agree on the choice of a lead organization? Your chances of success are greater if your community concurs on the choice of a lead organization. If you cannot reach consensus, be sure that the dissenting organizations still agree to participate. In many cases there may not be a lot of options and the choice may be based on willingness to take on this responsibility.

## COUNCIL ORGANIZATION

A formal organizational structure will help:

- Facilitate participation, build consensus, and make decisions;
- Assure work is completed by assigning tasks, roles and responsibilities; and
- Create a collaborative team that is cohesive and task-focused.

Based on studies of the effectiveness of local councils in accomplishing complex tasks, a recommended structure includes:

- A Steering Committee of decision-makers who have the authority to approve policy, commit funds, provide overall direction, and commit their organizations to action;
- Task-specific work groups or sub-committees working at the direction of the Steering Committee; and
- A network of stakeholders that may be more loosely connected with the council, but are important members for giving feedback, supporting the goals of the council, and spreading a positive message throughout the community.

If your region decides to remain a working group, you will find that some level of organization will be helpful to assure that tasks get accomplished, but a simpler structure than described above can be used. Make sure a leader is assigned (and this can be rotated) and a person to take care of administrative details.

## LEADERSHIP

Ongoing leadership will be needed to move the group forward. Things to think about when identifying leadership:

- How will a council leader be designated?
- Will the lead agency supply the leadership or will a leader be chosen from among other participants?
- Will leadership be vested in an individual, an organization, or a group?
- What skills, knowledge, and experience are needed?
- What are the responsibilities of the group leader? What level of activity is expected from the leader and from participants?

## ADMINISTRATIVE FUNCTIONS

The local coordinating council as a whole, the Steering Committee, and the various sub-committees need administrative support. Decide how administrative and support functions will be handled. Someone must:

- Maintain mailing lists, take minutes, distribute materials, schedule meetings, and provide other basic support functions;
- Set agendas for meetings, publicize meetings, and invite participants;
- Determine what kind of staff or consultant is needed by the council; and
- Contract for services or hire staff (as appropriate), supervise, and perform other personnel functions

Avoid headaches by clarifying and formalizing roles and responsibilities early on. It is important to clarify expectations and member rights and responsibilities. In defining the roles and responsibilities of members, the following questions will need to be answered:

- What is the function of the lead organization?
- Does the lead organization provide all the staff support, do member organizations contribute staff, or will other arrangements be made?

- What are the contributions of each of the member organizations to the council in terms of financial support, in-kind contributions, staff support, level of participation, data and information, publicity, communication, and other activities or items?
- Who will speak for the group in public?
- How will policy positions be developed? Will all agencies need to sign-off before policy positions are presented on behalf of the coordinating council?
- How will the group communicate with the Colorado Council?

## Community Consensus

By this point, the working group will have assessed the level of readiness and interest in better coordinating human service and public transit services. Stakeholders will be identified and key organizations will have participated in the working group. Recommendations will have been identified with respect to:

- Geographic boundaries;
- Potential activities;
- The level and type of institutional and organizational structure that will be needed, including lead agency designation.

While many organizations may have had an opportunity to weigh in with ideas in the planning process, it is now time to develop broader community support. This may be done through a variety of means and more than one avenue may be appropriate in your area. Ideas include:

- Presentations to the various governing boards of public, private, and private non-profit organization in the community;
- A community symposium;
- A display at a library or other community activity center, with comment cards;
- Presentations or informational tables at widely attended community activities for example: the County Fair or a local Seniors' Day.

The objective is to share your vision with other stakeholders and provide them with an opportunity to comment, make suggestions, and otherwise help you to improve the plan for coordination.

Combine the recommendations into a shared community vision. This can then be refined and taken to the various stakeholders for approval.

## Frequently Asked Questions

### *1. Is there a specific goal for coordination?*

Coordination can take many different forms. The overall goal is to work with other transportation providers in your area to improve the availability and effectiveness of service. Specific goals will vary by area. Some may start by simply agreeing to meet, while others may be ready to consolidate services. There are many and varied options in between those extremes. Coordination should be thought of as a progressive undertaking. You're never really done with coordination however over time it will become a foundation of how services are provided. As time passes and things change, new opportunities should be considered.

### *2. What if no one else in my area wants to participate?*

To a large extent coordination is a voluntary effort, although it is mandated for some FTA grant programs. Agencies must see the value in coordination in order to be dedicated to the on-going task of making it happen. Agencies in your area will have different levels of interest, time availability and commitment. As a start, find a few eager agencies and take small steps to get things going.

### *3. What if there is no transit provider with whom we can coordinate?*

Many areas of Colorado do not have public transit services or the service area of the transit provider is limited to a specific town but does not serve the unincorporated county area where services are needed. Coordination is as important in these areas as when there is public transit service available, although some of your options may be more limited. A unified and collaborative effort among human service agencies, Workforce center staff, Veteran's Service Officers and others can go a long ways in identifying how to best use valuable resources to provide the most mobility possible.

A related question that sometimes arises is what to do if the transit provider doesn't understand what is needed for client-based transportation or their planning process doesn't effectively address client-based service needs. Remember that most transit staff are very busy simply doing their jobs and like others will not have had time to learn about or put into place coordination activities. If this is the case in your community, it provides an opportunity for human service agencies to take a lead role and for all to learn together.

*4. What are the ups and downs of being a lead agency?*

Being the lead agency requires time and commitment, usually much more than is needed from other participants. Your willingness to be a lead agency should be considered carefully. Dedicating the needed time and effort may be challenging. The upside is agency recognition as a community leader, the satisfaction of eventual success and the sense of accomplishment in moving things forward to address importation needs of the residents of your area.

*5. Why should human service agencies have a strong role in the coordination process?*

Local human service agencies, medical transportation providers, and workforce development staff have considerable resources that can be used for transportation. They also are well connected to those with transportation needs.

Human service agencies have on-going relationships to local government and local elected officials. They are a powerful resource in the coordination process. Without them, positive results will be difficult.

*6. How formal do we need to be? How do we decide whether to stay as a Working Group or move to a formal Coordinating Council?*

There is no one-size-fits-all in terms of organizing for coordination. Start small and build with success. Your organizational structure will follow.

## 5. MOVING YOUR COUNCIL FORWARD

The last chapter guided you through the steps to assess community interest in transportation coordination and develop a consensus on how to move forward. In this chapter, information is included on how to implement that vision. It leads you through the following steps in creating an effective coordinating council:

- Finalizing the structure of the coordinating council;
- Finalizing the membership of your coordinating council;
- Convening your local coordinating council;
- Assigning leadership-your key to success;
- Managing reluctance-how to keep people at the table;
- Communicating; and
- Preparing your members for the work ahead.

This chapter is oriented to those regions that choose to establish a local coordinating council rather than continuing as an informal working group. However, even if a working group is the structure you choose you may find valuable ideas in this chapter.

### Council Structure

Major decisions will have previously been made on the appropriate institutional and organizational structure and the lead agency, if there is one. Then it's time to get it written down. First, prepare the MOU or IGA. The working group should provide support for this task, but allow time for the final documents to be reviewed by the legal staff of participating agencies. It may take several iterations to come to agreement: allow plenty of time. To complete this step, take the IGA or MOU to the participating entities and obtain formal agreement.

What goes into the MOU or IGA will be determined by the activities the local council will be undertaking. One useful strategy is to start with a list of activities and identify what is needed to carry them out, including any funding or

compliance issues. Another strategy is to obtain sample agreements that have been prepared by other organizations. CDOT staff can assist you with this.

The discussion in Chapter 4 on structure included the functional organization of the Council; it is appropriate to touch on this here as well. If an IGA is used, it will likely include a general description of the organization of the council.

However, it is recommended that all councils develop bylaws for the organization to define how decisions are made, expectations of members, and similar organizational details. Many of these issues can be addressed at the organizational meeting of the Council, as described below. At the same time as you are developing the MOU or IGA, you can begin work on proposed bylaws. Again CDOT staff can assist you with sample bylaws prepared by other organizations.

## Membership

Your council will likely have different kinds of members. Those agencies that fund services or share resources may serve on the Steering Committee or otherwise have voting rights not accorded to other members. Some agencies may not participate on the council but want to be kept informed of activities through a newsletter, e-mail notification of meeting agendas, public outreach activities, etc.

Refer to the list of potential members and membership issues identified in Chapter 4. Based on the decisions made for your community, what is needed to formalize membership? Some members may sign an MOU or IGA. Many councils formalize membership by having all members sign a simple membership resolution or pay a fee. A membership resolution ensures that the governing boards of each agency are aware of the council and their participation on the council. Another strategy is for the bylaws to have an attendance requirement. This helps ensure consistency in attendance and promotes more effective decision-making. It is difficult to move forward and take action when all members not are present.

## Convening Your Local Coordinating Council

Key business needs to be conducted at the first few meetings. The Working Group can identify the decisions that will be made at the initial meetings and structure the agendas to accomplish these activities.

- Review draft bylaws, revise as needed and adopt;
- Elect a chair and other officers as determined;
- Ratify the mission, goals, and objectives of the coordinating council.

### BYLAWS

In order to reduce confusion and conflict, decide upon and formalize the council's operational guidelines or by-laws. A sample of questions to consider as you prepare bylaws follows.

- How will meetings be run?
- Will there be officers elected? What are their responsibilities?
- Are there meeting ground rules?
- What are the expectations about meeting attendance?
- How will decisions be made and by whom?
- How will differences of opinion and conflict be overcome?

### LEADERSHIP: A KEY TO SUCCESS

Leadership is critical to a local coordinating council's ability to produce a high-quality action plan and to implement the strategies outlined in that plan. Effective councils are generally led by individuals who have the ability to:

- Promote participation and empower members;
- Be effective in the political arena;
- Commit to be actively and visibly involved in the council;

- Promote cohesiveness, collaboration, consensus, and involvement;
- Share information broadly;
- Handle conflict constructively;
- Convey confidence about the ability of the council to meet its goals;
- Build and maintain one-to-one relationships with members;
- Keep the group on track with a clear vision and move the group forward after setbacks; and
- Acknowledge and correct mistakes as they occur.

### Administrative Details

Administrative tasks are important for the smooth functioning of the council, and some may be assigned to officers. The Chair or President may be responsible for setting the meeting agenda. A member agency of the secretary might maintain mailing lists, take minutes, distribute materials, schedule meetings, and provide basic support functions. Consider these details when preparing the bylaws.

### HOW WILL YOU COMMUNICATE?

Deciding ahead of time how you will communicate can keep people engaged, reduce anxiety, and generate support. Consider:

- What mechanisms will be established to communicate within the Local Coordinating Council?
- How can the important stakeholders who are not members be kept informed about the activities of the Local Coordinating Council?
- How will the media be used to publicize activities?
- Who will speak for the coordinating council in public?
- Who will serve as liaison with the Colorado Council?

## Mission, Goals, and Objectives

Through the process described in Chapter 4, Getting Started, a consensus will be developed on the basic mission of the local council and the activities that will be pursued. Now is time to move from the general to the specific. The working group may discover things that hadn't been thought of or realized earlier. This is the time to revisit and refine as needed.

The local coordinating council will need goals and objectives or an action plan to guide its activities. The level of detail needed will depend on what the group will to undertake. Limit the plan to what can be achieved in the first year. Be realistic in what you can accomplish and then work towards success. Ask yourselves:

- How will decisions be made on the goals, objectives, and action plan? Will this be done by the entire membership or a subcommittee?
- If a small group is assigned the task of developing these materials, what process will be used to make sure other members can comment and revise?
- What will be the timeline for developing the mission, goals, objectives, and action plan?

## Managing Reluctance

Not everyone will be excited about coordination of transportation resources—what will you do? You will need strategies for engaging key organizations which are not interested in joining the local coordinating council or which have joined, but are not active participants. Possible strategies include:

- Establish by-laws that create a safe environment in which participants can work on potentially controversial and conflict-provoking issues;
- Acknowledge the diverse interests of the parties early in the process;
- Address worries and fears about potential losses or change that might result from the process;
- Be honest and open;
- Check participant positions to see if differences of opinion can be bridged.

Have strategies in place to increase benefits and reduce costs to coalition members. Examples include:

- Decide who needs to be at which meetings. Use people's time effectively.
- Train the leader or group members in group dynamics, conflict resolution, negotiation, sensitivity, and other group processes.
- Develop partnerships, trust, and an understanding of each other.
- Make progress on the local council's tasks.
- Celebrate successes!
- Acknowledge and appreciate every member's contribution.

## Frequently Asked Questions

*1. Why is it important to get local political buy-in to the coordination process and how do I do that?*

Coordination requires the support of local elected officials. They fund transportation services through county departments of social services and other agencies and programs, even if no public transit service is being provided. In addition, working through the various agency dynamics, in terms of working together and sharing services, will require at least the tacit buy-in of local elected officials. That buy-in is earned through clear communication about needs, the coordination goals, and where it has succeeded in other areas. Be patient and persistent!

*2. Our agency has many reporting requirements and we are audited to make sure we follow these requirements. How can we trust that others will follow the rules we have to abide by?*

Recordkeeping and reporting requirements can make coordination complex, but there are effective ways to address it. Sometimes things have been done a certain way for so long, that agencies don't know if it's a requirement or a habit. They may not be aware of changes in federal rules that make coordination easier. The policy to allow vehicle sharing is one such example.

The Colorado Council is considering another key issue: cost allocation and cost sharing. Determining the fair or true share of transportation costs is paramount to this effort and will involve auditors and other agency experts.

Finally, trust will be built on successful experiences. No agency should simply trust that a new way of conducting business will meet program requirements. Ask questions at the local level, ask questions of the State program staff, and ask questions of the Colorado Council. Based on solid answers you can make decisions to move forward.

*3. Aren't we just creating another layer of bureaucracy?*

In some ways, coordination could be described as another layer of bureaucracy—more layers to work through. However, the goal is to find ways to eliminate barriers to the inefficient use of available funding and to have services that are more available and more cost effective for your clients and the citizens.

## APPENDIX A: PROGRAM FACT SHEETS

This section contains fact sheets on the primary human service transportation and public transit programs active in Colorado. They are identified under the following major program categories:

1. Aging Services
2. Medicaid
3. Veterans Services
4. Vocational Rehabilitation
5. Workforce
6. Self Sufficiency
7. Public Transit

For many of the program categories, several distinct programs are operated and fact sheets are provided on each. Medicaid is an example as it funds Non-emergency Medical Transportation, Community Centered Boards serving individuals with developmental disabilities, and other long-term care needs through the Home and Community Based Service program. Some programs provide services throughout the state while others are only used when local entities have applied for grants and begun services. Medicaid transportation services are an example of a program available throughout the State. Public transit is an example of a program where services are only provided in areas where local entities have applied for grants and initiated services.

For each program category, information is provided on the purpose, primary-funding sources, and how the program is structured in Colorado. Each fact sheet also contains information on the transportation needs of individuals served by the program and identifies opportunities for and challenges to coordination.

Table A-1 provides a reference for program fact sheets included in this section. These fact sheets cover only the major program funding sources. There are a variety of other programs that regions use for funding transit services where coordination is often possible. Three managed by the Colorado Department of Local Affairs are Community Services Block Grant, Community Development Block Grant, and Energy and Mineral Impact Funds. By their nature they are fairly flexible. Another funding source used in

some areas, particularly for transportation for seniors, is Housing Authority funding. The applicability of all of the four fund sources will vary by region.

**Table A-1: Major Program Funding Sources**

Program	Access Through or Coordinate With	Service Area
<b>AGING SERVICES</b>		
Older Americans Act (OAA)	Area Agencies on Aging (AAA)	Statewide
Older Coloradoans Act		
<b>MEDICAID SERVICES</b>		
Non-Emergency Medical Transportation (NEMT)	Counties or Brokerages	Statewide
Home and Community Based Services (HCBS)	Counties	Statewide
Services for Developmentally Disabled	Community Centered Boards	Statewide
<b>VETERANS' SERVICES</b>		
Veterans' Administration (VA)	Veterans' Service Officers in each county	Statewide
Colorado Tobacco Trust Fund		Statewide Grants
<b>VOCATIONAL REHABILITATION</b>		
Vocational Rehabilitation / Related Programs	Workforce Centers or field offices	Statewide
Independent Living Centers	Local Independent Living Centers	Varies
<b>SELF SUFFICIENCY</b>		
Temporary Assistance for Needy Families (TANF)	County Department of Human / Social Services	Statewide

<b>WORKFORCE</b>		
Workforce Investment Act / Related Programs (WIA)	Workforce Centers	Statewide
<b>PUBLIC TRANSIT SERVICES</b>		
Urban and Rural Transit Programs (FTA Sections 5307 / 5311)	Urban Areas: Transit Operators Rural Areas: CDOT Transit Unit	Statewide Grants
Capital Funding for Bus Operators (FTA Section 5309)	Local Transit Providers	Statewide Grants
Capital Funding for Elderly / Disabled Services (FTA Section 5310)	CDOT Transit Unit	Statewide Grants
Job Access Reverse Commute Programs (FTA Section 5316)	Small Urban and Rural Areas: CDOT Transit Unit	Statewide Grants
New Freedom Program (FTA Section 5317)	Large Urban Areas: Transit Providers	

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## AGING SERVICES

Aging  
Services

Older Americans  
Act / Older  
Coloradoans Act

### Purpose

The Older Americans Act (OAA) provides a variety of in-home and community-based services to persons 60 and older. Sometimes these funds are referred to as Title III funds, or Title III(b) funds after the section number of the federal legislation. Services are based on need, and while donations may be solicited, set fees are not charged.

Although people 60 years of age and older are eligible for OAA programs, services are funded for eligible individuals with the greatest economic and social need who meet program guidelines. Examples of OAA services include information and assistance, home-delivered meals, adult day care, counseling, family caregivers, and transportation.

The Older Coloradoans Act provides a source of state funds for use mirroring the Older American Act program.

### Primary Fund Sources

Older Americans Act and its Colorado parallel, the Older Coloradoans Act.

### Program Structure in Colorado

Sixteen Area Agencies on Aging (AAA) oversee service delivery across Colorado. Each AAA has a Regional Advisory Council (RAC). The larger counties within the AAA service area also have a Senior Council. These RACs set program priorities and budget available funds.

OAA services rely strongly on volunteers and often have volunteer driver programs or volunteers who deliver meals to the homebound. In some parts of the state, the Retired Seniors Volunteer Program teams up with the local AAA to provide services. In other areas, community volunteers provide rides to meal sites, medical appointments or social outings.

### Transportation Needs

Transportation enables seniors to access the activities of daily living (shopping, medical trips, nutrition centers or meal sites, personal business, social interaction, etc.). Transportation is also needed for home delivered

## Aging Services

Older Americans  
Act / Older  
Coloradoans Act

meals. Transportation is one of many critical needs that local AAAs strive to meet.

### Opportunities for Coordination

Older Americans Act (OAA) funds for transportation are widely used in conjunction with Federal Transit Administration funds to provide more comprehensive transportation services for seniors than would be possible through the OAA alone. Examples of this coordination occurs includes:

- The local AAA may contract with a transit provider or volunteer driver organization for direct service, to provide trips to seniors to deliver meals. (Example: Denver Regional Council of Governments)
- The local AAA may purchase tickets for transportation services and make them available for seniors for a donation based on their ability to pay. (Example: Northeastern Colorado Association of Local Governments)
- The local AAA may be the transit provider, operating a wide range of services and using Older Americans Act funds to partially match public Federal Transit Administration funds. (Example: South Central Council of Governments)
- Federal Transit Administration Section 5310 capital funds for individuals who are elderly or have disabilities may be used to purchase vehicles that are used by organizations that use OAA funds to operate the vehicles.

### Challenges to Coordination

- Reporting requirements for OAA funds and Federal Transit Administration funds are different, with OAA client-based and FTA funds system based so two types of reporting may be needed.
- AAA's often are have limited funds and are unable to pay for the full cost of transportation needed by their clients.

### Getting Started

- Involve your local Area Agency on Aging or Senior Center Director as you work to coordinate services.
- Consider having a representative of the AAA or Regional Advisory Council on your Coordinating Council.
- Make presentations to (or participate on) the local Regional Advisory Council. Understand the needs of the seniors in your region and the budgeting and planning process of the AAA.

Medicaid  
Services

## MEDICAID SERVICES

### Overview

There are three major programs funded through Medicaid that provide transportation services to eligible clients. Each has different purposes, a different client base, and is administered through a different state agency. As such, each will be discussed separately. These programs are:

- Non-Emergency Medical Transportation—NEMT
- Home and Community Based Services—HCBS
- Community Centered Boards provides services for individuals with developmental disabilities

NEMT and HCBS are managed by Colorado's Department of Health Care Policy and Finance. Services for individuals with developmental disabilities are managed by the Colorado Department of Human Services, Division of Developmental Disabilities.

In addition, the Colorado Medicaid Community Mental Health Services Program provides mental health care to Medicaid recipients in Colorado. The Mental Health Program is operated statewide, with five service areas. Each service area is managed by a Behavioral Health Organization. Three of these are in the Denver-Aurora metropolitan area, one in the Northeast, and one serves the remainder of the State.

From the perspective of total dollars spent on transportation, Medicaid is one of the largest funding sources within Colorado. At the same time, Medicaid primarily is an insurance agency, and transportation is a small portion of the overall Medicaid budget.

The Centers for Medicare and Medicaid Services (CMS) is the Federal agency managing Medicaid programs, and is the only key agency that has not participated in Federal efforts to coordinate transportation services. Colorado Health Care Policy and Financing (HCPF), the agency responsible for managing Colorado Medicaid programs wants to coordinate services, but must work within Federal guidelines.

Medicaid programs are jointly funded with one-half of Colorado's expenses paid by the State and one-half paid by the Federal government.

Medicaid  
Services

Non-Emergency  
Medical  
Transportation

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## **NON-EMERGENCY MEDICAL TRANSPORTATION (NEMT)**

### **Purpose**

NEMT provides access to scheduled Medicaid, medical appointments for most individuals enrolled in the Colorado Medical Assistance Program. The appointment must be to a Medicaid provider and medically necessary. An important aim of the program is to provide the lowest cost means of transporting clients to and from medical appointments using the most appropriate mode of transportation for the clients needs. Transportation modes include, but are not limited to: taxi, bus, ambulance, and vehicle mileage reimbursement. Assistance with meals and lodging may also be available through NEMT.

This program often provides transportation to clients who need regularly scheduled Medicaid medical services, such as for dialysis treatments. Historically this program has worked extensively with private providers, especially in the rural parts of the State.

### **Primary Funding Sources**

This program is funded through costs shared between the Federal government and the State.

### **Program Structure in Colorado**

In Colorado these funds are managed by the Colorado Department of Health Care Policy and Finance (HCPF). With the exception of the following eight front-range counties: Adams, Arapahoe, Boulder, Broomfield, Douglas, Denver, Jefferson and Larimer which are administered through LogistiCare (303-390-4500), the remaining counties are still responsible for insuring the program is administered according to Medicaid guidelines. Some of the remaining 56 counties have chosen to turn over their administrative duties to other transportation brokers but, the only NEMT broker recognized by Colorado Medicaid is LogistiCare.



**Medicaid  
Services**

Non-Emergency  
Medical  
Transportation

## Opportunities for Coordination

- Combine Medicaid trips with other trips to reduce the per-passenger cost for all participants.
- Medicaid funds can be used as either contract revenue or to cover a portion of the local match for public transit providers as long as the client is going to and/or from a Medicaid, medical appointment.
- Public transit providers can become Medicaid providers and contract for trips that would not otherwise be provided on their systems.
- Many agencies that provide Medicaid trips can also receive vehicles from Federal Transit Administration programs, reducing costs for all parties.

## Challenges to Coordination

- Medicaid generally pays the posted fare, not the cost of the ride. This effectively shifts the cost of subsidizing the trips from the state and federal government to local jurisdictions..
- Service standards and paperwork/processing requirements are significant. A commitment is needed to do this well.
- Most local transit providers do not travel outside their service area so regional trips cannot be served.
- Coordination is not a priority at the federal level. NEMT guidelines specify that the trip must be for a Medicaid client, going to and/or from a Medicaid, medical appointment, so NEMT is not structured in a manner that supports coordination. As a result, potential transportation providers perceive difficulties and expense in participating. Also, there is not a mechanism to ensure that a share of cost savings accrue to HCPF.
- Barriers include such basics as terminology and the difference between working with private for-profit providers regulated by the Public Utilities Commission (PUC) and public transit providers.
- Although there are significant opportunities to improve mobility while keeping costs under control, persistence and commitment will be needed to realize the opportunities.

## Getting Started

- Clients residing in one of the following eight front-range counties (Adams, Arapahoe, Boulder, Broomfield, Douglas, Denver, Jefferson or Larimer, contact LogistiCare at 303-390-4500. All others should contact their county's Director of Social Services to find out how NEMT services are provided in your County. If the county NEMT is provided by a brokerage, the county will provide you with contact information for their broker. Ask about their key concerns and opportunities. What, if anything, would they like to improve? Are there adequate providers for local and regional trips?



Medicaid  
Services

Non-Emergency  
Medical  
Transportation

- Invite the Director of Social Services and/or staff from public health or nursing services to join your coordination efforts.
- Investigate the website [www.chcpf.state.co.us](http://www.chcpf.state.co.us) for providers to learn more about the program. Attend training classes for transportation providers to gain an understanding of the terminology, service expectations, billing requirements, and regulatory changes.



Medicaid  
Services

Home and  
Community-  
Based Services

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## HOME AND COMMUNITY-BASED SERVICES

### Purpose

The purpose is to provide long-term care to eligible individuals, including those needing adult day care services. A goal is to enable them to live independently in their own homes as long as possible.

### Primary Funding Sources

This program is funded through the long-term care provision of Medicaid, with costs shared equally between the federal government and the state.

### Program Structure in Colorado

In Colorado, these funds are managed by the Department of Health Care Policy and Financing (HCPF) and distributed to a variety of agencies. In some counties, the programs are provided as part of county nursing or public health services. In other counties, an agency is designated as the single entry point agency for long-term care or a community-centered board serving the disabled population.

### Opportunities for Coordination

- Home and Community Based Services (HCBS) funding is often used to purchase trips from public transit operators or private providers, resulting in contracting opportunities.
- Combine Medicaid HCBS trips with other trips to reduce the per-passenger cost for all participants.
- Medicaid funds can be used as either contract revenue or to cover a portion of the local match for public transit providers.
- Public transit providers can become Medicaid providers and contract for trips that would not otherwise be provided on their systems.
- Many agencies that provide Medicaid trips can also receive vehicles from Federal Transit Administration programs, reducing costs for all parties.

Medicaid  
Services

Home and  
Community-  
Based Services

## Challenges to Coordination

- Record keeping needs to reflect the client-based nature of the services and comply exactly with HCPF requirements.
- If trips are provided for a subsidized rate, other matching funds will be needed.

## Getting Started

- Contact your county Director of Social Services to find out how the Home and Community Based Services are provided.
- Invite the person responsible for the HCBS program to serve on your coordinating council.
- Identify ways in which agencies can work together to benefit all parties, this may be through a service contract or other arrangement.

## Medicaid Services

### Developmental Disabilities Services

## DEVELOPMENTAL DISABILITY SERVICES

### Purpose

The Division of Developmental Disabilities provides a family of services, from early intervention for infants to comprehensive care for adults. These programs stress independent living and integration into the community. Transportation is a small portion of the total program. Transportation services range from adult home-to-work trips to consumer transportation for medical or dental services.

### Primary Funding Sources

This program is funded through the long-term care provision of Medicaid. Costs are shared equally between the federal government and the state.

Several counties have also passed local tax levies—generally a property tax—to provide services to people residing in that county with a developmental disability. In many cases these tax levies enable the region to reduce the waiting list for services.

### Program Structure in Colorado

In Colorado, these funds are managed by the Department of Human Services, Division of Developmental Disabilities.

There are 20 Community Centered Boards (CCBs), that serve as the single entry point into the long-term care system for individuals with developmental disabilities. These CCBs were created by statute. Each is a non-profit entity with its own board of directors, planning and budgeting processes, and advisory councils.

### Opportunities for Coordination

These programs actively use public transit services, apply for funding for directly-operated vehicles, and many provide extensive transportation services for their clients. Some actively coordinate with other providers. These organizations are known for carefully managing their very scarce resources.

- CCBs can purchase trips from public transit operators or other providers. This may present contracting opportunities.

Medicaid  
Services

Developmental  
Disability  
Services

- CCBs often have extensive staff training programs for drivers. Their staff can be a source of knowledge about transportation service provision within the community.

### Challenges to Coordination

- Funding available for trips may be less than the actual cost of service.
- Only some trips are viable for coordination. If staff needs to be present to provide client oversight, that staff can also serve as a driver.
- Services are provided on a client basis, so recordkeeping is needed that reflects this.
- CCBs are expected to pay only the lowest fare for services. They often use public transit and ADA paratransit extensively, paying the cash fare for services. For fixed route transit, this increases ridership with generally a small impact on costs. For ADA paratransit services, the full cost of providing transportation for these individuals is transferred to the local transit provider. Because transit services are funded by a combination of local and federal funds, this can place a burden on local jurisdictions. At times this results in a local community deciding not to provide transit services to residents or to an area where a CCB is located.

### Getting Started

- Involve your local Community Centered Board as you work to coordinate services.
- Consider having a representative of the Community Centered Board on your Local Coordinating Council.
- Make presentations to the advisory council of the CCB. It is important to understand the needs of the CCB in your region and for their board and advisory council to understand the challenges and opportunities to transportation coordination.

## Veterans Services

Veterans  
Administration /  
Colorado  
Department of  
Military and  
Veterans Affairs

# VETERANS SERVICES

## Purpose

The Veterans Administration (VA) and the Colorado Department of Military and Veterans Affairs provide a wide range of services to Veterans. These include medical services, employment and retraining, housing, and burial. Transportation is an ancillary service most often needed for individuals accessing medical services.

## Primary Funding Sources:

At the *Federal* level, the (VA) provides some funding for transportation services. This is typically used to purchase vehicles and pay insurance for volunteer driver transportation programs. Some transportation may be provided by VA medical facilities using paid drivers.

At the *State* level, the Veterans' Trust Fund, established with Colorado Tobacco Trust Fund monies, has a grant program that may be used to provide transportation for veterans. Recognized Veterans organizations serving all Veterans are eligible to apply.

At the *local* level, the VA provides support to Veterans Service Officers, and this is often augmented by county funding. Counties may also provide fuel or maintenance for volunteer driver programs.

## Program Structure in Colorado

The Colorado Department of Military and Veterans Affairs oversees these programs, serves as a central source of information on veterans benefits, rights and issues; and trains, directs and assists the county veterans service officers in every county in Colorado. A list of all Veterans Service Officers may be found at <http://www.dmva.state.co.us/page/va> .

## Coordination Opportunities

- There are many opportunities from an operational perspective. For example, combine forces, provide a single call center, or operate volunteer driver programs for Veterans and others under a single umbrella agency.

**Veterans  
Services**

Veterans  
Administration /  
Colorado  
Department of  
Military and  
Veterans Affairs

- The VA has a policy for coordination that defines how costs will be shared. Work with your local Veterans Service Officer to identify how you can work together to improve services. The VA policy on coordination is included in Appendix D.
- Veterans are used to paying the full cost of service, although their reliance on volunteer drivers skews this.
- Provide support for local Veterans by submitting a grant application on their behalf for Colorado Veterans Trust Funds.

**Coordination Challenges**

- Coordination will require an adequate cost accounting system and Colorado does not yet have widely recognized cost allocation procedures.
- Coordination is a relatively new concept. The VA Policy was issued in 2008; it will take time for local Veterans programs to identify how coordination will improve services for their consumers and to implement coordination activities.

**Transportation Eligibility Requirements for the Colorado Veterans Trust Fund**

- The funds are for programs that provide assistance to veterans for their health and well being. Transportation services are an eligible project. Funds may be used to support Veteran volunteer driver programs or to work collaboratively with other providers to serve Veterans' transportation needs.
- The service must include the general veteran population, and cannot be limited to members of specific veteran organizations such as American Legion or Disabled American Veterans.
- The service must be for defraying costs incurred by the Department of Military and Veterans Affairs or for veterans programs operated by nonprofit veterans' organizations. **These organizations must be nationally recognized by the United States Department of Veterans Affairs** as organizations that can provide services to veterans under Title 38, USC.

**Colorado Programs**

An example of a Colorado region using the Veterans' Trust Fund for transportation is in the San Luis Valley.

The six counties each have a Veteran's Service Officer, but Frank Muñoz of Alamosa County runs the volunteer driver transportation program. His funding comes from the Veterans Trust Fund and the VA, augmented by county funding.

The Alamosa program provides regular service for Veterans to Colorado Springs and Denver, and also purchases some transportation from local providers.



## Veterans Services

Veterans  
Administration /  
Colorado  
Department of  
Military and  
Veterans Affairs

### More Information for this Grant Source

- Priority of funding will be based upon established need and indicated service proposed for the Veteran population.
- Grant applications that include matching funds will receive priority consideration.
- Applications are completed annually. Information is available at <http://www.dmva.state.co.us>.

### Getting Started

- Involve your county Veteran Service Officers as you coordinate transportation services. They are a valuable local contact for specific information about programs in your area. Disabled American Veterans (DAV) members, American Legion members, and members of other similar Veterans' organizations might also be potential participants.
- There are many different types of services and programs provided by Veterans' organizations. Ask your Veteran Service Officer how transportation services are provided in your region.

Vocational  
Rehabilitation  
Services

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## VOCATIONAL REHABILITATION SERVICES

### Purpose

The Division of Vocational Rehabilitation assists individuals whose disabilities make it difficult to succeed and work and to live independently. Services include evaluation; vocational rehabilitation counseling and guidance; physical and mental restorative services; training; specialized services for individuals who are blind, deaf, or blind-deaf; rehabilitation technology services; and placement services.

The Division also has several programs and initiatives including:

- Business Outreach Program: to develop long-term working relationships with employers and public community organizations;
- Traumatic Brain Injury Program: to improve the lives of individuals with traumatic brain injuries;
- Transition Services for Youth and Young Adults: to assist with the transition from school to work or other activities
- Business Enterprise Program: to train legally blind individuals and to help them manage food service locations in government buildings.
- Independent Living Program: to provide the core services of advocacy, peer support, independent living skills, and information and referral for the private non-profit Independent Living Centers in Colorado.

### Primary Funding Sources

This program is funded through a variety of entitlement programs, including the Rehabilitation Act, with 78.7 percent of the funding coming from federal programs and 21.3 percent from state or local programs. Some programs provide assistance to individuals with a specific disability (such as visual impairment) and most provide services on a client basis.

### Program Structure in Colorado

In Colorado, these funds are managed by the Department of Human Services, Division of Vocational Rehabilitation.

There are 40 field offices, many of which are co-located with Workforce Centers. Seven are co-located with Community Centered Boards.



Vocational  
Rehabilitation  
Services

A notable characteristic about the Division of Vocational Rehabilitation is extensive partnering arrangements. Part of this is due to the nature of the programs they operate and part is their philosophical approach.

### Opportunities for Coordination

- The staff in Vocational Rehabilitation programs understand the need for effective community transportation.
- The program can purchase trips from public transit operators or other providers so there may be contracting opportunities. The program is open to a wide variety of transportation options and may provide support for some non-traditional alternatives such as van and carpools.
- The staff is a source of knowledge about networking opportunities within the community, connected to employers, school districts, community colleges, and support/advocacy organizations. They understand the travel needs of their clients.

### Challenges to Coordination

- Funding available for trips may be less than the actual cost of service.
- Services are provided on a client basis, so recordkeeping is needed that reflects this.

### Getting Started

- Meet with your local Vocational Rehabilitation field staff in your community and invite their participation in your coordination efforts.

Self Sufficiency

Temporary Assistance to Needy Families

## TEMPORARY ASSISTANCE TO NEEDY FAMILIES (TANF)

### Purpose and Primary Funding Sources

Temporary Assistance to Needy Families is a flexible block grant program with the following four purposes:

- Provide assistance to needy families so that children may be cared for in their own homes;
- End the dependence of needy parents on government benefits by promoting job preparation, work, and marriage;
- Prevent and reduce the incidence of out-of-wedlock pregnancies ; and
- Encourage the formation and maintenance of two-parent families.

Many activities are provided through this program, from assessments of need, training for individuals, and job searches, to supportive services such as housing, childcare, and transportation. Counties establish a plan and policies for using their TANF resources to meet these needs. They may choose to spend some of their TANF funds on transportation to purchase and/or operate vehicles, as well as reimburse direct costs of transportation for TANF-eligible individuals.

Capacity building activities that benefit TANF-eligible individuals and their families can be funded. This includes building increased capacity for public transportation.

To be eligible for program services, eligible individuals are in families earning less than \$75,000 per year, have care and control of a dependent child, and can verify lawful presence.

For a contract for transit services, the benefit to TANF eligible individuals and amount of TANF funding that can be used could be demonstrated in a number of ways. Montrose County has developed vouchers that only go to persons screened for eligibility. Another way to determine the appropriate level of TANF funding is to conduct a ridership survey. For example, if 75 percent of the average daily/monthly/annual riders are TANF-eligible, then TANF can fund 75 percent of the contract. Documentation is necessary and should be thorough enough to pass an audit.

## Self Sufficiency

Temporary  
Assistance to Needy  
Families

### Program Structure in Colorado

TANF funds are allocated to 64 counties. The county board of human/social services (in most cases the county commissioners serve as this board) is responsible for the program in each county. Each county establishes policies, and a plan for use of these funds and enters into a contract with the state based on the approved plan.

### Coordination Opportunities

There are many coordination opportunities. The TANF program is flexible and shares goals with other human service agency programs and public transit programs.

- TANF funds can be used to match certain FTA grants where federal funds from departments other than the Department of Transportation can be used to match up to one-half of the local match requirement.
- TANF funds can be used to provide matching funds for all of a FTA Job Access / Reverse Commute (JARC) project (also known as FTA Section 5316 funds)
- TANF funds can share purchasing of transportation services or vehicles.
- TANF funds can contract for shuttles, car-pools or similar programs for TANF-eligible individuals.
- TANF funds can pay for start up or operating costs for new or expanded transportation services that benefit eligible families. Such costs must be necessary and reasonable and allocated to cover only those costs associated with TANF-eligible individuals.
- TANF funds can be used to establish an Individual Development Account (IDA) that a TANF-eligible individual could use to cover qualified business capitalization expenses to establish a transportation service such as a van, shuttle, or door-to-door transportation service. This has been used for vanpool services.
- TANF funds can pay certain costs incurred by state, local, or tribal TANF agency staff incurred singularly or with other agencies in planning transportation services for TANF-eligible individuals. These costs would be considered TANF administrative costs.

### Coordination Challenges

- There are limited examples of TANF funds being used for transportation in Colorado, so there is not a broad understanding of what and how things can be accomplished.

## Self Sufficiency

Temporary  
Assistance to Needy  
Families

- Careful attention will need to be paid to cost accounting, contracts, and documentation.

### **Getting Started**

- Involve your county Director of Social Services in efforts to coordinate transportation services.
- Develop an understanding of the needs in your county and how coordination could help the county to reach their TANF goals.

## Workforce

Workforce  
Investment Act /  
Related Programs

# WORKFORCE DEVELOPMENT PROGRAMS

## Purpose and Primary Funding Sources

The Colorado Department of Labor manages two primary programs that can provide customer transportation aid: the Trade Adjustment Assistance and Workforce Development Act. Unemployment Insurance benefits can also provide customer support for this.

**Trade Adjustment Assistance (TAA)** program was authorized under the Trade Act of 1974, the North American Free Trade Agreement Implementation Act (NAFTA) and the Trade Reform Act of 2002. TTA provides benefits for workers who lose their jobs, whose hours of work and wages are reduced because of increased imports, or whose jobs were exported offshore (trade-affected workers). TTA benefits and related Trade Readjustment Allowances (weekly allowances payable only after exhaustion of unemployment insurance (UI), include a variety of reemployment services designed to prepare trade-affected workers obtain suitable employment. The states serve as agents to the US Department of Labor (USDOL) in administering the TAA program.

The **Workforce Investment Act (WIA)** provides a comprehensive range of workforce development activities. The program provides quality employment and training services to assist eligible individuals find and qualify for meaningful employment, and to help employers find the skilled workers they need to compete and succeed in business. Workforce development activities in local communities can benefit job seekers, laid off workers, youth incumbent workers, new entrants to the workforce, veterans, persons with disabilities, and employers.

Services for adults are provided through locally-based One-Stop Centers.

Services offered include:

- *Core Services:* labor market information, initial assessment of skill levels, and job research and placement assistance
- *Intensive Services:* available to eligible unemployed individuals who have completed at least one core service, but have not been able to obtain employment, or employed individuals needing additional services to obtain or keep employment that will lead to self-sufficiency
- *Training Services:* available to individuals who have met the requirements for intensive service and have not been able to obtain or keep employment.

Transportation is considered a supportive service and One-Stop Centers can provide stipends for travel based on funding availability, individual eligibility,



## Workforce

Workforce  
Investment Act /  
Related Programs

and particular circumstances. There transportation costs reimbursement (such as bus passes or a gas voucher) or mobility management services.

### Program Structure in Colorado

Colorado has nine workforce investment regions made up of one or more counties. Eight counties that operate Workforce Centers directly are those in the Metro Denver areas, including Larimer, Weld, Adams, Arapahoe/Douglas, Boulder, Denver, the Tri-county area of Jefferson/Clear Creek/Gilpin, and the Pikes Peak area of El Paso and Teller Counties. The remaining counties are sub-regions of the ninth workforce investment region known as the Colorado Rural Workforce Consortium. While most are administered by the Colorado Department of Labor and Employment, Broomfield and Mesa counties are part of the Rural Consortium but administered by their counties.

Each region has a Regional Workforce Investment Board appointed by local elected officials, often county commissioners or mayors. More than 50 percent of board membership must be executive-level officers of the private business sector that reflects the local labor market. Membership must also include representatives of labor organizations, educational entities, economic development agencies and the Colorado Department of Labor and Employment.

### Coordination Opportunities

Workforce Investment Areas are strong supporters of public transit. Staff can provide useful information on where there are needs and be a valuable connection with employers through the Workforce Board.

### Coordination Challenges

- Supplemental funds for transportation are limited.
- Services are provided on a client basis.

### Getting Started

- Involve your local Workforce Center Director and staff as you coordinate transportation services, soliciting one representative to participate on your council.
- Make a presentation to the Regional Workforce Board. Attend meetings and build strong relationships.



## Public Transit Services

FTA Sections 5309, 5310, 5311, 5316, and 5317

# PUBLIC TRANSIT SERVICES

## Primary Fund Sources

Local funds are the primary funding source for public transit services. While federal funds are critical for many rural systems, in urbanized areas there is generally less federal funding local funds are predominant.

Federal Transit Administration (FTA) programs are funded every six years through federal transportation legislation. The acronym for the current funding bill is SAFETEA-LU (Safe, Affordable, Flexible, Efficient Transportation Equity Act – A Legacy for Users).

The State of Colorado provides Senate Bill 1 funds for transportation in strategic corridors. Up to 10 percent of the total funds available through Senate Bill 1 are allocated to the transit mode and are primarily used for capital purchases.

## Purpose

The FTA funds a variety of programs, and differentiates between funds allocated to urbanized areas and rural areas. See Table A-2 for key public transit programs.

Some important characteristics of these programs:

- Transit services are funded on a network basis. A system of routes or services are funded, not transportation for specific individuals.
- The primary purpose of these programs is to provide transportation services so mobility needs are served.
- Transit grants support transportation services for all individuals. For public transit services, this means the all members of the general public and includes special populations (such as the elderly, disabled, and low income). Programs such as Section 5310 and Section 5317 are intended for particular populations.
- FTA programs require local matching funds (50 percent for operational expenses; 20 percent for capital expenses). Agencies providing matching funds may have limitations on how their funds are used and these limits must be considered. For example, local agencies provide most the matching. Often want to ensure their local tax dollars benefit the residents of their jurisdiction.



**Figure A-2: Key Transit Programs**

**Public Transit Services**  


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 FTA Sections 5309, 5310, 5311, 5316, and 5317

Program	Section		Funds Available For	Designated Recipient
	Urban	Rural		
Public Transit - Formula Funds	5307	5311	Rural: operating and capital Urban Areas: limits on operating funds; the largest areas are only able to use funds for capital	Rural: CDOT Large Urban Areas: local entity selected by Chief Executive Officer of the State
Transportation for Elderly and Persons with Disabilities	5310		Capital and mobility management activities	Rural: CDOT Large Urban Areas: local entity selected by Chief Executive Officer of the State
Public Transit – Discretionary Capital	5309		Capital	Colorado Transit Coalition
Job Access / Reverse Commute	5316		Operating and planning.	Small Urban and Rural Areas: CDOT Large Urban Areas: local entity selected by Chief Executive Officer of the State
New Freedom	5317		Capital and Operating	Small Urban and Rural Areas: CDOT Large Urban Areas: local entity selected by Chief Executive Officer of the State

**Public Transit  
Services**

FTA Sections 5309,  
5310, 5311, 5316,  
and 5317

**Program Structure in Colorado**

Urbanized areas generally work directly with the FTA for funding. A city, transit provider, or other governmental agency is usually the recipient of these funds.

In rural Colorado, including all cities under 50,000 in population that are not a part of an urbanized area, the Colorado Department of Transportation is the designated recipient for FTA funding.

The CDOT Transit Unit also manages the 5310 program for Individuals who are Elderly or Disabled; the 5316 Job Access program and 5317 New Freedom program for rural Colorado and the small urbanized areas.

The CDOT Transit Unit also manages Senate Bill 1 funds.

Public transit services isn't in all areas of the state: only those communities willing to provide local matching funds and establish and maintain services.

Many non-profit agencies in Colorado purchase vehicles through the state under the FTA program for capital funding from the 5310 program for Individuals who are Elderly or Disabled.

**Opportunities for Coordination**

- The FTA programs actively encourage coordination and four of the grant programs require coordination: 5310, 5311, 5316, and 5317.
- The FTA grants allow federal funds from departments other than Transportation to be used for up to half the required matching funds.
- Funding under three programs (5310, 5316, and 5317) can be used for mobility management activities, travel training, and technological improvements among other things.

**Challenges to Coordination**

- Public transit does not exist throughout the state; levels of service vary where it does exist.
- There is not state level funding for operating transit services so local entities are relied upon for providing matching dollars. This makes it difficult to establish adequate services, especially those that are regional in nature.
- Human service agencies typically transfer the cost of subsidizing trips to local government units. This is done by transferring clients to public transit services, or considering themselves as the “payer of last resort”, only funding transportation when no other agencies provide the service,



**Public Transit  
Services**

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FTA Sections 5309,  
5310, 5311, 5316,  
and 5317

As a result, local governments tend to limit services or are not willing to provide them.

- The administration of the FTA and CDOT programs is cumbersome. Local entities that decide to operate transit services take on significant risks and responsibilities.

**Getting Started**

- Contact the CDOT Transit Unit for information on the programs they manage. They can also direct you to urban area providers in your region.

## APPENDIX B: PROGRAM RESOURCES

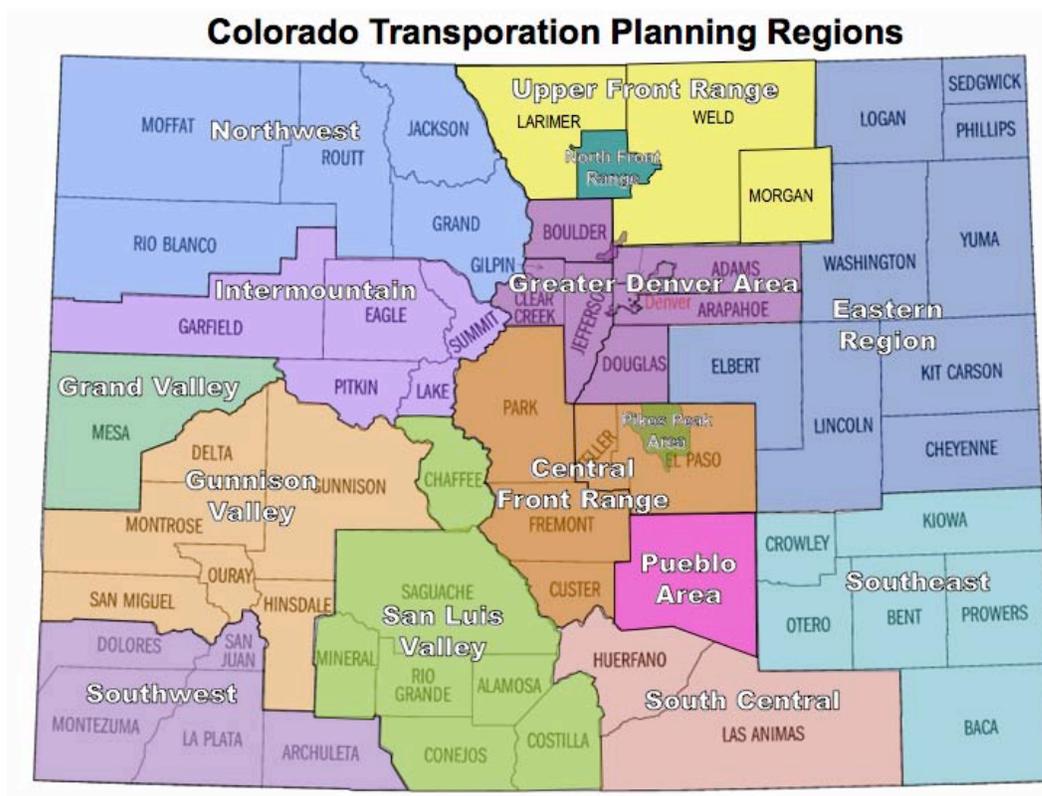
### Introduction

The following maps illustrate the boundaries of the Transportation Planning Regions, Workforce Investment Areas, Community Centered Boards, and the Area Agencies on Aging in Colorado. Website information for each is provided after the respective map.

### TRANSPORTATION PLANNING REGIONS

There are 15 Transportation Planning Regions (TPRs) in the state of Colorado. The ten rural regions and the five urban regions, also called Metropolitan Planning Organizations, are coordinated by the Colorado Department of Transportation. The following map details the 15 TPRs across the state.

**Figure B-1: Colorado Transportation Planning Regions**

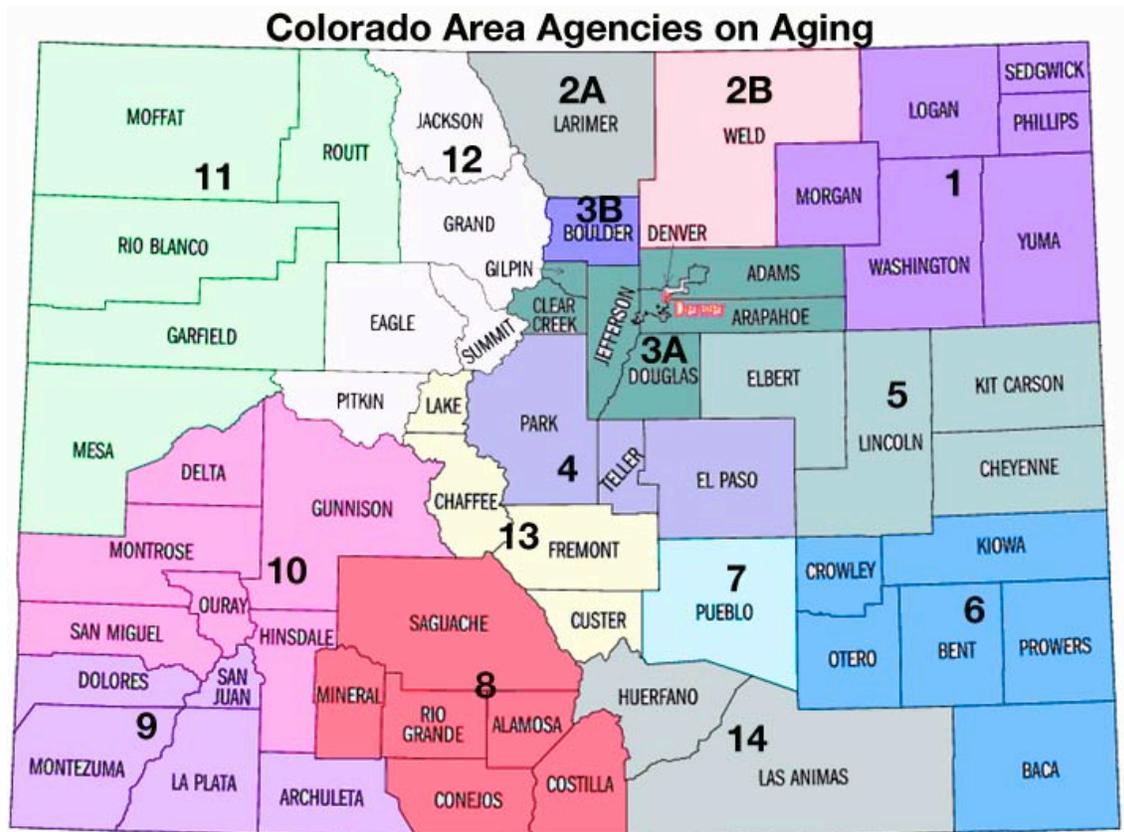


<http://www.dot.state.co.us/StateWidePlanning/PlansStudies/Contacts.asp>

## AREA AGENCIES ON AGING

The area agencies on aging (AAA) aim to keep seniors independent in their homes through the delivery of services funded by the Older Americans Act and Older Coloradans Act Programs. The boundaries for the 16 AAAs are illustrated in the map below.

**Figure B-2: Colorado Area Agencies on Aging Map**



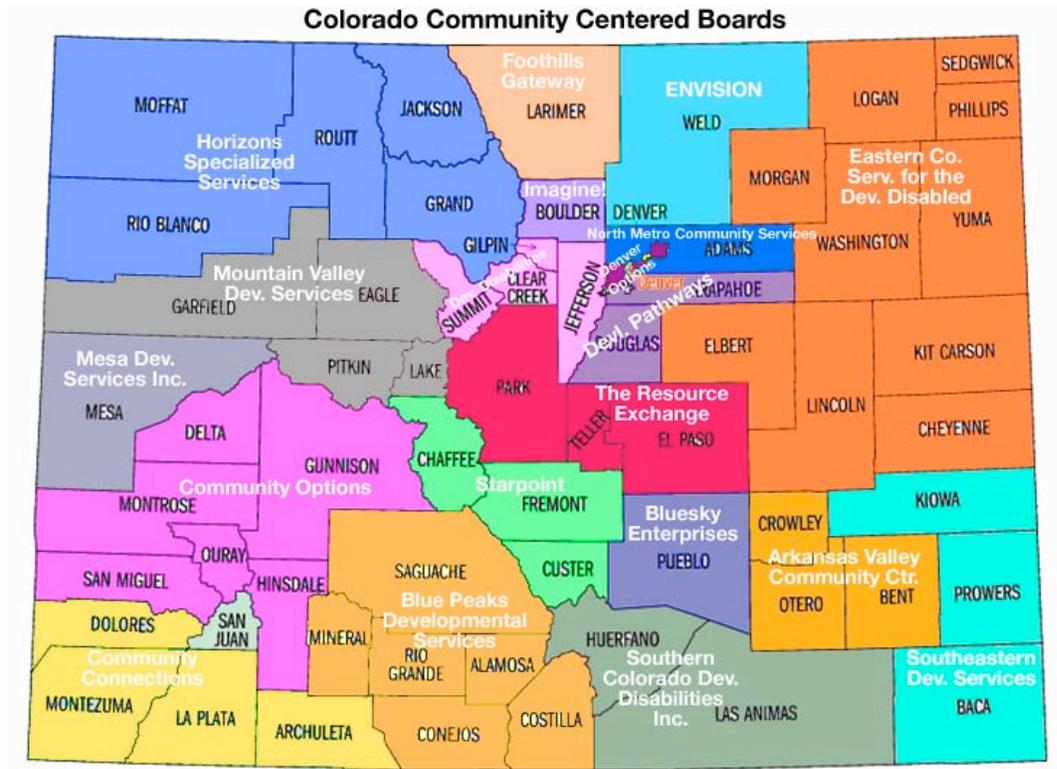
Contact information may be found on:

[www.cdhs.state.co.us/aas/agingservicesunit\\_index.htm](http://www.cdhs.state.co.us/aas/agingservicesunit_index.htm)

## COMMUNITY CENTERED BOARDS

Community Centered Boards work to help their clients use the available public transportation services and also provide significant client-only services. As illustrated in the map below, the Community Centered Boards are largely oriented along county lines.

**Figure B-4: Colorado Community Centered Boards Map**



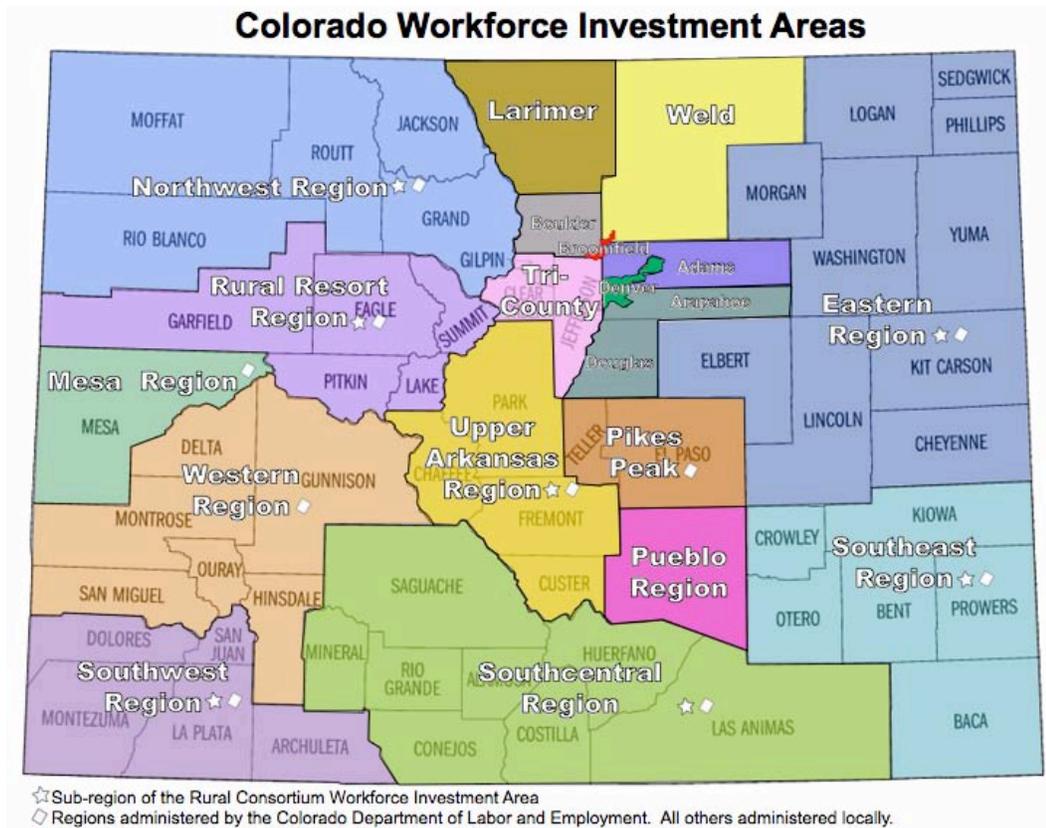
Contact information may be found on:

[www.cdhs.state.co.us/servicebycounty.htm](http://www.cdhs.state.co.us/servicebycounty.htm)

## WORKFORCE INVESTMENT AREAS

The 19 workforce regions throughout the State each offer a resource area designed to provide job seekers with a variety of tools to sharpen their competitive edge. A map of the workforce regions is presented below.

**Figure B-5: Colorado Workforce Investment Areas Map**



Contact information may be found on:

[www.coworkforce.com/EMP/WFCs.asp](http://www.coworkforce.com/EMP/WFCs.asp)

## APPENDIX C: RESOURCES

A variety of resources are available to assist you as you begin coordination efforts. This section includes a description of some key websites and reports that will be helpful.

### WEBSITES AND ELECTRONIC NEWSLETTERS

This is an active field, with new information coming out on a regular basis. As a result, websites and electronic newsletters are an excellent source of information and an effective way to stay current. Here are some favorites:

#### United We Ride

The United We Ride website ([www.unitedweride.gov](http://www.unitedweride.gov)) provides extensive information and resources for coordination of human service agency transportation and public transit services. Resources include:

- Federal and State Policy, Program, and Funding
- Useful Practices
- Framework for Action
- Mobility Management Tools
- National Consortium and Partnership
- Technical Assistance and Training

This website provides a central location for all coordination information with links to outside sites that have additional information. The only difficulty is that the site is so complete that you could spend a day following all the links and reading the material. Take it in small steps—find what you need and then go back another time for a more in-depth look at other parts of the website.

Sign up for the United We Ride electronic newsletter— it will provide you with new information and remind you to regularly scan the website to find things that may be pertinent to you.

## Easter Seals Project ACTION

Project ACTION has been a long-time leader in the provision of transportation services for people with disabilities. Their website (<http://projectaction.easterseals.com>) provides valuable resources from the perspective of an advocacy agency that understands the on-the-ground realities of providing effective transportation for individuals with disabilities. They provide excellent technical research and training opportunities. The major categories on their website are:

- Technical Assistance
- Training and Conferences
- Projects and Funding
- Frequently Asked Questions
- Who We Are

Subscribe to the Project ACTION newsletter for new and updated information.

## Community Transportation Association of America (CTAA)

The Community Transportation Association of America has been instrumental in representing the transit needs of rural and small urban areas, lobbying for additional resources and effective regulations, and a leader in transportation coordination. Their website ( [www.ctaa.org](http://www.ctaa.org) ) provides a wealth of information, with an orientation to the operational, funding, and regulatory aspects of providing services. Major categories include:

- Current News
- Features
- Basics
- Resources
- Related Topics (including information on a range of programs and initiatives)

CTAA sponsors the Community Transit Expo each year, has carried out a significant amount of research, and provides both technical assistance and training.

## REPORTS AND DOCUMENTS

### Getting There Collaborative Assessment of Human Service and Public Transit Services in Colorado and Guidebook for Providers 2005

Prepared by: Getting There Collaborative

This two-part handbook provides extensive information on how human service transportation and public transit services are organized, funded, and provided in Colorado. The Assessment of Human Service and Public Transit Services identifies the State departments handling each program, provides detailed demographic information on the Denver Metro Area, identifies barriers and recommends a structure for coordinating transportation services statewide. The Guidebook for Providers identifies funding information for each program, describes for each region in the State how programs are operated, and has an extensive literature review.

This document will be an invaluable reference as you can look up information in your region as well as funding and programmatic information for each human service program.

### Handbook for Coordinating Transportation Services: Volumes I & II State of Ohio—October 1997, re-issued July 2003

Contents of Volume I:

- Check Lists at the end of each step.
- Supplementary materials such as forms, sample resolutions, budgets, etc., that agencies can use/alter as they see fit.
- Best practices.
- References to the other volume of the guide where there is more detailed information on the particular topic.

- Each chapter begins with a more detailed TOC, explanation of who should read the chapter, and where it fits within the handbook.

Contents of Volume II:

- Detailed descriptions of necessary/potentially necessary steps to implementing a coordinated transportation system, such as starting a new nonprofit in the State of Ohio.
- Additional literature resources at the end of each section, where appropriate.
- Supplementary information, such as fare structures, sample RFP's, and contracts, MOUs, etc.

This report will be most useful as a resource for human-service agencies in Colorado that have no background on coordination. It provides a simple step-by-step process for understanding coordination and how to plan for a coordinated program, including determining what type of coordination model is best.

The two volumes of the Ohio DOT guide are meant to work hand in hand to help organizations through the process of coordinating transportation. While Volume I helps organizations determine whether it is feasible for them, and how to proceed through preliminary planning for the coordination effort, Volume II provides more detail during for steps during the implementation process. Both are useful for organizations in other states considering coordination.

### Designing and Operating Cost-Effective Medicaid Non-Emergency Transportation Programs: A Guidebook for State Medicaid Agencies—1998

Prepared by the Health Care Financing Administration and the National Association of State Medicaid Directors' Non-Emergency Transportation Technical Advisory Group

This guidebook contains strategies that states can use to make a variety of program changes, from containing costs to improving access to services. Each chapter lays out a detailed guide for a specific step in the design and operations of a cost-effective program including: coordinating Medicaid non-emergency transportation with other agencies; assessing and meeting needs in rural areas; fee structures; provider qualifications and standards; brokerage operations;

managed care systems; data collection and performance indicators; and recommendations for states.

This document provides good background information on non-emergency Medicaid transportation which is most useful at the State level. CDOT and CASTA have copies of this hard-to-find report.

### Transit Cooperative Research Program (TCRP)

The “publications” section of this website ( [www.tcrponline.org](http://www.tcrponline.org) ) is an easy way to obtain most of the documents listed below. You can download the TCRP reports in PDF format at no cost.

### TCRP Report 82: Improving Public Transit Options for Older Persons—2002

Volume I is the handbook portion, summarizing Volume 2. Volume 2 Contains:

- In-depth analysis of demographic trends, current travel behavior, and future implications of the growth in the elderly population.
- Mobility preferences and service quality measures from the industry and older person perspectives.
- Programs and services that address needs and preferences of seniors, and physical and financial limitations.
- Focus Groups with elderly travelers.
- Examples and viewpoints from transit agencies.

Most useful for demographic trend analysis and the older focus group findings.

### TCRP Report 91: Economic Benefits of Coordinating Human Service Transportation—2002

This report provides an overview of the economic costs and benefits of coordination in transportation along with incentives, barriers, cautions and other issues. Each chapter details the strategies necessary to achieve economic benefits, including coordination strategies, tapping funding, reducing costs, increasing productivity, and expanding services. Case studies are presented from systems throughout the country.

This report provides extensive details surrounding all economic characteristics of human service transportation coordination in terms of money saved and the feasibility of transit expansion.

### TCRP Report 101: Toolkit for Rural Community Coordinated Transportation Services—2004

This Toolkit provides transportation system planners, operators, and funders information on how to coordinate transportation services in rural communities. The Toolkit describes coordination activities on a national level and details specific model processes for statewide coordination. It provides an expansive list of barriers to coordination as well as the strategies to improve existing coordination programs. Case studies from states throughout the nation provide lessons learned from successful efforts, frequently asked questions, and various model processes.

The report focuses on all aspects of coordination and institutional barriers to coordination of transportation services, including legislative barriers at both a state and national level. It looks at the problem from various viewpoints and addresses many problems pertinent to coordination of transportation.

### TCRP Report 105: Strategies to Increase Coordination of Transportation Services for the Transportation Disadvantaged—2005

- Case Studies, best practices, advice from practitioners, and additional resources.
- Types of service, locating services, planning, budgeting, and promoting.
- Funding-resources for finding federal, other public, and private sources for all aspects of transportation provision, planning.
- Use of technology.

Like Report 101, this report is relatively comprehensive in its coverage of issues related to coordination. It partially overlaps, but is written for a different audience: i.e. policy makers, and those in state, regional, or even local agencies that could spearhead a coordination effort. It is also not focused on any one type of human-service transportation, or any one type of service area.

## APPENDIX D: COORDINATION POLICIES



**DEPARTMENT OF VETERANS AFFAIRS**  
**Veterans Health Administration**  
**Washington DC 20420**

**IL 10-2007-006**

In Reply Refer To: 16

**March 2, 2007**

**UNDER SECRETARY FOR HEALTH'S INFORMATION LETTER**

**HUMAN TRANSPORTATION SERVICES COORDINATION**

1. This Information Letter provides Department of Veterans Affairs (VA) medical centers with guidance in implementing strategies in response to Executive Order 13330, "Human Transportation Services Coordination."

**2. Background**

a. Personal mobility often can be taken for granted. For many people, it means starting the car or walking to the subway. However, an increasing number of Americans are unable to get to work, run errands, or access medical care simply because they do not have reliable transportation. The number of older adults in America, 30 million in 2000, is expected to double by 2030. Many of them belong to the population of "transportation-disadvantaged" individuals who cannot operate vehicles because of medical conditions or limitations. Other transportation-disadvantaged people are unable to afford their own automobile, or live in areas without public transportation.

b. In recognition of the fundamental importance of human service transportation and the continuing need to enhance coordination, Executive Order 13330 was issued February 2004. The Executive Order established a Federal Interagency Transportation Coordinating Council on Access and Mobility (CCAM), whose tasking is to simplify access to transportation for people with disabilities, people with lower incomes, and older adults.

(1) The CCAM Secretaries members are of: VA; Department of Transportation (DOT), Department of Health and Human Services (DHHS), Department of Labor (DOL), Department of Education (DOE), Department of Interior (DOI), Department of Housing and Urban Development (DHUD), United States Department of Agriculture (USDA), and the Commissioner of the Social Security Administration, the Attorney General, and the Chairperson of the National Council on Disability.

(2) Executive Order 13330 requires that CCAM members work together to provide the most appropriate, cost effective services within existing resources, and reduce duplication to free up funds for more service. The CCAM launched United We Ride (UWR), a national initiative to implement the Executive Order and the Action Plan established by the CCAM. The CCAM then submitted a detailed 2005 United We Ride Report to the President. The report outlined collective and individual department actions to decrease duplication, enhance efficiencies, and simplify access for consumers.

**IL 10-2007-006**  
**March 2, 2007**

c. At the CCAM meeting, members of the CCAM adopted the following policy statements:

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

(2) "Member agencies of the Federal Coordinating Council on Access and Mobility resolve that Federally-assisted grantees that have significant involvement in providing resources and engage in transportation should coordinate their resources in order to maximize accessibility and availability of transportation services."

**3. Recommendations for VA Medical Centers.** It is strongly recommended that each facility take the following steps to comply with Executive Order 13330:

- a. Evaluate transportation services offered within the facility.
- b. Participate in any coordinated transportation planning processes in the local community.
- c. Consider offering any excess capacity in VA transportation services to other Federal agencies under agreements that provide for reimbursement to VA.
- d. Consider the feasibility of using any excess capacity in the transportation service of another Federal agency under an agreement that provides for reimbursement to that agency.
- e. Consider informing veterans of the transportation services of other government agencies that might be available to them.

**4. Inquiries.** Questions may be addressed to the Chief Business Office at (202) 273-0384.

Michael J. Kussman, MD, MS, MACP  
Acting Under Secretary for Health

DISTRIBUTION: CO: E-mailed 3/6/07  
FLD: VISN, MA, DO, OC, OCRO, and 3/6/07



## **Federal Interagency Coordinating Council on Access and Mobility**

### **Vehicle Resource Sharing**

#### **FINAL POLICY STATEMENT**

##### **Policy:**

Federal Executive Order 13330 on Human Service Transportation Coordination directs Federal agencies funding human services transportation services to undertake efforts to reduce transportation service duplication, increase efficient transportation service delivery, and expand transportation access for seniors, persons with disabilities, children, low-income persons and others who cannot afford or readily use automobile transportation. Consistent with this presidential directive, members of the Federal Interagency Coordinating Council on Access and Mobility (CCAM) adopt the following policy statement:

“Member agencies of the Federal Coordinating Council on Access and Mobility resolve that Federally-assisted grantees that have significant involvement in providing resources and engage in transportation should coordinate their resources in order to maximize accessibility and availability of transportation services”.

##### **Background:**

Often Federal grantees at the State and local levels restrict transportation services funded by a Federal program to clients or beneficiaries of that Federal program. Some grantees do not permit vehicles and rides to be shared with other federally-assisted program clients or other members of the riding public. Federal grantees may attribute such restrictions to Federal requirements. This view is a misconception of Federal intent. In too many communities, this misconception results in fragmented or unavailable transportation services and unused or underutilized vehicles. Instead, federally assisted community transportation services should be seamless, comprehensive, and accessible to those who rely on them for their lives, needs, and livelihoods.

##### **Purpose:**

This policy guidance clarifies that Federal cost principles do not restrict grantees to serving only their own clients. To the contrary, applicable cost principles enable grantees to share the use of their own vehicles if the cost of providing transportation to the

community is also shared. This maximizes the use of all available transportation vehicles and facilitates access for persons with disabilities, persons with low income, children, and senior citizens to community and medical services, employment and training opportunities, and other necessary services. Such arrangements can enhance transportation services by increasing the pool of transportation resources, reducing the amount of time that vehicles are idle, and reducing or eliminating duplication of routes and services in the community.

**Applicable Programs:**

This policy guidance applies to the programs listed at the end of this document, as well as any other Federal program that allows funds to be used for transportation services. Any specific arrangements would be subject to the rules and policies of participating program(s). This guidance pertains to Federal program grantees that either directly operate transportation services or procure transportation services for or on behalf of their clientele.

**Federal Cost Principles Permit Sharing Transportation Services:**

A basic rule of appropriations law is that program funds must only be used for the purposes intended. Therefore, if an allowable use of a program's funds includes the provision of transportation services, then that Federal program may share transportation costs with other Federal programs and/or community organizations that also allow funds to be used for transportation services, as long as the programs follow appropriate cost allocation principles. Also, if program policy permits, vehicles acquired by one program may be shared with or used by other Federal programs and/or community organizations to provide transportation services to their benefiting population.<sup>3</sup>

Federal agencies are required to have consistent and uniform government-wide policies and procedures for management of Federal grants and cooperative agreements – i.e., a “Common Rule.” Federal agencies are also required to follow uniform cost principles for determining allowable costs found in OMB circulars, the guidance which the Office of Management and Budget (OMB) developed on these matters.

These circulars set forth the standard Federal cost principles for determining allowable costs. For example, the allowability of costs incurred by State, local or federally-recognized Indian tribal governments is determined in accordance with the provisions in OMB Circular A-87, *Cost Principles for State, Local, and Indian Tribal Governments*. The allowability of costs incurred by non-profit organizations is determined in accordance with the provisions in OMB Circular A-122, *Cost Principles for Nonprofit Organizations*. The allowability of costs incurred by education institutions is determined in accordance with the provisions in OMB Circular A-21, *Cost Principles for Education Institutions*. The OMB Circulars are available at <http://www.whitehouse.gov/omb/circulars/index.html> .

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<sup>3</sup> Program funds mean Federal funds. To the extent allowable under the applicable program's statutory and regulatory provisions, program funds also mean any State or local funds used to meet the Federal program's matching or cost-sharing requirement.

OMB also required Federal agencies that administer grants and cooperative agreements to State, local and Tribal governments to put the uniform standards into their respective regulations. The table below illustrates where in the Code of Federal Regulations (CFR) you may find the uniform management and financial standards for applicable programs by responsible department.

<b>Department</b>	<b>Grants Management Common Rule (State &amp; Local Governments)</b>	<b>OMB Circular A- 110 (universities &amp; non-profit organizations)</b>
Agriculture	7 CFR 3016	7 CFR 3019
Commerce	15 CFR 24	15 CFR 14
Defense	32 CFR 33	32 CFR 32
Education	34 CFR 80	34 CFR 74
Energy	10 CFR 600	10 CFR 600
Health & Human Services	45 CFR 92	45 CFR 74
Housing & Urban Development	24 CFR 85	24 CFR 84
Interior	43 CFR 12	43 CFR 12
Justice	28 CFR 66	28 CFR 70
Labor	29 CFR 97	29 CFR 95
State	22 CFR 135	22 CFR 145
Transportation	49 CFR 18	49 CFR 19
Treasury	—	—
Veterans Affairs	38 CFR 43	—

OMB established Title 2 of the CFR as the single location where the public can find both OMB guidance for grants and cooperative agreements (subtitle A) and the associated Federal agency implementing regulations (subtitle B). To date, the provisions of OMB Circular A-110 have been codified at 2 CFR Part 215; OMB Circular A-21 at 2 CFR Part 220; OMB Circular A-87 at 2 CFR Part 225; and, OMB Circular A-122 at 2 CFR Part 230. Once the consolidation project has been completed, title 2 of the CFR will serve as a “one stop-shop” for grant policies and governmental guidance on applicable financial principles and single audit policy.

None of the standard financial principles expressed in any of the OMB circulars or associated Federal agency implementing regulations preclude vehicle resource sharing, unless the Federal program’s own statutory or regulatory provisions restrict or prohibit using program funds for transportation services. For example, one common financial rule

states the following. “The grantee or sub grantee shall also make equipment available for use on other projects or programs currently or previously supported by the Federal Government, providing that such use will not interfere with the work on the project or program for which it was originally acquired. First preference for other use shall be given to other programs or projects supported by the awarding agency. User fees should be considered if appropriate. Notwithstanding the encouragement to earn program income, the grantee or subgrantee must not use equipment acquired with grant funds to provide services for a fee to compete unfairly with private companies that provide equivalent services, unless specifically permitted or contemplated by Federal statute.”<sup>4</sup> Hence, this directive clearly signals Federal policy calling for multiple and full use of equipment purchased with grant funds. Grantees may even charge reasonable user fees to defray program costs. Program income includes income from fees for services performed and from the use or rental of real or personal property acquired with program grant funds. As a general matter, each program would use its share of the income in accordance with the program’s regulations or the terms and conditions of the award

In summary, allowability of costs is determined in accordance with applicable Federal program statutory and regulatory provisions and the cost principles in the OMB Circular that applies to the entity incurring the costs. Federal cost principles allow programs to share costs with other programs and organizations. Program costs must be reasonable, necessary, and allocable. Thus, vehicles and transportation resources may be shared among multiple programs, as long as each program pays its allocated (fair) share of costs in accordance with relative benefits received.

A limited number of Federal block grant programs are exempt from the provisions of the OMB uniform standards and the OMB cost principles circulars. Excluded programs in the U.S. Department of Health and Human Services include the Community Services Block Grant program, the Social Services Block Grant program, the Community Mental Health Services Block Grant program, and the Substance Abuse Prevention and Treatment Block Grant program. The State Community Development Block Grant program under the U.S. Department of Housing and Urban Development (HUD) is also an excluded program. State fiscal policies apply to grantees and their subrecipients under these programs. Unless Federal law or any applicable implementing program regulations restrict or prohibit the use of Federal program funds for transportation services, we believe that it is unlikely that a State’s fiscal policies would impede vehicle sharing.

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<sup>4</sup> Uniform Administrative Requirements for Grants and Cooperative Agreements to State, Local and Tribal Governments, in the regulations shown in column two of the above table. For example, these provisions appear in the Department of Agriculture’s regulation at 7 CFR 3016.32 and in the Department of Health and Human Services’ regulation at 45 CFR 92.32. These provisions also appear in the Uniform Administrative Requirements for Grants and Agreements with Institution of Higher Education, Hospitals, and Other Non-Profit Organizations (OMB Circular A-110) at 2 CFR 215.34.

Of course, all recipients (e.g., grantees, subgrantees and subrecipients) of Federal program funds must use the funds in ways that meet all applicable programmatic requirements, together with any limitations, restrictions, or prohibitions.

**Possibilities for Meeting Transportation Needs:**

- Partner with other program agencies. For example, a program serving the aging population owns and operates shuttle buses that provide transit services for senior citizens in several rural communities. The agency partnered with other programs to expand service to provide transportation for persons with disabilities working in community rehabilitation programs (CRPs), to provide transportation to key employment locations, and to provide Medicaid non-emergency medical transportation. This was done via a cost-sharing arrangement.
- Maximize use. For example, a for-profit organization receiving Federal Head Start funds purchased specially equipped buses to transport children to and from their Head Start facility. Generally, the buses are only used during specific hours of the day. During the idle periods (including evenings and week-ends), the organization rents the vehicles to another program serving seniors and persons with disabilities to provide transportation for recreational events, and personal needs (e.g., grocery shopping, hair dresser, medical appointments). The rental contract includes payment for extra costs incurred, such as expanded insurance coverage and additional fuel expenses. While this extra service is not allowable with Head Start funds, the income generated by the use of the buses during idle periods may be viewed as incidental to the primary use of the buses, as long as such use does not interfere with regular Head Start transportation services.
- Pool resources. For example, a community action and economic development agency, another non-profit organization, and a community mental health center receiving Community Service Block Grant funds, Community Development Block Grant funds, Social Service Block Grant funds, Community Mental Health Block Grant funds and/or Substance Abuse Prevention and Treatment Block Grant funds teamed up with the State agency that administers the Temporary Assistance for Needy Families (TANF) program and the State's Labor Department. Each funding source provided an allocable amount of seed money to start a shuttle operation service in the local service areas with high unemployment and no public transportation services. Each funding source also pays its fair share of allowable ongoing costs in accordance with the benefit received by each party. The operation is based on fixed routes that connect individuals to job and training sites, outpatient mental health services, and substance abuse treatment and counseling services in the area. The operation also provides a feeder service to connect clientele to public transportation that goes into the downtown area.
- Partner with non-profit or other community organizations. For example, several agencies contracted with a local organization that operates a van service to provide door-to-door service for their clientele, transporting them to key places in the area.



Such places include hospitals and other medical facilities, child care centers, senior citizen centers, selected employment sites, and prisons for family visitation purposes.

- Engage the business community. For example, various programs within the State’s transportation department, labor department, the TANF agency, and agencies that provide community health care and assistance for the aged worked with employers in the area to contribute to the expansion of a local transportation system. The private system provides shuttle service to selected employment sites and curb-to-curb services to CRCs, senior citizen centers, retail centers, community health centers or substance abuse treatment and counseling centers, hospitals and other locations. The service is sustained through a fare-based system, with each agency benefiting from the expanded service subsidizing an allocable portion of the fares for their clientele. This service helps participating employers and their family members, as well as job seekers, dislocated workers, current employees and their family members to have access to a range of services and opportunities.
- Facilitate car-pooling. For example, a local Workforce Investment Board identified clientele with reliable cars living in various locales that they pay to pick-up other people in their area going to the same employment or training site. Participating riders pay a fare to ride. The State’s TANF agency and the State’s Office for the Aging also participate in the car pooling activity by defraying a portion of the fare for their riders. These other agencies also help to expand the available cars in different locales by paying for necessary car repairs and insurance cost for their share of participants.
- Arrange ride sharing. For example, an agency that receives program funds to assist elderly individuals purchased a van to transport their clientele to medical services and other destinations. Other program agencies worked out a financial agreement with this agency to pick up their clients living in the same neighborhoods and take them to and from destinations along the van’s route.
- Earn income: For example, the State’s Department of Transportation noticed that some of the shuttle buses that they own have been underutilized. The Department of Transportation used three of those shuttle buses to launch a fixed bus route service in areas of the State lacking access to adequate transportation to shopping, work, school, training, medical services, and other daily needs. The bus service is open to the public and fares are charged. Other State agencies, such as the Department of Human Services entered into a Memorandum of Agreement to provide program funds to the Department of Transportation for applicable fare costs for their respective clientele benefiting from the service. The income generated could be used to defray operating costs or for other program purposes, in accordance with the applicable program and administrative rules.

**Programs Covered:**

The following Federal programs generally allow program funds to be used for transportation services. Nevertheless, you should still check with your program liaison as needed, to determine whether the particular service you would like to provide would be an allowable use of funds. For example, under HUD's Community Block Grant Program, funds may be used to pay for certain transportation services (e.g., fares), but not others (e.g., personal auto repair costs or personal auto insurance).

**Department of Transportation**

- DOT/Federal Transit Administration (FTA)/Capital Improvement
- DOT/FTA/Elderly and Persons with Disabilities
- DOT/FTA/Job Access Reverse Commute
- DOT/FTA/New Freedom
- DOT/FTA/Non Urbanized Formula (Rural)
- DOT/Urbanized Formula

**Department of Education**

- ED/Assistance for Education of All Children with Disabilities (Individuals with Disabilities Education Act)

**Department of Health and Human Services - Administration for Children and Families (ACF)**

- HHS – ACF/Community Services Block Grant Program
- HHS – ACF/Head Start
- HHS – ACF/Social Services Block Grants
- HHS – ACF/State Councils on Developmental Disabilities and Protection & Advocacy Systems
- HHS – ACF/Temporary Assistance for Needy Families
- HHS – ACF/Promoting Safe and Stable Families Program
- HHS – ACF/Development Disabilities Project of National Significance
- HHS – ACF/Refugee and Entrant Assistance Discretionary Grants
- HHS – ACF/Refugee and Entrant Assistance State Administered Programs
- HHS – ACF/Refugee and Entrant Assistance Targeted Assistance
- HHS – ACF/Refugee and Entrant Assistance Voluntary Agency Programs

***HHS-Administration on Aging***

- HHS – Administration on Aging (AoA)/Grants for Supportive Services and Senior Centers
- HHS - AoA/Programs for American Indian, Alaskan Native, and Native Hawaiian Elders



**HHS - Centers for Medicare and Medicaid (CMS)**

HHS - CMS/Medicaid  
HHS – CMS/State Children’s Health Insurance Program

**HHS - Health Resources and Services Administration (HRSA)**

HHS – HRSA/ Community Health Centers  
HHS – HRSA/Healthy Communities Program  
HHS – HRSA/HIV Care Formula  
HHS – HRSA/Rural Health Care Network  
HHS – HRSA/Rural Health Care Outreach Program  
HHS – HRSA/Healthy Start Initiative  
HHS – HRSA/Maternal and Child Services Grants  
HHS – HRSA/Ryan White CARE Act Programs

**HHS - Substance Abuse Mental Health Services Administration (SAMHSA)**

HHS – SAMHSA/ Community Mental Health Services Block Grant

**Department of Housing and Urban Development (HUD), Office of  
Community Planning and Development (OCPD)**

HUD – OCPD/Community Development Block Grant  
HUD – OCPD/ Housing Opportunities for Persons with AIDS

- HUD – Generally, the buses are only used during specific hours of the day. During the idle periods (including evenings and week-ends), the organization rents the vehicles to another program serving seniors and persons with disabilities to provide transportation for recreational events, and personal needs (e.g., grocery shopping, hair dresser, medical appointments). The rental contract includes payment for extra costs incurred, such as expanded insurance coverage and additional fuel expenses. While this extra service is not allowable with Head Start funds, the income generated by the use of the buses during idle periods may be viewed as incidental to the primary use of the buses, as long as such use does not interfere with regular Head Start transportation services.
- Pool resources. For example, a community action and economic development agency, another non-profit organization, and a community mental health center receiving Community Service Block Grant funds, Community Development Block Grant funds, Social Service Block Grant funds, Community Mental Health Block Grant funds and/or Substance Abuse Prevention and Treatment Block Grant funds teamed up with the State agency that administers the Temporary Assistance for Needy Families (TANF) program and the State’s Labor Department. Each funding source provided an allocable amount of seed money to start a shuttle operation service in the local service

areas with high unemployment and no public transportation services. Each funding source also pays its fair share of allowable ongoing costs in accordance with the benefit received by each party. The operation is based on fixed routes that connect individuals to job and training sites, outpatient mental health services, and substance abuse treatment and counseling services in the area. The operation also provides a feeder service to connect clientele to public transportation that goes into the downtown area.

- Partner with non-profit or other community organizations. For example, several agencies contracted with a local organization that operates a van service to provide door-to-door service for their clientele, transporting them to key places in the area. Such places include hospitals and other medical facilities, child care centers, senior citizen centers, selected employment sites, and prisons for family visitation purposes.
- Engage the business community. For example, various programs within the State's transportation department, labor department, the TANF agency, and agencies that provide community health care and assistance for the aged worked with employers in the area to contribute to the expansion of a local transportation system. The private system provides shuttle service to selected employment sites and curb-to-curb services to CRCs, senior citizen centers, retail centers, community health centers or substance abuse treatment and counseling centers, hospitals and other locations. The service is sustained through a fare-based system, with each agency benefiting from the expanded service subsidizing an allocable portion of the fares for their clientele. This service helps participating employers and their family members, as well as job seekers, dislocated workers, current employees and their family members to have access to a range of services and opportunities.
- Facilitate car-pooling. For example, a local Workforce Investment Board identified clientele with reliable cars living in various locales that they pay to pick-up other people in their area going to the same employment or training site. Participating riders pay a fare to ride. The State's TANF agency and the State's Office for the Aging also participate in the car pooling activity by defraying a portion of the fare for their riders. These other agencies also help to expand the available cars in different locales by paying for necessary car repairs and insurance cost for their share of participants.

OCPD/Supportive Housing Program

*Any other Federal program that allows funds to be used for transportation services.*

## APPENDIX E: GLOSSARY OF ACRONYMS AND TERMS

### ACRONYMS

AAA	Area Agency on Aging
AASHTO	American Assn. of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
AOA	Administration on Aging
APTA	American Public Transportation Association
CASTA	Colorado Association of Transit Agencies
CCOA	Colorado Commission on Aging
CCB	Community Centered Board (Developmentally Disabled)
CCI	Colorado Counties, Inc.
CDBG	Community Development Block Grant
CDDPC	Colorado Developmental Disabilities Planning Council
CDL	Commercial Drivers License
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health and Environment
CML	Colorado Municipal League
CMAQ	Congestion Mitigation/Air Quality
COG	Council of Governments
C.R.S.	Colorado Revised Statutes
CSBG	Community Services Block Grant
CTAA	Community Transportation Association of America
CTC	Colorado Transit Coalition
DBE	Disadvantaged Business Enterprise
DD	Developmental Disabled
DOT	Department of Transportation (U.S.)
DRCOG	Denver Regional Council of Governments (pronounced "Doctor Cog")
EIS	Environmental Impact Statement
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GIS	Geographic Information System
HCBS	Home and Community Based Services
HHS	Health and Human Services (U.S. Department of)
HOV	High Occupancy Vehicle (i.e., buses, carpools)

HTF	Highway Trust Fund (federal)
HUTF	Highway Users Tax Fund (state)
IAC	Interagency Advisory Committee (transit grant review committee)
ICB	Intercity Bus
IGA	Inter-Governmental Agreement
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991 ("Ice Tea")
ITS	Intelligent Transportation System
JBC	Joint Budget Committee (of the State Legislature)
LOS	Level of service
LRT	Light Rail Transit
MIS	Major Investment Study
MIS	Management Information System (FTA Drug and Alcohol Regulations)
MPO	Metropolitan Planning Organization
MRO	Medical Review Officer
NEPA	National Environmental Policy Act
NFRMPO	North Front Range Metropolitan Planning Organization
NHS	National Highway System
NPRM	Notice of Proposed Rule Making
O & D	Origin and Destination
PNP	Private Non-Profit
PPACG	Pikes Peak Area Council of Governments
PUC	Public Utilities Commission
RTA	Regional Transportation Authority (in Colorado law)
RPC	Regional Planning Commission
RTAP	Rural Transit Assistance Program
RTD	Regional Transportation District (Denver's Transit System)
RTD	Regional Transportation Director (CDOT)
RTP	Regional Transportation Plan
SAFETEA-LU	Safe, Accountable, Flexible and Efficient Transportation Equity Act—A Legacy for Users (highway reauthorization August 2005)
SAP	Substance Abuse Professional
SAP	Accounting system used at CDOT
SIP	State Implementation Plan (for air quality)
SMP	State Management Plan
SOV	Single Occupancy Vehicle
STAC	State Transportation Advisory Committee
STIP	Statewide Transportation Improvement Program
STP	Surface Transportation Program
TAC	Transit Advisory Committee (local group for transit plan)
TDD	Telecommunications Device for the Deaf
TDM	Transportation Demand Management

TE	Transit Element
TIP	Transportation Improvement Program (metropolitan areas)
TDP	Transit Development Program
TEA-21	Transportation Equity Act for the 21st Century
TMA	Transportation Management Area
TPR	Transportation Planning Region
TRB	Transportation Research Board
UMTA	Urban Mass Transportation Administration (now FTA)
UZA	Urbanized Area
VMT	Vehicle Miles Traveled

## AGENCIES AND SERVICE PROVIDERS FOR STATE HUMAN-SERVICE PROGRAMS

***Area Agency on Aging (AAA)*** — Sixteen regional agencies responsible for the Older Americans Act and Older Coloradoans Act programs at the local level. Each has an advisory council. The AAAs contract for transportation, nutrition, and other services.

***Boards of Cooperative Educational Services (BOCES)*** — Cooperative boards consisting of local school boards, community colleges, and other educational institutions. These agencies combine to provide services that are most effectively provided by several districts, such as services for students with disabilities, rather than by each individual school district.

***Community Centered Boards*** — Twenty private nonprofit agencies, established by statute, that are responsible for providing comprehensive services, including transportation, to people with developmental disabilities at the regional level.

***Council of Governments (COG)*** — Voluntary association of local governments that operates as a planning body, collects and disseminates information, reviews applications for funding, and provides services for its member governments.

***Metropolitan Planning Organization (MPO)*** — Agency designated by law with the lead responsibility for developing transportation plans and programs within an urbanized area. MPOs are established by agreement of the Governor and units of local government representing at least 75 percent of the population in the urbanized area. An MPO can also be a Council of Governments (see above).

***Regional Service Centers*** — Three state-operated centers serve people with the most severe developmental disabilities. These are located in Grand Junction, Pueblo, and Jefferson County.

***Transportation Planning Region*** — Fifteen regions used by Colorado Department of Transportation for transportation planning activities. These planning activities are mandated by state law and cover both urban and rural areas of the state.

***Workforce Investment Areas*** — Nine federally recognized areas within Colorado in which employment and training activities are carried out. Eight are operated locally by urban counties (sometimes more than one county joins together to provide these services) and one is a rural consortium that covers the rest of Colorado. The rural consortium is divided into seven smaller regional areas managed by the Colorado Department of Labor and Employment.

**Urbanized Area** — Area with contiguous population of over 50,000.

**Urban Area** — Area with contiguous population of over 5,000.

## TYPES OF TRANSIT SERVICES

**Community Bus Routes** — Transit routes that operate on a fixed-route, fixed schedule and connect key trip generators and attractors within the local community. The routes provide frequent service within a small service area to locations such as apartment complexes, senior residences, transit hubs, retail concentrations, educational institutions, and employment centers.

**Deviated-Route** — Transit services that allow the driver to deviate from a fixed-route to pick up or drop off passengers with special needs

**Demand-Responsive** — Transit service in which riders schedule an appointment to be picked up and dropped off at locations of their choosing.

**Door-to-Door, Door-Through-Door, or Curb-to-Curb Service** — Describes the level of service provided in demand-response or specialized transportation services. With door-to-door service, the driver assists the passenger to and from the doorway. With door-through-door service, the driver assists the passenger into a home or building. “Specialized” transportation is used in this report to cover all other types of demand response services. These services may be identical to that provided as paratransit service or may vary. The key is that specialized services are voluntary while paratransit services are legally required.

**Human-Service Transportation** — Transportation services provided to clients of a particular program.

**Fixed-Route** — Regularly-scheduled transit service along a pre-determined route, with no deviations.

**Paratransit** — Demand-response service that meets the requirements of the Americans with Disability Act. Also be referred to as “complementary paratransit service.” In this Handbook, “paratransit” is a term reserved for the service fixed route transit providers must provide under the Americans with Disabilities Act. It is required to be provided as “curb-to-curb service”, where the passenger must be able to wait at the curb for the vehicle. Specialized transportation service (see below) may be identical to paratransit service, but it does not have to meet the exact legal definitions of paratransit service.

***Public-Transit*** — Transportation services available for all people, not limited to a certain group of clients or specific trip purpose.

***Specialized Transit*** — A generic term for service that is designated primarily for certain population groups, usually disabled and/or elderly riders. In this report, the term generally refers to all types of demand response service that are not required under the Americans with Disabilities Act. In some cases, it is used in its generic sense, and paratransit services are included as a type of specialized transportation service.

## OTHER TERMS

***Alternative Modes or Alternative Transportation*** — Any way of getting from point A to point B other than driving alone in a car, van, or truck. Alternative modes include carpooling, vanpooling, bicycling, walking, or riding transit.

***Americans with Disabilities Act (ADA)*** — A Federal Law that requires facilities and services be made accessible to persons with disabilities. Transportation services and facilities are just one area the law covers.

***Broker*** — An agency or organization that takes in requests from riders for demand-responsive service, determines which transit provider could best provide the trip based on the location and type of trip and the type of rider, and then coordinates the trip with the provider.

***Designated Recipient*** — A public body designated in each urbanized area to have the legal authority to receive and dispense federal funds, such as from the Federal Transit Administration program.

***United We Ride*** — A federal initiative to improve coordination among the various human-service transportation and transit programs funded through federal legislation.