

Moving Forward:



***A Transportation Toolkit for
Welfare Reform***

prepared by the

**ATR Institute
The University of New Mexico**

for the

**New Mexico State Highway and Transportation Department
Public Transportation Programs Bureau**

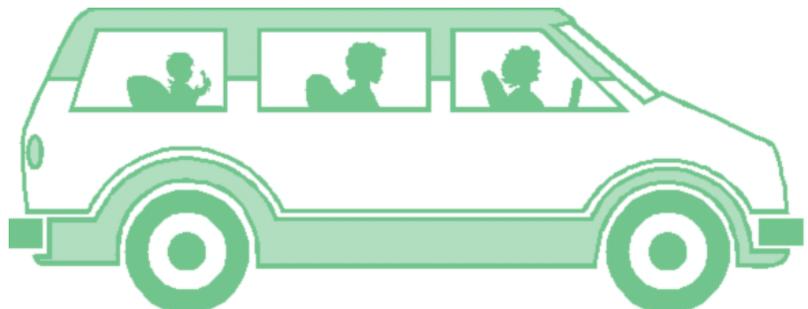
**Pete Rahn, Secretary
Chip Fenner, Division Director
Josette Lucero, Bureau Chief**

in cooperation with the

New Mexico Human Services Department

and the

New Mexico Department of Labor



January 2000

Executive Summary

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Principal Authors:

Judith M. Espinosa
Matthew Baca
Amy Estelle
Mary White

prepared for the

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PREFACE

From the Earth to the Moon. From Welfare to Work.

Two challenges, a full generation apart and seemingly as disparate in purpose as is imaginably possible. But not so dissimilar as one may think. Both beginning with a seemingly impossible, never-before-achieved goal, a short time frame in which to attain it, and a cadre of dedicated people working to tackle the complex problems blocking the way to success. And just as the journey from Earth to the Moon was much more than an Apollo astronaut climbing into the nearest rocket for a three-day trip, so is the journey from welfare to work much more than stepping off the curb and catching the nearest bus. In lieu of heat shields, lunar modules, and beyond state-of-the-art-computers, there will be accessible childcare, professional development programs, sustainable employment opportunities, and a transportation resource enabling welfare recipients to reach their destination—and to keep on reaching it after they have joined the working mainstream.

The following pages describe the welfare to work transportation hurdles in New Mexico, as well as the innovations and programs that can be used to sweep these hurdles to the side. This work is designed as a *Toolkit* for both state and local governments; as such, it provides a variety of instruments. It is well recognized that the problems facing a state as diverse as New Mexico precludes a single, homogeneous answer. In many instances, transportation challenges will be unique to the particular locale. Our hope is that with the proper tools, each community can initiate the process and procedures necessary to bring its citizens from welfare to work.

Many individuals, working long hours in their effort to help meet the State's welfare to work goal, have provided assistance and insight. To recognize them in the space allotted is impossible. However, a note of special thanks must be given to:

Secretary Pete Rahn, New Mexico State Highway and Transportation Department, for his support in promoting innovative public transportation ideas;

Secretary-Designate Robin Otten, New Mexico Human Services Department, and her executive staff for their financial support for *The Toolkit* and expert advice on its development;

Secretary Clint Harden, New Mexico Department of Labor, and his Welfare-to-Work staff for their collaborative efforts;

Senator Linda Lopez, Chair, Legislative Welfare Reform Oversight Committee; and

Representative Luciano “Lucky” Varela, Vice-Chair, Legislative Welfare Reform Oversight Committee.

A more comprehensive list of those who assisted in this first-ever endeavor can be found at the end of the Executive Summary. We look forward to continuing to reach for more efficient and better quality public transportation services for all New Mexicans.

Signed,

Josette Lucero, Chief, Public Transportation Programs Bureau

Judith M. Espinosa, Director, ATR Institute

Matthew Baca, Transportation Research Programs Manager, ATR Institute

Amy Estelle, Research Scientist, ATR Institute

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INTRODUCTION

Every state faces formidable transportation obstacles in welfare reform. Those states that have been the most successful in overcoming these obstacles share several characteristics. They have

- ❖ strong leadership and financial commitment from their executive branch;
- ❖ one or more champions in their state legislature;
- ❖ the business community's support for employer-sponsored transit benefits and other initiatives; and
- ❖ program managers and directors who have earned the trust of their colleagues in other departments and agencies.

In short, from governors' offices to county human services offices, from legislative chambers to chambers of commerce, from state councils to city councils, these states have resolved that the lack of transportation will no longer prevent a person who wants to work and support her/his family from doing so.

Transportation is the glue that holds together the other pieces of welfare reform. With adequate transportation to access the GED class and literacy program, substance abuse and domestic violence counseling, life skills and job training classes, job searches and interviews, childcare and Head Start centers, the journey of a family receiving Temporary Assistance to Needy Families (TANF) from welfare to work is much more likely to succeed. No matter how excellent the instructors, how supportive the mentors, how capable the job developers, how well-designed the pre-school program, how comprehensive the Head Start curriculum, how great the job opportunity, for determined TANF clients who want to work but who don't have reliable and affordable transportation, these opportunities might as well not exist.

Making these opportunities accessible to transportation-poor families will take an extraordinary level of collaboration between departments, agencies, programs, and people. But the benefits of this collaboration to TANF families and the State as a whole are equally extraordinary. TANF adults who make the journey from welfare to work will move their families toward not only greater economic self-sufficiency, but also improved physical and psychological health. The parents' improved self-confidence and self-esteem will extend to their children and provide positive intergenerational effects. As these families move off cash assistance and become wage earners, their hard-earned dollars will enter the State's economy to purchase goods and services that had

previously been subsidized by the public coffers. Each family that successfully moves from welfare to work will contribute new tax dollars to the State as well.

Many groups in New Mexico must bear the responsibility for the degree of program success attained under welfare reform. A share of the responsibility falls squarely on the TANF clients themselves. Those who can work must work. TANF clients must grasp that the cash assistance entitlement program that they once relied upon is now gone forever. Temporary Aid to Needy Families is, in fact, a temporary program designed to help them and their children enter or re-enter the mainstream economy of the 21st Century. Moreover, new jobs will increasingly require a more educated and skilled work force. Trends in business and technology are placing a competitive premium on education and training, creating opportunities for those workers who have attained higher levels of education and who continue to upgrade their skills and knowledge.

Responsibility falls on the shoulders of the State's executive and legislative leaders who are entrusted to bring good-paying jobs to New Mexico and ensure the advancement of opportunities for families who are willing to work but who currently live at or below the margins of poverty. Responsibility is shared by program planners, managers, and directors to increase cost-efficiency, avoid duplication of services, and wring out the value of every penny from federal and state program dollars.

A share of the responsibility goes to the business community to invest in economically depressed areas and to share its expertise in these communities by offering apprenticeships, mentoring, and other employer-provided training opportunities. This assistance is in the economic self-interest of business. Research on the economic effects of employer-based training consistently shows significant benefits to firms' productivity.

Finally, with federal dollars to address welfare reform at an all-time high, this may be the State's best opportunity to help its poorest people aim for the American dream. Transportation is the glue that can join people and programs into a reasonable, attainable whole system that moves New Mexico forward. In this period of unprecedented economic growth, it is important that no community or group be left behind. With a unified can-do spirit, New Mexicans can get the job done.

A list of acronyms used in the Executive Summary can be found on page 38.

MOVING FORWARD: A TRANSPORTATION TOOLKIT FOR WELFARE REFORM

EXECUTIVE SUMMARY

Under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Congress reformed decades-old federal welfare law by terminating the entitlement program Aid to Families With Dependent Children (AFDC) and beginning a work program, Temporary Assistance to Needy Families (TANF), with a five-year lifetime limit on cash benefits. While the Act gives states flexibility to design their own cash assistance programs, the new federal guidelines also assert that those TANF recipients who are able to work must work. Under the Act, the New Mexico Human Services Department (NMHSD) receives a block grant from the US Department of Health and Human Services (USDHHS) to fund New Mexico Works, the State TANF Program.

In addition to TANF, Congress created the Welfare-to-Work (WTW)¹ program in the Balanced Budget Act of 1997. WTW is administered by the US Department of Labor (USDOL) and offers intensive support services and training to the hardest-to-employ TANF recipients, approximately 20 to 30 percent of the TANF adults. The WTW formula grant to New Mexico is administered by the New Mexico Department of Labor (NMDOL). When the WTW program was reauthorized by the Welfare-to-Work and Child Support Amendments of 1999, Congress made several significant changes to extend these support services to a broader range of TANF recipients and to cover, for the first time, the noncustodial parents of TANF children.

Soon after Congress reformed the welfare system, it passed a national transportation bill that funds highways, bridges, transit, and other transportation programs through the year 2003. Under this legislation, the Transportation Equity Act for the 21st Century (TEA-21), the Federal Transit Administration (FTA) offers a new grant to improve people's access to the workplace—the Access to Jobs (ATJ) and Reverse Commute (RC) grant program—to all states and cities over 50,000. ATJ grants are designed to fund transportation services that improve job access for people living at or below 150 percent of the Federal Poverty Level. RC grants fund transportation solutions for inner-city and rural residents of all income groups to get to jobs in suburban locations. ATJ and RC grants provide the states and cities with important new transportation funding for the age of welfare reform.

The New Mexico State Highway and Transportation Department (NMSHTD) and its Public Transportation Programs Bureau (PTPB) have long recognized the importance of transportation in maintaining the State's economic well-being and the quality of life for all New Mexicans. Amid the dramatic changes brought about by federal legislation that reshaped public thought about the relationship

¹ Welfare-to-Work or WTW in capital letters refers to the formal Welfare-to-Work Program, while welfare to work or wtw in lower case letters refers generically to welfare reform.

between welfare and poverty, the PTPB began to investigate transportation barriers affecting the State's TANF recipients.

In November 1998, under contract to the PTPB, the ATR Institute (ATRI) produced a report entitled *Public Transportation: A Priority Link in Moving People to Work*. Using qualitative data collected at seven State-sponsored WTW forums, the ATRI found the lack of adequate transportation to be one of the greatest barriers impeding people's transition from welfare to work.

A Transportation *Toolkit* for Welfare Reform

In February 1999, again under contract to the PTPB, and with funding from the NMHSD Income Support Division (ISD), the ATRI began to conduct a ground-breaking series of studies and to gather other comprehensive informational resources that would become the tool-building materials necessary to address these transportation shortfalls systematically. The research undertaken either had not been conducted previously or did not exist in a format that would be usable across multiple State agencies. The statewide research ATRI conducted includes:

- ❖ A transportation survey of 440 TANF recipients and 403 recipients of other benefit groups, such as Food Stamps and Medicaid;
- ❖ A survey of 16 rural and 3 urban public transit providers;
- ❖ A survey of 102 senior center program managers;
- ❖ A survey of 35 Head Start providers;
- ❖ A survey of 172 program managers for developmentally disabled services; and
- ❖ A survey of 6 TANF/WTW contractors and 3 nationally competitive WTW providers.

The result of this work is *Moving Forward: A Transportation Toolkit for Welfare Reform*. The *Toolkit* contains several databases derived from ATRI research, such as the composite database of publicly funded vehicles, that will be helpful in transportation planning and decision making. Textual information includes clear and concise explanations of federal funding sources for welfare to work transportation and tools for financial decision making and grant management. The *Toolkit* presents this enormous amount of information in an organized and easily accessed format, contained in over 225 pages of printed text, maps, figures, and appendices as well as in an electronic database. This *Toolkit* is designed to provide State and local policymakers, planners, and program administrators with the best information currently available about transportation as related to welfare reform. In addition, it provides information to facilitate the public's participation in transportation decision making.

Data gathered from surveys of the transportation resources and needs of TANF recipients and those in the “Other Benefit Group,” who receive Food Stamps and/or Medicaid, have been analyzed and summarized in figures. These figures present quantified information on the transportation needs and resources of some of New Mexico’s poorest rural and small-town residents. By comparing responses from the TANF and Other Benefit Group, human service managers can better understand the relationships between the two groups studied and develop transportation

...human service managers can... develop transportation policies based on information provided directly by their clients.

policies based on information provided directly by their clients. Planners can use the information to evaluate regional transportation options. The NMDOL and the NMHSD can use the information to compare the transportation resources and needs of New Mexico’s welfare recipients with those of other welfare recipients across the nation. The information about New Mexico, in comparison with information from other states, will help determine the appropriate allocation level of transportation dollars. Finally, the information will help strengthen the case in the NMSHTD’s applications for federal transportation funds from ATJ and RC grant program sources.

Another survey was used to identify transportation providers’ and program managers’ perceptions of the barriers to transportation coordination across programs and departments. This information will be helpful in transportation planning because it provides insights from those that deliver transportation services and have actual experience with overcoming the hardships of creating and maintaining operations that work well.

The task of creating the *Toolkit* was extremely complex and expensive. Because no organization had ever tried previously to assemble so much comprehensive information about publicly funded vehicles, transportation services, TANF clients, job opportunities, and support services, information was difficult to obtain from some groups. Some providers of transportation to the developmentally disabled did not complete and return the questionnaires that the ATRI had sent them, although their importance and use were well explained. Because no statewide composite database of publicly funded vehicles had ever been undertaken previously, the data-gathering methods were expensive.

Another problem encountered in creating a composite inventory of publicly funded vehicles was the lack of uniformity among agencies in the types of information recorded in their vehicle inventories. Among the differences, some programs record compliance with the Americans with Disabilities Act (ADA),² and vehicle mileage and condition, while others do not. Moreover, much of the information about publicly funded vehicles supplied by State, local, and nonprofit agencies was incomplete.

² The guidelines for ADA compliance can be found at the Federal Transit Administration website: <<http://www.fta.dot.gov/office/program/gmw/15ADA.html#Q1>>.

Negotiating the use of NMHSD TANF data while maintaining strict client confidentiality was an involved process. Protocols were established and carefully followed. It took months to receive the data and additional weeks to correct the State's data-entry errors. Data cleanup was imperative to produce useful statewide maps. Nearly 88,000 individual TANF records were matched by physical household address to determine the characteristics of the household. Examples of these characteristics include number and ages of children, number of adults, and gender of the head of household. Geographic information systems (GIS) software was used to count and plot geographically TANF households by zip code. The maps produced indicate not only the number of TANF households within a zip code, but also the location of the zip code within a county and NMHSD region. Despite the inherent difficulties of the research, the findings obtained will be helpful in the development of State and local programs to assist TANF and WTW families in overcoming transportation barriers from welfare to work.

...GIS software was used to count and plot geographically TANF households by zip code.

To illustrate the TANF family's need for reliable transportation, visual materials include a series of State, regional, and local maps that show, among other factors, the distances between TANF recipients and the routine destinations to which they may travel for service and support as they transition from welfare to work. In preparation for employment, the TANF adult will be referred, as needed, to appropriate resources, which may be in different geographic locations. These resources include counseling for substance abuse, mental illness, and domestic violence; classes in parenting, life skills, and job preparation; and programs to improve literacy and/or to obtain a general equivalency diploma (GED).

Map 1 on page 21 shows the location of **State TANF/WTW Providers, Federal WTW Providers, DOL and HSD Offices, and TANF Household Count by County**. This map illustrates that many TANF households are located long distances from NMDOL and NMHSD Offices, and TANF and WTW providers. *Map 2* on page 22 shows the **Substance Abuse Treatment Facilities and TANF Household Count by County**. The black rings on the map indicate a radius of 25 miles from the nearest substance abuse treatment facility. The TANF households within a black ring are less than 25 miles away from the nearest facility; the households on a black ring are 25 miles away; and those households outside the black rings are more than 25 miles away. For those TANF household members who need substance abuse treatment and who do not have reliable transportation, a round trip of fifty miles to the nearest facility may be a long and difficult journey. For other TANF household members whose round trip would be even longer to reach needed facilities, the journey may be nearly impossible to negotiate on a routine basis. *Map 2* does not indicate whether a TANF household needs substance abuse treatment. It gives a visual look at the proximity of the TANF household to the nearest treatment facility and provides insights as to the amount of travel necessary to access this kind of service. *Map 3* on page 23 shows the

Distribution of Licensed Childcare Facilities and TANF Household Locations by County. Map 3 indicates that some parents will need to transport their children long distances to reach a licensed childcare facility. *Map 3* does not indicate how many slots are currently available for children at the licensed facility. These and other maps, which required extensive research, are included in the *Toolkit*.

Quantifying TANF Recipients' Transportation Resources

The ATRI designed a transportation survey of TANF clients to quantify their transportation resources and identify their transportation needs. To gather the necessary information, ATRI used a voluntary, anonymous, self-administered questionnaire. Through several County ISD offices and the five TANF prime contractors, the ATRI surveyed 440 adult TANF clients and 403 adult clients from another benefit group who were not receiving TANF but were receiving Food Stamps and/or Medicaid. Since similar studies had been conducted in Bernalillo and Doña Ana Counties in the last three years, the ATRI did not resurvey clients in these Counties, but focused instead on clients living in rural areas and small towns, where people have few transportation options.

Clients were asked to indicate if a lack of transportation had kept them from finding or keeping a job, the type of transportation assistance they desired most, and their need for childcare transportation. The questionnaire asked for demographic information; the year, make, and model of the vehicle; and the number of days that it was available for use in a typical week.

The demographic profiles of the two groups, TANF and Other Benefit Group, are not very different. Most are female. The median age is the early 30s. The average number of children in each of the two groups studied is two. The members of both groups generally live below the Federal Poverty Level and lack a high school education. (See *Figure 1: Household Income Level by Benefit Group* on page 27 and *Figure 2: Education Level by Benefit Group* on page 28.)

At first glance, *Figure 3: The Need for Childcare Transportation by Benefit Group* on page 29 shows that approximately two-thirds of TANF recipients surveyed said that they needed transportation for their children to childcare. But when additional survey data were analyzed, the ATRI researchers found that the percentage may be as high as 85 percent.³ *Figure 4: Estimated Vehicle Trade-In Value by Benefit Group* on page 30 illustrates that the greatest number of vehicles owned by TANF recipients—43 percent—had a trade-in value between \$100 to \$500. The median⁴ vehicle trade-in value for TANF clients in this study is \$620. *Figure 5: Vehicle Model Year by Benefit Group* on page 31 shows that 77 percent

³ See the notation with an asterisk at the bottom of Figure 3 on page 29 for an explanation.

⁴ The statistical median is a value that falls midrange, so that half of the values in the ordered set of numbers are above the median and half are below.

of TANF client-owned vehicles have a model year of 1990 or older. The median vehicle model year is 1987.

With only 20 percent of the TANF recipients surveyed reporting access to a vehicle four or more days per week, and with the median TANF vehicle valued at \$620, planners and policymakers cannot rely

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on the private vehicle as a reliable transportation solution for the majority of TANF families. Adult TANF recipients need transportation to work, educational and training locations, counseling services, and all the places that adult heads of household must go to maintain their families. For every adult TANF recipient, there are, on average, two dependent

children who probably need transportation to pre-school or after-school programs, Head Start, or childcare. In the past, the ISD has implemented multiple transportation support services for individuals to address these needs, such as one-time emergency funds, vouchers, and temporary transportation. But current support services do not meet the costs of everyday transportation, they do not apply to TANF children, and they do not address long-term transportation needs of TANF families or those of low-income families trying to stay off welfare. A systematic approach to providing transportation for them is needed.

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Travel Patterns and Destinations of TANF Households

The physical journey from welfare to work is more than a TANF adult's daily commute from home to the job site. Like every other New Mexico family, the State's approximately 25,000 TANF families must negotiate how to get to and from work, school, childcare, and medical appointments, and to purchase food, clothing, and household goods. Once an adult applies and is approved for TANF benefits at the ISD Office, he or she must routinely travel to other destinations in order to meet the NM Works program's work requirements. One of the first destinations will be the TANF provider. A client may also be referred to the New Mexico Works or WTW program by visiting a NMDOL Workforce Development Center. In preparation for employment, the TANF adult will be referred, as needed, to other appropriate resources, which may be in different physical locations. These resources include counseling for substance abuse, mental illness, or domestic violence; classes in parenting, life skills, and job preparation; programs

to improve literacy, and/or to obtain a GED. Depending on the provider, services and support are offered from six to twelve months.⁵

The TANF adult also faces the process of finding and securing employment. *Map 4* on page 24 shows the *Unemployment Rates, Projected New Jobs, and TANF-Eligible New Jobs by County*. *Map 4* indicates that Lea County has double-digit unemployment, with zero projected new jobs, and zero TANF-eligible new jobs for fiscal year 1999. After the TANF client finds a job, reliable transportation is necessary to keep it.⁶ As other states have found, employment transportation support services can help eliminate or reduce absenteeism and tardiness. Everyone needs reliable and affordable transportation in order to keep a job. Job growth fluctuates in the short term, partly due to seasonal factors and partly due to economic cycles and conditions.⁷ *Map 5: Job Origin and Destination Travel by County* on page 25 shows that jobs tend to be clustered along the Rio Grande corridor. Moreover, even along this corridor there is very little intercounty transportation. To reduce transportation costs, for TANF adults living outside this corridor, local job development is urgently needed. Because New Mexico relies on jobs in both industries and service-based businesses that undergo “boom-and-bust” cycles, welfare recipients tend to cycle in and out of jobs quickly.⁸ Welfare reform regulations make it imperative that TANF clients limit spells of unemployment. *Map 6: “Toolkit” Overlay of the City of Socorro* on page 26 is a local map showing the spatial dispersion of one community’s TANF households, job centers, and support services, such as counseling centers, licensed childcare facilities, and education programs. To reach many of the locations of needed program and support services without reliable transportation may seem impossible to the average TANF family, a single mother with two dependent children.

During cyclical downturns and because of flat or decreasing numbers of entry-level jobs in some areas, many welfare recipients will have to travel farther from home to secure a job and remain employed, and thus will incur greater transportation expenses. TANF recipients in those areas may require commutes well beyond their counties’ borders. Additionally, these TANF work patterns will, in turn, increase demand for high-quality, accessible childcare, which may also be necessary during nonstandard hours, as many entry-level jobs involve evening or weekend hours.

The transportation needs of TANF children will depend on at least three factors: the child’s age, the family’s resources, and the community resources that serve children. For example, children over twelve who arrive home from school may be left alone for short periods of time until an adult arrives home. School-age children twelve and under need more supervision and care. Many communities do not

⁵ TANF and WTW provider survey response from Catholic Social Services and UNM Career Works Program, August 1999.

⁶ Berg, Olson, and Conrad (1992). As quoted in *Jobs for Welfare Recipients*, by Timothy J. Bartik.

⁷ 1999 Community Council Reports to the New Mexico Human Services Department (NMHSD)

⁸ 1999 Community Council Reports to the New Mexico Human Services Department (NMHSD)

offer before- or after-school programs or all-day kindergarten. Single parents with pre-school children will need transportation solutions that allow them to drop off and pick up children from childcare. Trips for parents with both pre-school and school-age children may be further complicated by needing to stop at two separate facilities, such as a childcare center and a before-school program. Even programs such as Head Start, which are especially geared to serve TANF and low-income children, are not required to offer transportation services.

The transportation needs of TANF children will depend on at least three factors: the child's age, the family's resources, and the community resources that serve children.

Beyond the number and ages of dependent children within a family and the resources of the family, the extent that community programs such as childcare and before- and after-school programs are available and provide transportation will affect the amount and types of transportation assistance TANF parents need.

Public⁹ and Human Services Transportation¹⁰ Funding

Prior to welfare reform in 1996, two federal agencies provided the principal funding for transportation services for the general public and special populations. The USDOT, through its FTA, has funded general transportation, including mass transit systems in urbanized and rural areas, transportation services for the elderly and disabled, technical assistance for rural transportation, and urban and state transit planning. The USDHHS has funded transportation for the following groups: Medicaid recipients, people undergoing vocational rehabilitation, disadvantaged pre-schoolers attending Head Start or Early Head Start Programs, senior citizens, and disabled adults and children.

With the reform of federal and state welfare programs, a new transportation need has emerged: transportation for people moving from welfare to work and the working poor. Rather than continue disparate transportation services, these two federal agencies have adopted a new philosophy of transportation planning and programming to reduce duplication and improve the cost-effectiveness of transportation programs.

⁹ In the context of this report, public transportation is synonymous with public transit. It is the conveyance of any person who pays a prescribed fare to travel in a local area in vehicles that are owned, subsidized, or operated by any municipality, county, regional authority, state or other governmental agency, including those operated or managed by a private management firm under contract to the government agency owner. It is designed to move large numbers of people at one time. Examples are the rural transit provider Zuni Entrepreneurial Enterprises at Zuni Pueblo and Albuquerque SunTran operated by the City of Albuquerque.

¹⁰ In the context of this report, human services transportation is conveyance of persons, including children, who are in need of social services that are funded by various agencies, and who are unable to transport themselves because of income, age, disability, or inability to drive. The transportation may be provided as an ancillary component of the total social services package. An example is the transportation of senior citizens to shopping centers or to exercise program facilities via senior center vans funded by the State Agency On Aging (SAOA).

In December 1998, these two departments, along with the USDOL, issued *Interagency Transportation Guidance: Use of TANF, WTW, and Job Access Funds for Transportation*. In effect, they

States are now mandated to demonstrate a level of coordination that integrates human services transportation and public transportation programs.

offered the states great flexibility in program design, while also requiring state agencies and departments to coordinate transportation planning and program implementation. Prior to this mandate, most states addressed the lack of welfare to work transportation at the individual TANF-client level and did not take a systemwide approach. States are now

mandated to demonstrate a level of coordination that integrates human services transportation and public transportation programs.

Across the nation, states have begun to collaborate across departments and programs to resolve transportation shortages, reduce per-trip costs, expand and improve services, become more efficient and cost-effective, and reduce the duplication of services. Transportation coordination is especially important in New Mexico because of the lack of State-funded public transit.

Pulling Together: Best Practices in Overcoming WTW Transportation Barriers

States that have been the most successful in overcoming these transportation obstacles in welfare reform share several common characteristics: they have strong leadership and financial commitment from their executive branch; they have one or more champions in their state legislature; they have secured the business community's support to offer employer-sponsored transit benefits and other initiatives; and program managers and directors have earned the trust of their colleagues in other agencies.¹¹

New Mexico policymakers can benefit from knowledge of the best practices used by other states, as well as the regulatory relief that has freed policymakers in other states to implement innovative transportation programs. Comprehensive community-based programs integrating vanpools, carpools, feeder services, and charity cars, along with information technology such as Smart Cards and the Internet can provide transportation-disadvantaged people with more options.

The use of coordinated human services transportation is central to overcoming transportation barriers as people move from welfare to work. Many models of transportation coordination have proven successful. In a study of five sites where transportation services have been coordinated, the Community Transportation Association of America reported one unspecified location where the average cost-per-passenger-trip and the average cost-per-vehicle-hour were cut in half, while the average number of trips

¹¹ ATRI summary of a presentation by Dr. Toye Brown, Director of the Massachusetts Access To Jobs Program, at the American Passenger Transportation Association Annual Meeting, Access to Jobs Panel, Orlando, FL, October 12, 1999.

per month doubled.¹² In Dade County, Florida, a transit-pass program for Medicaid recipients saved the State \$600,000 in non-emergency Medicaid transportation expenditures in a single month.¹³

In Dade County, Florida, a transit pass program for Medicaid recipients saved the State \$600,000...in a single month.

In 1986, the USDOT and the USDHHS formed a coordinating council to work together to address regulatory barriers and solve common problems related to the coordination of transportation. Since that time, agencies in many other states have followed suit by forming coordinating councils to facilitate the coordination of human services transportation in their states. If appropriately applied, as it has been in other states, coordination can lead to significant reductions in per-trip operating costs for transportation providers, while increasing ridership and allowing the smaller companies that provide transportation services an opportunity to expand their businesses.¹⁴

To meet the federal mandate of coordinating TANF, WTW, and ATJ transportation funding,¹⁵ New Mexico must undertake at least a level-two coordination—joint use.¹⁶ In joint use, clients from one agency may ride in another agency's vehicles. Each agency pays for its own clients.¹⁷ The NMSHTD; the NMHSD; the NMDOL; the New Mexico Children, Youth, and Families Department (NMCYFD); the New Mexico Department of Health (DOH); the State Agency on Aging (SAOA); the Economic Development Department (EDD); and the New Mexico State Department of Education (NMSDE) are appropriate agencies to forge Memoranda of Understanding that would facilitate and implement transportation coordination by addressing regulatory obstacles and historic prejudices. By doing so, they would not only facilitate joint use of publicly funded vehicles, but also leverage disparate funding streams to maximize federal transportation and welfare reform dollars.

In addition to coordinating transportation, communities throughout New Mexico can test other innovations and adapt them to their local needs:

1. Charity car programs may be used in remote regions where this option is the most cost-effective;

¹² CGA Consulting Services, Inc. (1992, February). *An Analysis of Human Services Transportation: America's Other Transit Network*.

¹³ US General Accounting Office Report. (1999, October). *Transportation Coordination: Benefits and Barriers Exist, and Planning Efforts Progress Slowly*. <<http://www.gao.gov/new.items/rc00001.pdf>>. (Accessed 1999, December 2).

¹⁴ Federal Coordinating Council on Access and Mobility. "Why Coordinate?" [online] <http://www.ccamweb.org/benefits_and_costs.html>. (Accessed 1999, December 3).

¹⁵ Under *joint use*, clients from one agency may ride in another agency's vehicles. Each agency pays for its own clients.

¹⁶ Idaho Transportation Department, (Undated). *Coordinated Transportation*, Chapter 1, and Ohio Department of Transportation, (1997, October) *A Handbook for Coordinating Transportation Services*, Chapters 4-5.

¹⁷ Idaho Transportation Department, (Undated). *Coordinated Transportation*, Chapter 1, and Ohio Department of Transportation, (1997, October) *A Handbook for Coordinating Transportation Services*, Chapters 4-5.

2. Commuter-driven carpools and vanpools, combined with feeder services,¹⁸ can be started in rural areas where workers must commute long distances and public transit is not available or cost-effective;
3. The NMHSD's regional councils can begin negotiating with local school boards and school bus operators to allow transportation of some New Mexico Works participants on school buses;
4. State and local governments can locate human services, education, training, and childcare facilities in close proximity to each other, where practical;
5. Each community can designate public facilities to serve as community centers;
6. The NMDOL and NMHSD can adopt guidelines that suggest ways in which transportation services can be systematically integrated into statewide WTW and TANF initiatives; and
7. Finally, policymakers and program managers can establish program prerequisites insuring that the transportation needs of TANF children are met. The integration of transportation for parents and children could smooth some of the bumps caused by the TANF parent's transition from welfare to work. With transportation for TANF children who attend childcare, after- and before-school programs, and Head Start guaranteed by adequate program funds, TANF adults can more easily focus on issues of securing and retaining a job, as well as acquiring new job skills.

Coordination of transportation services offers many benefits to the State and to the people who rely on public or human services transportation. Coordination could make expanding services to remote areas and underserved populations more feasible; increase the number of trips provided and lower per-trip cost; reduce operating costs through economies of scale in vehicle procurement and fuel and maintenance costs; make driver training and safety requirements more uniform; and improve the overall quality of service. New Mexico can also benefit from the experiences of many other states in designing new programs so that the programs implemented in New Mexico can be tailored to the State's needs. Establishing an interagency coordinating council could also spur further interagency cooperation in other areas. A level of joint-use coordination of transportation would demonstrate the State's commitment to follow the federal guidelines on TANF, WTW, and ATJ funding and improve the State's chances of receiving future ATJ grants.

<p>Coordination could increase the number of trips provided and lower per-trip cost.</p>
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¹⁸ A feeder service uses a local vehicle, such as a school bus or senior center van, to pick up riders at various locations and drop them off at a central location. This location becomes the pickup point for transportation to work on an intra-county or inter-county commuter-driven vanpool or carpool.

Financial Decision-Making and Grant-Management Tools

With three major federal funding sources to track, the importance of financial tools in welfare to work transportation cannot be overstated.¹⁹ Each federal agency requires a unique set of reports that document spending. *Figures 6A and 6B: The Three Largest Funding Sources Targeting Transportation Under Welfare Reform* on pages 32 and 33 indicate federal allocations to New Mexico in fiscal year 1999. ATJ and RC grants were awarded to the PTPB for \$1,198,000, the City of Albuquerque for \$400,000, and the City of Las Cruces for \$268,400. The ATJ and RC Grant require a 50 percent local match, but the match may be made with other federal funds, such as TANF and WTW allocations.

Under the TANF fiscal year 1999 state block grant, the NMHSD allocated an estimated \$6,594,000 to transportation. This reflects funds allocated to five TANF prime contractors, to the PTPB for transportation services and research, to TANF clients for transportation to work activity reimbursements and one-time emergency grants, and a reserve set aside for NMHSD Regional Council transportation initiatives. The NMHSD has already signed a joint powers agreement with the PTPB to provide \$1,500,000 for TANF transportation services in FY 2000.

The NMDOL administers the State's WTW program. In each of two fiscal years, 1998 and 1999, the State received over \$9,000,000 from USDOL and has not yet made the local match (33.3 percent). NMDOL set aside \$1,242,340 in FY 1998 to fund transportation services for WTW clients. In addition to the State WTW program operated by the NMDOL, four New Mexico organizations have been awarded national competition WTW grants. The organizations are Albuquerque Works (City of Albuquerque), SER of Santa Fe, Catholic Social Services, and New Mexico Highlands University.

Beyond the federal program monies awarded to the State, the New Mexico Legislature funded the New Mexico Commission on the Status of Women TeamWorks with State Maintenance of Efforts dollars. TeamWorks is a TANF provider serving Bernalillo County and Las Cruces. Approximately ten percent of their budget is allocated to transportation (\$70,000). Because many of the individualized transportation support services, such as mileage reimbursement and one-time emergency funds for car repairs, have proven ineffective in fully addressing TANF transportation barriers, the NMDOL and NMHSD are funding more systemwide solutions.

There are three main components of cost—capital, operating, and administrative costs. If coordination of transportation is undertaken, then calculating costs is especially important to ensure that each program pays its fair share. Many states use the three-variable method of calculating costs, because it gives a more accurate and complete look at the cost of providing service. This method accounts for

¹⁹ Three Acts in particular have created a watershed of opportunity to fund transportation initiatives that benefit TANF recipients, WTW clients, and other low-income people: the Personal Responsibility and Work Opportunity Restoration Act of 1996, the Balanced Budget Act of 1997, and the TEA-21, which was signed in 1998.

three categories of operating costs: those related to vehicle miles (fuel, tires, vehicle depreciation, and insurance), those related to vehicle hours (operator wages and fringe benefits), and those related to fixed costs (administrative staff wages and benefits, rent and utilities). The need for certainty in determining the true cost of service is crucial in contract pricing, given that the financial stability of a coordinated transit system depends on recovering the actual program expenditures incurred while providing contracted

The need for certainty in determining the true cost of service is crucial in contract pricing.

services. Public transit fare structures, for instance, differ substantially from contract rates. Therefore, public transit systems that contract with other agencies and departments to provide rides for TANF or WTW clients must negotiate a rate that is equivalent to the true cost per trip. Rural and public transit systems already keep detailed records on costs. Most agencies providing human services transportation do not keep as detailed records of operating costs as public transportation providers do.

A Composite Database of Publicly Funded Vehicles

The Interagency Transportation Guidance: Use of TANF, WTW, and Job Access Funds for Transportation requires states to coordinate transportation services and more fully utilize existing capital. To meet this requirement, the State must have an up-to-date inventory of publicly funded passenger vehicles that can transport the general public or special populations. The ATRI compiled a composite vehicle database from information provided by the SAOA, the Transportation Division of the NMSDE, developmentally disabled service providers, Head Start Programs, rural and urban transit systems, and other programs funded by the PTPB. Such an inventory of publicly funded vehicles had never been undertaken previously, so the data gathering methods were extensive and expensive. **Figure 7: Number of Vehicles by Program Type in New Mexico** on page 34 shows that the total number of publicly and privately owned school buses—3,023—exceeds, by far, the number of vehicles of all other programs combined. **Figure 7** also indicates that senior center vans make up the second largest vehicle fleet—566. **Figure 8: An Example of Program Vehicle Hours of Use in San Miguel County** on page 35 shows that San Miguel County has 72 school buses, ten developmentally disabled provider vehicles, nine senior center vehicles, four rural transit vehicles, and nine Head Start vehicles for a total of 104 publicly funded vehicles.

The design of the composite vehicle database includes the vehicle information most often used by the PTPB in transportation planning. This includes vehicle model year, condition, compliance with the ADA, passenger capacity, and number of wheelchair tie-downs. An electronic version of the new composite vehicle database is also available. Vehicle information as it is being reported to various funding and administrative agencies without the structure of the composite database is inconsistent and

incomplete. Some agencies do not require service providers to report vehicle mileage, condition, maintenance problems, or operating costs. For example, senior centers do not report vehicle mileage, condition, and ADA compliance. Consequently, some data fields in the composite vehicle database are not complete for each vehicle record.

...vehicle information reported to various funding and administrative agencies is inconsistent and incomplete.

When all fields in the composite database are completed, the PTPB will be able to sort all publicly funded vehicles in the database by specific characteristics regardless of the State agency or program operating the vehicle. The PTPB can monitor the overall condition, age, and mileage of the fleet; help determine where there are vehicle shortages; and help local governments set up vehicle replacement schedules. Knowing the number of vehicles, their locations, as well as their days and times of use, will enable the PTPB to prioritize where additional vehicles are most needed. The database will also be a useful tool for developing and writing federal grant proposals. The composite vehicle database will enable the State to improve cost efficiency and expand services through coordination. This step can directly benefit TANF clients and others who, for any reason, cannot operate a personal vehicle.

A Survey of Transportation Providers Regarding Coordination Barriers

To assess the local administrative climate toward transportation coordination, the ATRI sent questionnaires to 337 service providers across the State who offer some transportation services to special populations or the general public. These included senior centers from Lordsburg to Wagon Mound, Head Start programs from Dulce to Artesia, developmentally disabled service providers from Silver City to Raton, and public transit agencies from Window Rock to Clovis.

...the ATRI sent questionnaires to 337 service providers across the State.

The questionnaire asked program directors to provide a detailed description of their transportation services, including operating hours, peak and low-use times, geographic areas served, and populations served. Directors were also asked to identify obstacles to providing coordinated transportation services. They report the following as the major barriers to coordinating their transportation services with those of other programs:

- ❖ the need for additional vehicles,
- ❖ the difficulty of finding drivers who are willing to work late hours, and
- ❖ funding requirements that prohibit sharing program vehicles.

If public and human services transportation is not coordinated, many program directors say they will need additional vehicles to expand program service areas. Under a coordinated transportation

system, fewer new vehicles may be needed to expand into new service areas. To solve the problem of prohibitions against sharing vehicles, the State or program funding source could require public and human

Under a coordinated transportation system, fewer new vehicles may be needed to expand into new service areas.

services transportation to be coordinated. Specific steps that will facilitate coordination efforts follow in the next section.

Figure 8: An Example of Program Vehicle Hours of Use in San Miguel County on page 35 illustrate the times and days the program vehicles in San Miguel County are already in use. An

example of how coordination could work there would be to use these vehicles when possible in off hours to transport another agency's clients. This service would be contracted for a fee. The figure shows that the school buses used to transport children to and from school are not in use from 9am to 2am, and the senior center vehicles are not in use from 6am to 8am or from 6pm to 10pm. Neither vehicle type is used on Saturdays or Sundays. This type of analysis by vehicle days and hours of use could be conducted in each county to facilitate coordination.

Recommendations and Legislative Proposals

The information gathered in the *Toolkit* leads to recommendations for several entities that have an interest in providing transportation for welfare recipients, including the members of the Welfare Reform Oversight Committee (WROC) and the other State Legislators, the policymakers and program managers in the executive branch departments involved in welfare reform or public and human services transportation, metropolitan and regional planning organizations, local governments, and the general public.

The next fourteen recommended steps are derived from data collected during the study period (March–December 1999). Each was developed after careful analysis of the detailed factual information found in the *Toolkit*. These recommendations are advanced for the purpose of public policy discussion and program development.

1. The executive departments could improve access to services and reduce transportation costs by co-locating²⁰ facilities such as schools, before- and after-school programs, childcare centers, Head Start, and literacy programs, USDOL One-Stop Workforce Development Centers, and Income Support Division offices. Co-location would reduce the transportation demand of TANF recipients by clustering passengers and destinations. In rural areas, local governments could develop school-based community centers to facilitate access to services and lower transportation costs.

²⁰ Co-location—(Also called One-Stop Shopping); The general concept that services can be made more accessible and service delivery can be more efficient through establishing a common site and coordination of services that are normally provided by more than one agency.

2. The NMDOL, in conjunction with the NMDOH, could determine the feasibility of operating mobile substance abuse treatment facilities in underserved areas by conducting a cost-benefit analysis.
3. By establishing a “Voluntary Relocation Fund,” the NMHSD could reduce welfare to work transportation costs by assisting New Mexico Works participants to move to communities where employment, transit, and/or ridesharing are more readily available
4. By executing a Memorandum of Understanding, the NMSHTD, the NMHSD, the NMDOL, the NMSDE, the SAOA; the NMCYFD, and the NMDOH could facilitate public and human services transportation coordination.
5. The transportation needs of both the adult clients of TANF or WTW programs and their dependent children could be addressed by all programs that receive TANF and WTW funds if the NMHSD and NMDOL required those programs to do so. The NMHSD and NMDOL could require all TANF and WTW funded programs to provide on-site or nearby childcare and include in their future funding proposals a detailed plan to address transportation needs of TANF or WTW with their dependent children.
6. State departments could jointly pilot innovative and cost-effective transportation initiatives by doing the following:
 - a. Using feeder services combined with carpools or vanpools for transportation to work.
 - b. Contracting with a transportation broker (which may be a WTW/TANF provider, public transit agency, or nonprofit organization) to screen callers for human services transportation and make referrals to the most cost-effective transportation provider.
 - c. Building partnerships with local automobile dealers for no-interest used vehicle loans for eligible New Mexico Works participants.
 - d. Supporting, through the NMDOL and the Small Business Administration, the development of entrepreneurial businesses to provide local or regional transportation services.
 - e. Establishing charity car programs on a pilot-study basis in remote areas of the State where that option is the most cost-effective transportation alternative.
 - f. Creating a license category under the Public Regulation Commission Certificate of Convenience and Necessity for shared shuttle service (a subscription ride service operated by a private-for-profit organization).

By executing a Memorandum of Understanding, the State’s executive departments could facilitate public and human services transportation coordination.

7. In order to collect, maintain, and standardize information reported in the composite database of publicly funded passenger vans and buses, the Legislature could allocate funds for this to the PTPB. The PTPB would then have the ability to establish a standard form for the composite vehicle inventory so that important vehicle characteristics such as condition, mileage, age, and ADA compliance. In addition, to increase efficiency and to track across program and region, transportation providers could record costs per trip, per mile, and per hour.
8. A *uniform transportation assessment* of all New Mexico Works applicants could be done during the initial intake session at either the local ISD offices of the NMHSD or the TANF/WTW provider. This information could be used to determine participants' transportation needs and resources, as well as to adjust funding levels for transportation programs.
9. In cases where needed, the NMHSD and NMDOL could extend transportation support services to the WTW and NM Works client for up to one year after the participant's first date of employment.
10. A "New Mexico Transportation Coordinating Council" (NMTCC) could be established and funded through legislation drafted by the WROC. The NMTCC's duties could be to:
 - ❖ facilitate the coordination of public and human services transportation;
 - ❖ provide a single coordinated funding stream accessible to local areas to aid them in providing wtw transportation;
 - ❖ establish uniform guidelines for reimbursable transportation expenses and standardized reporting requirements for all agencies and programs that receive federal or State transportation funds;
 - ❖ evaluate local and regional wtw transportation and ATJ proposals for compliance with coordination criteria and, where applicable, make funding recommendation decisions;
 - ❖ identify initiatives on the State level to facilitate implementation of cost-effective transportation services (for example, bulk purchases of capital equipment, auto insurance pools, and payment plans for New Mexico Works participants and other low-income individuals would help); and
 - ❖ identify long-term transportation funding strategies to insure that workers do not lose their jobs due to lack of reliable transportation once federal WTW and TANF program funds are exhausted.

The position of "Coordination Manager for Human Services Transportation" could be created, and this person could be given sufficient support staff and funding to administer all aspects of human services transportation coordination, contracts and grants management, training, reporting, and performance monitoring. The Manager could staff the Transportation Coordinating Council. Other duties of the Manager could include convening statewide and regional human services transportation trainings and monitoring local programs to ensure that State coordination requirements are met.

The Council should include:

The New Mexico State Highway and Transportation Department;
The New Mexico Human Services Department;
The New Mexico Department of Labor;
The New Mexico Department of Children, Youth, and Family Services;
The New Mexico Department of Health;
The New Mexico State Department of Education;
The State Agency on Aging;
Urban Transit Providers;
Rural Transit Providers;
The New Mexico Head Start Association; and
The Association of Developmental Disability Providers.

Working groups could also include ad hoc members and advisors from other organizations, such as, but not limited to, faith-based social services, the automobile sales industry, educational institutions, economic development agencies, regional planning organizations, metropolitan planning organizations, TANF and WTW Providers, and the Division of Vocational Rehabilitation of the NMSDE.

11. To insure that the community's interests are well served in rural areas, the NMHSD's regional councils could spearhead transportation planning. The regional councils could partner with the regional and local planning organizations to develop interagency plans and grant applications for human services transportation and ATJ. Such plans could be fully integrated with the regional transportation plan and could conform with statewide coordination policies. In urban areas, regional councils could work with metropolitan planning organizations and local governments for a similar purpose.
12. Because the cost of non-emergency Medicaid transportation dwarfs that of transportation provided by other State human services programs, the NMHSD and NMDOH could conduct a comprehensive, statewide Non-Emergency Medical Transportation study. At a minimum, the study's scope of work could address the coordination issues presented in this report.
13. The PTPB could conduct an assessment of insurance pools for low-income drivers and for commuter-driven vanpools.
14. The NMDOL and NMHSD could conduct an economic analysis of hourly wages and transportation costs for urban and rural New Mexico Works and WTW participants who have been placed in entry-level jobs. This analysis of hourly wages could help determine how long transportation support services would be offered to TANF and WTW clients.

The cost of non-emergency Medicaid transportation dwarfs that of transportation provided by other state human services programs.

Based on research and analysis performed by the ATRI for the PTPB in the last year, proposals for transportation legislation for the 2000 State legislative session have been reviewed by the WROC. The proposed legislation includes:

- ❖ An appropriation of \$150,000 to the NMSHTD to be used to design and implement a pilot “charity car” program to assist New Mexico Works and WTW participants in meeting work and training requirements.
- ❖ An appropriation of \$350,000 to the PTPB to be used to design and implement a “coordinated feeder service” and a “commuter-driven vanpool,” using existing State-purchased and State-leased vehicles, by which commuters from rural areas of southern Doña Ana County would be transported to urban jobs centers in Las Cruces and El Paso.
- ❖ An appropriation of \$100,000 to the ATRI to be used to create and maintain a standardized composite vehicle inventory of passenger vehicles purchased by federal, state, local, and tribal governments, for the purpose of coordinating transportation for the public and improving the efficiency of transportation services and providing cost-effective programming.
- ❖ An appropriation of \$125,000 to conduct a comparative analysis of hourly wages and transportation costs in order to set transportation support services for New Mexico Works and WTW participants who have been placed in entry-level jobs.

ATRI asks that the following bills, which were passed by the New Mexico House of Representatives and the New Mexico Senate in the 1999 Legislative Session, but vetoed by the Governor, be reintroduced:

- S37 Relating To Public Assistance; Donating Certain School Buses To the New Mexico Works Program; no appropriation
- S616 Creating a Transportation Coordinating Council; Providing for Coordination of State and Local Transportation Resources.

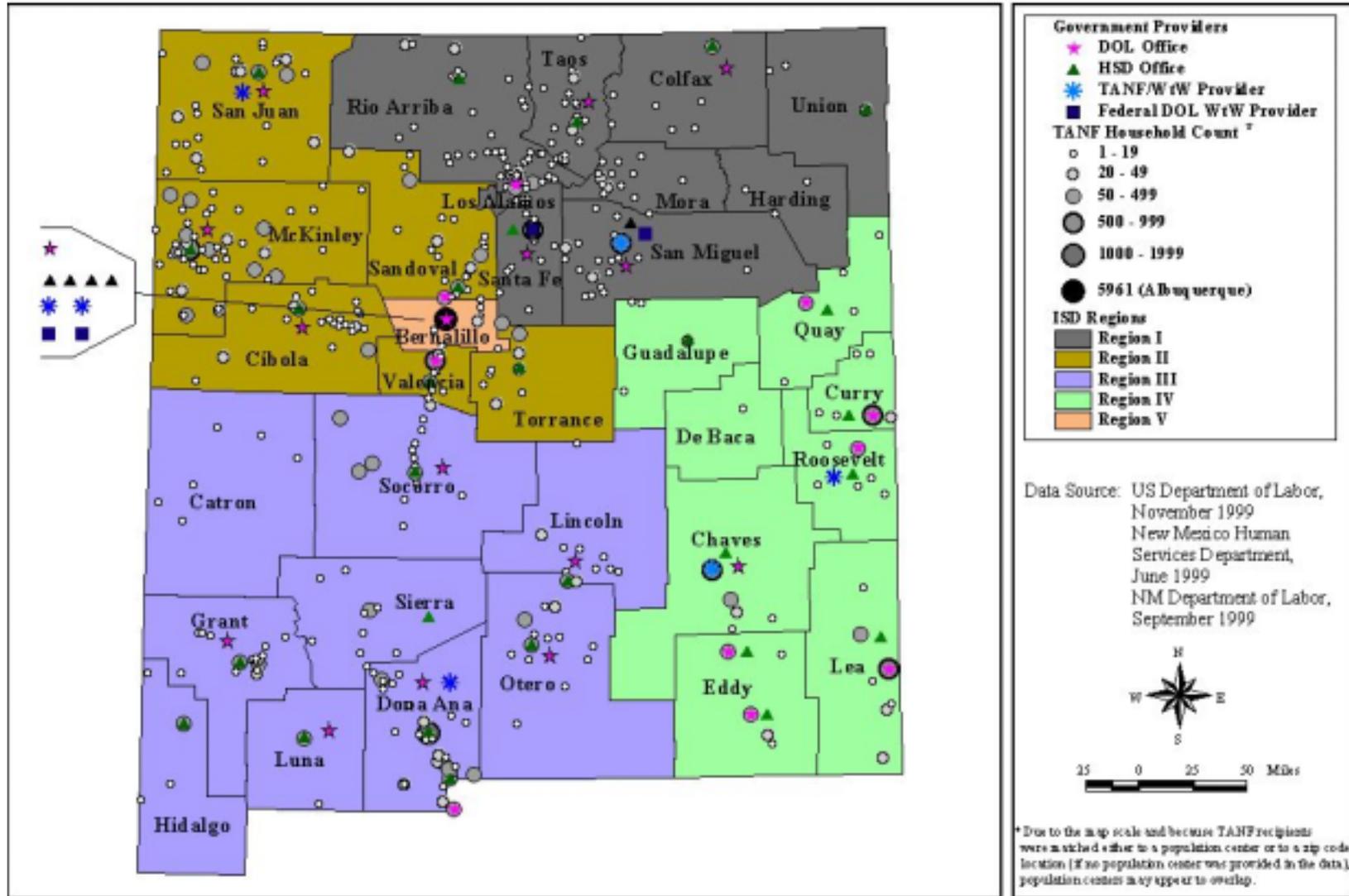
The above two bills would have to be amended after reintroduction, or comparable substitute bills would have to be ready for the first committee to achieve these goals. S616 would need to have an appropriation.

Conclusion

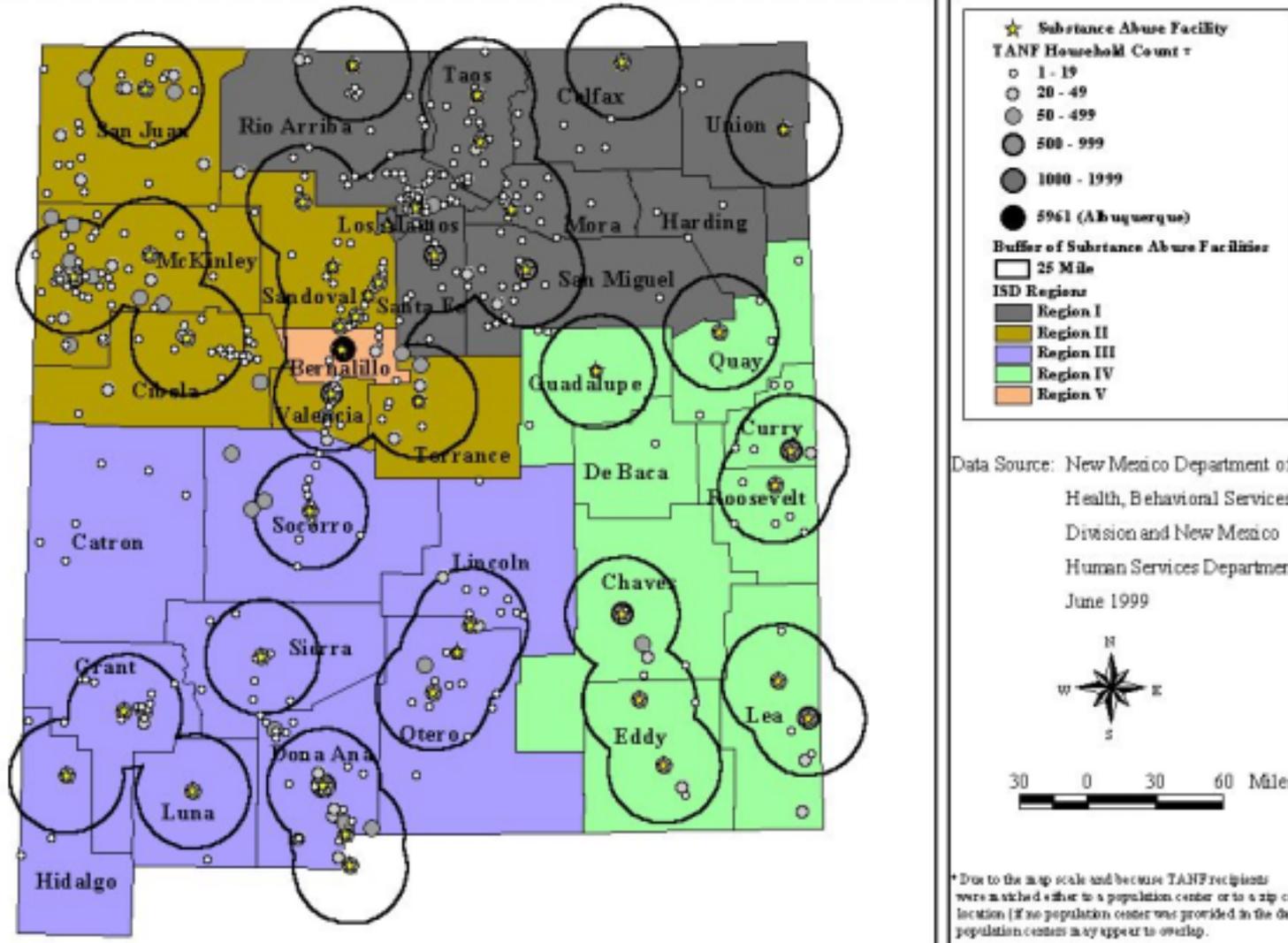
As New Mexico addresses the significant transportation challenges that impede TANF families in their move toward self-sufficiency, the rewards will become apparent. Agencies and departments can create partnerships that will remove some of these transportation barriers, meshing scarce resources into a

safe, coordinated transportation service that could better serve communities. Doing so would resolve many problems for the State's transportation-disadvantaged residents. By supporting hard-pressed working families and helping people to make the transition from welfare to work, all New Mexicans would be encouraged to accept responsibility for their families and their future. Providing a systematic approach to addressing the lack of transportation options for TANF and WTW families would help expand opportunity, help strengthen the State's economy, and help create a healthier future for all New Mexicans.

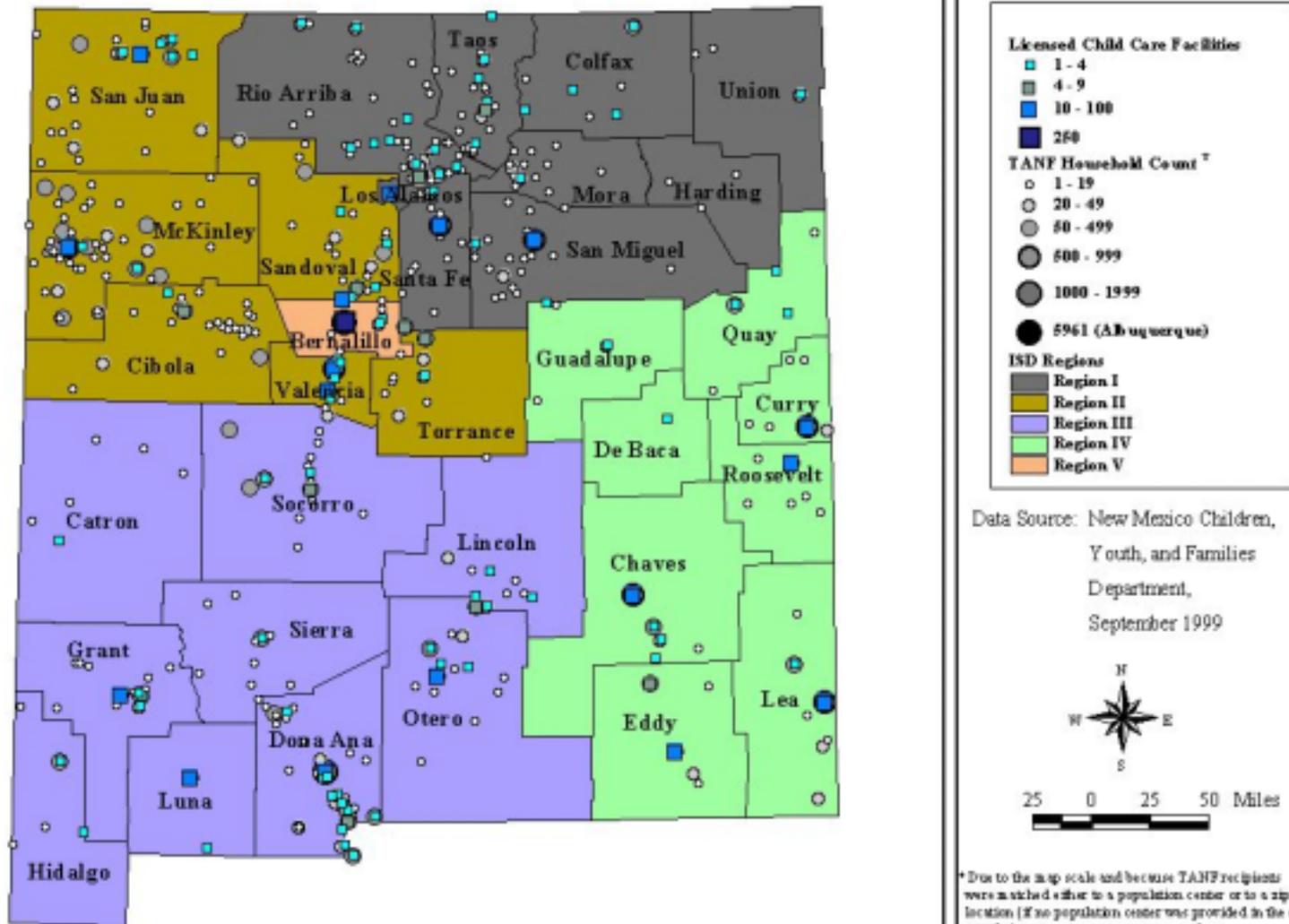
Map 1: State TANF/WTW Providers, Federal WTW Providers, DOL and HSD Offices and TANF Household Count by County



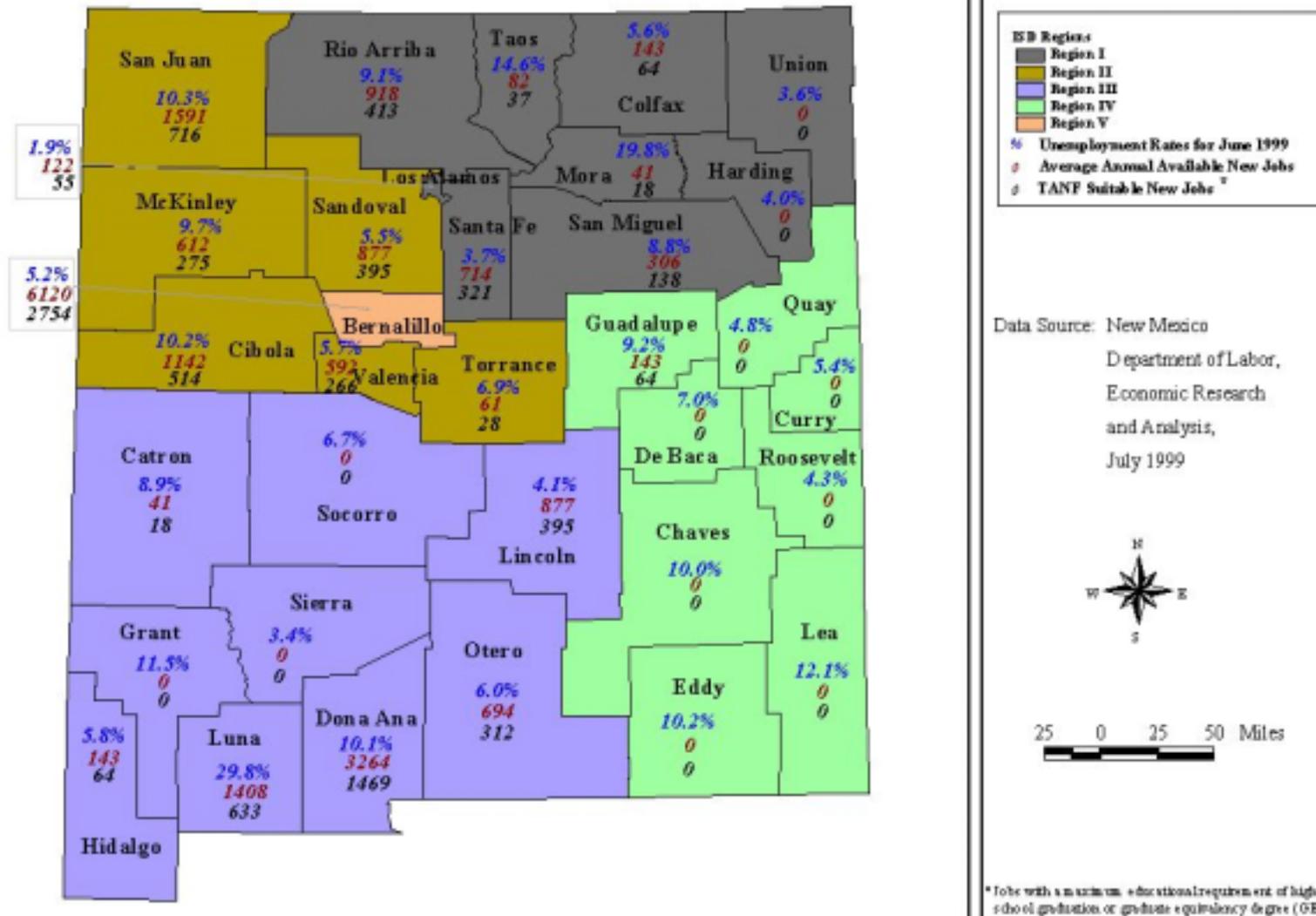
Map 2: Substance Abuse Treatment Facilities and TANF Household Count by County



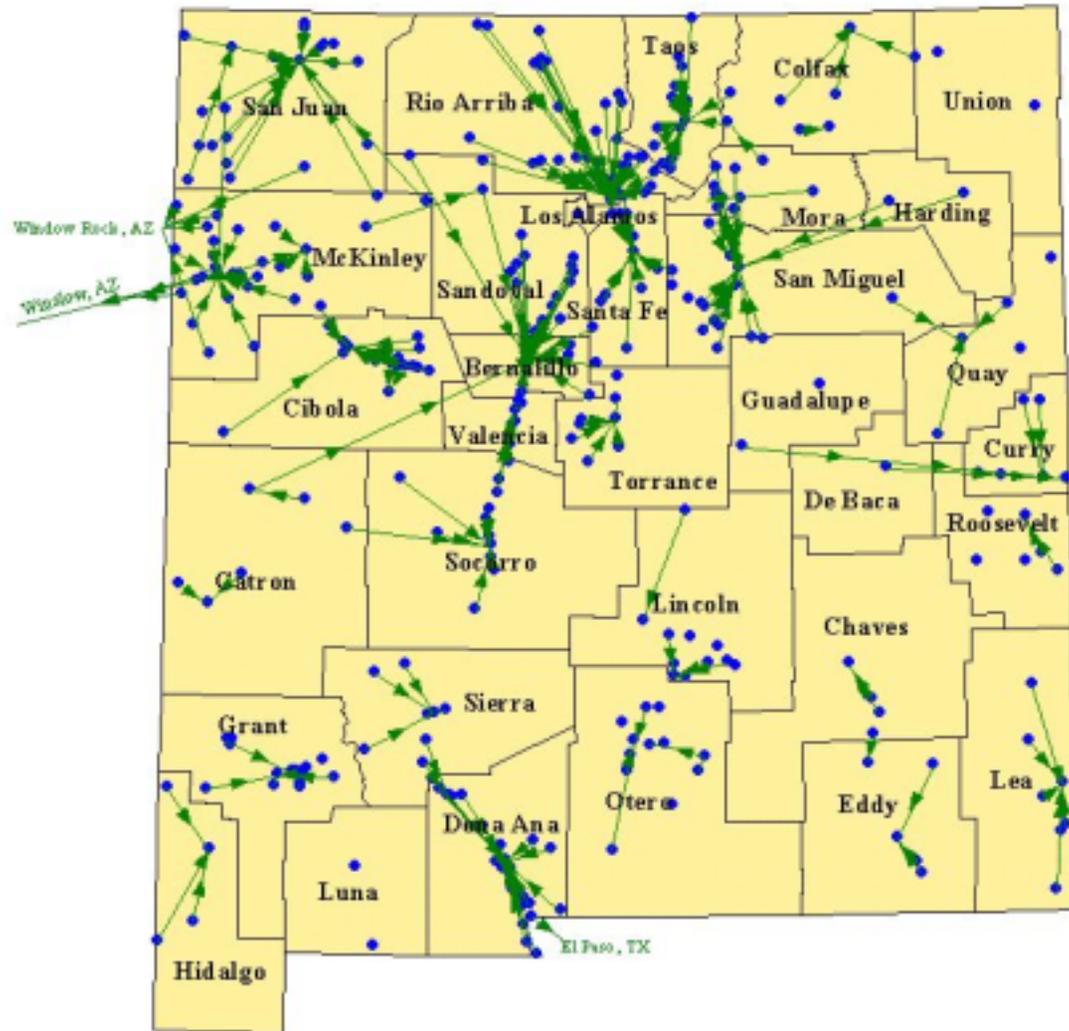
Map 3: Distribution of Licensed Childcare Facilities and TANF Household Count by County



Map 4: Unemployment Rates, Projected New Jobs and TANF Eligible New Jobs by County



Map 5: Job Origin and Destination Travel by County



 Origin and Destination Direction
 Origin and Destination Population Center
 New Mexico County

Data Source: ATRI Interviews with
 NM DOL Workforce
 Development Centers,
 September 1999



25 0 25 50 Miles



* Population Centers without an origin and destination line represent locations where the origin and destination are equal.

Map 6: “Toolkit” Overlay of the City of Socorro

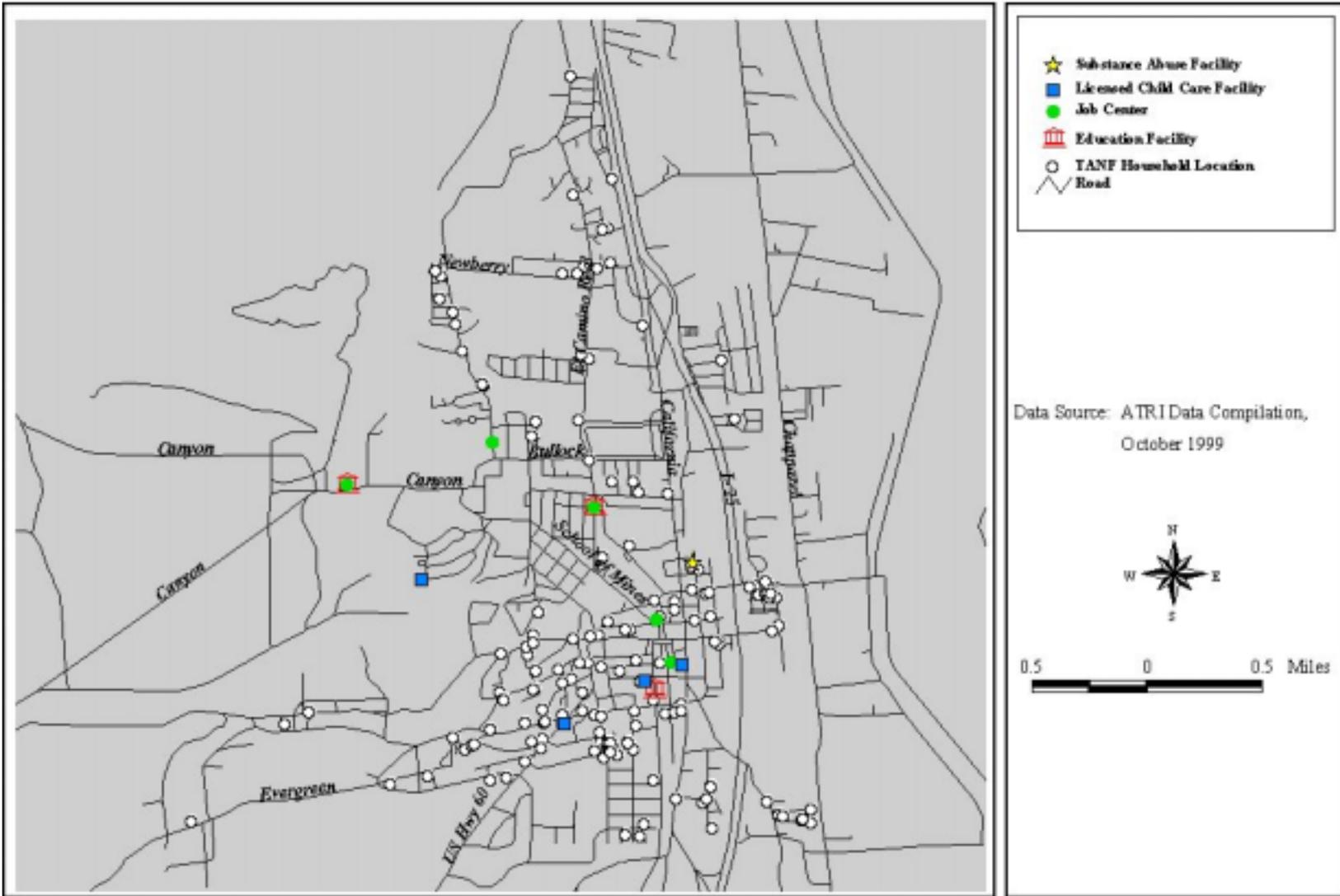
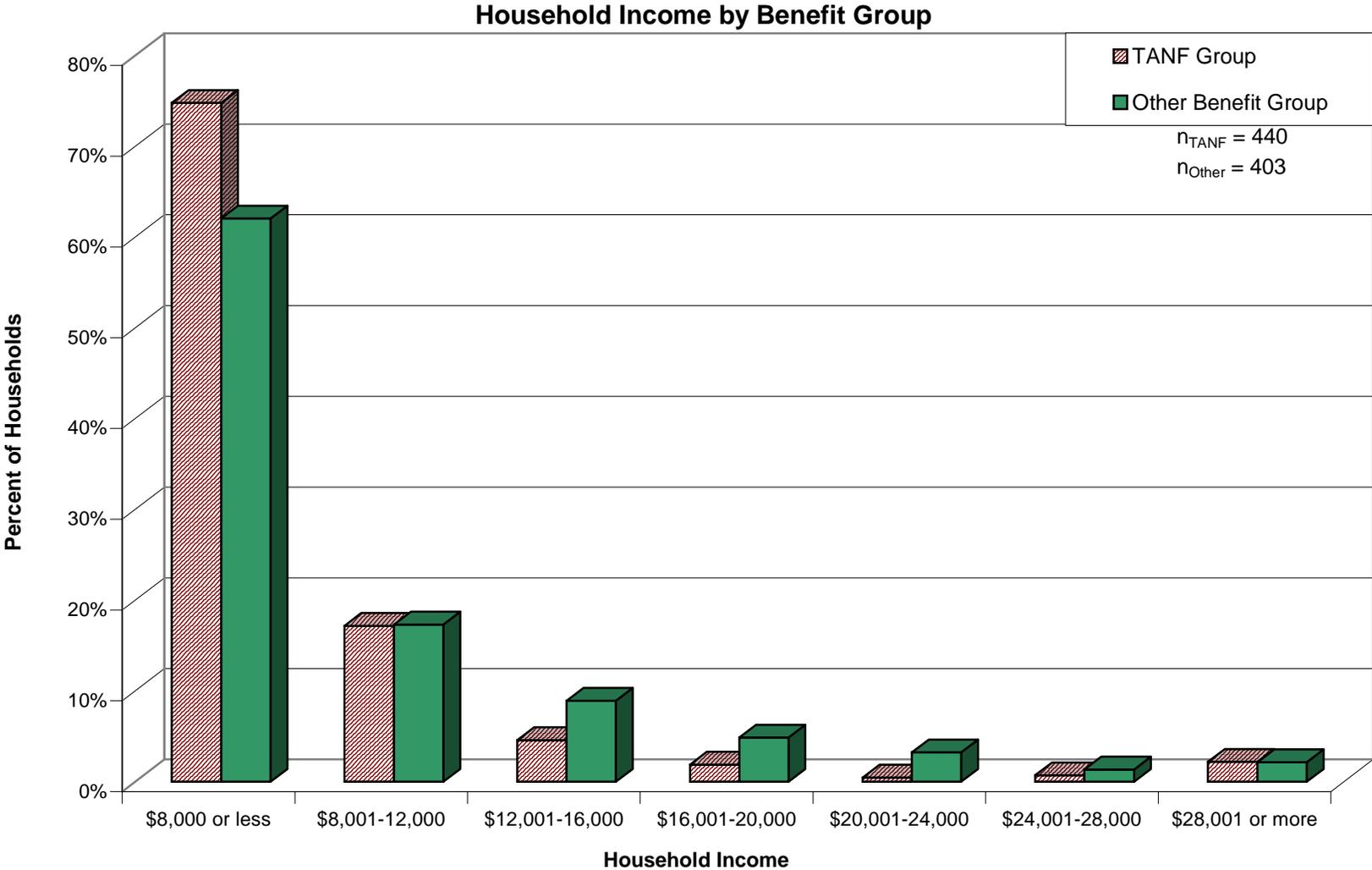
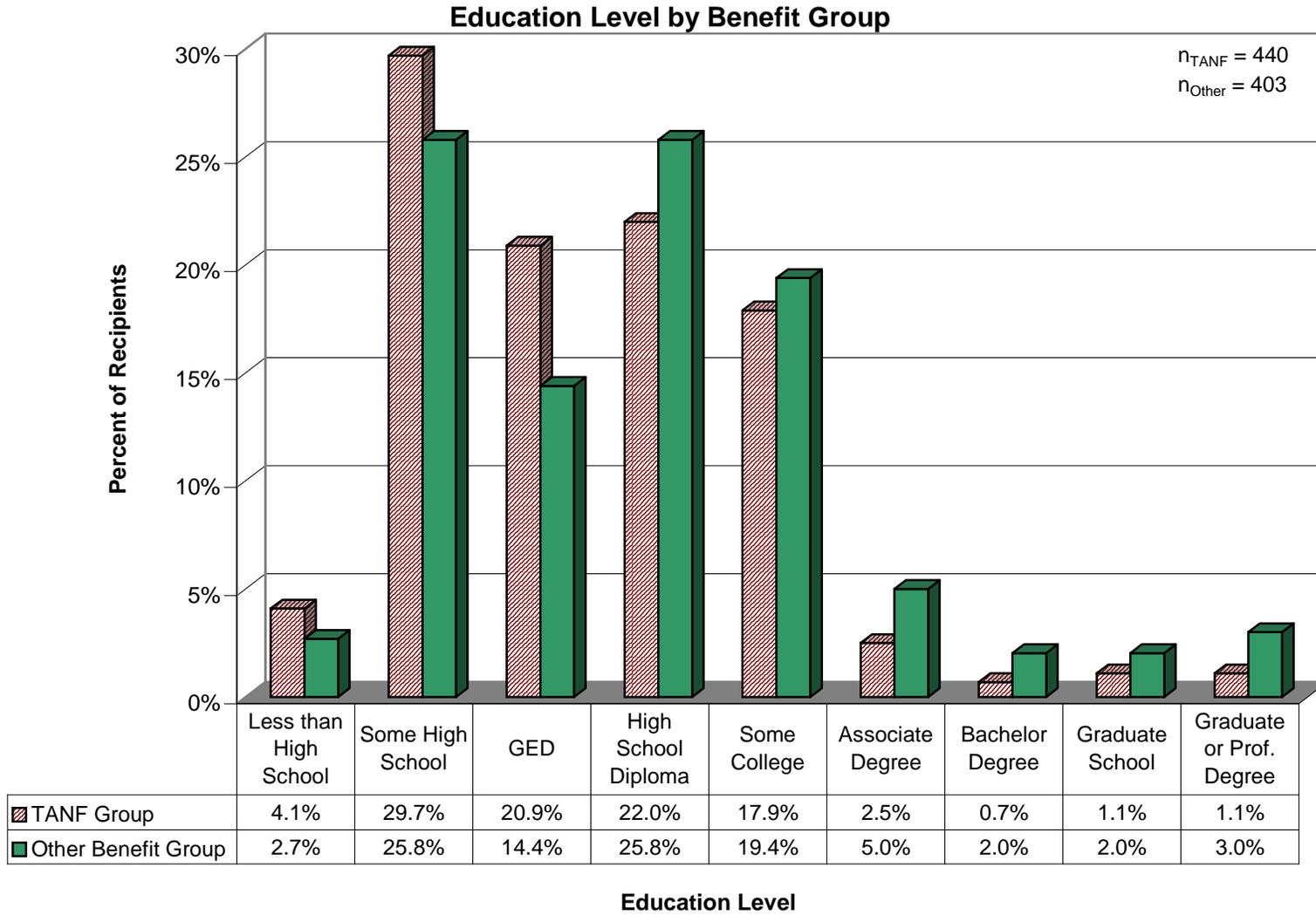


Figure 1
New Mexico Public Benefit Recipients



Data Source: ATR Institute Transportation Survey (1999)

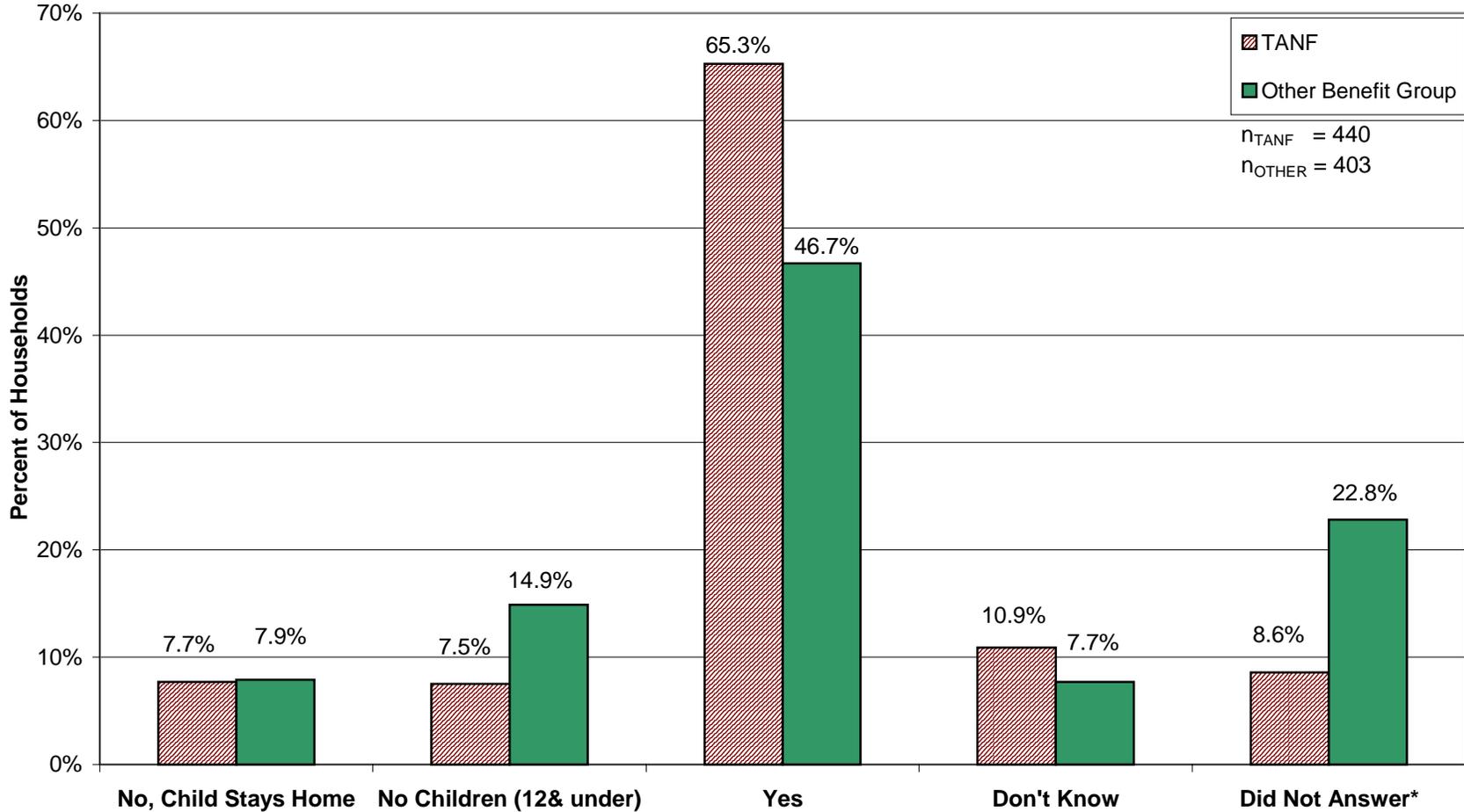
Figure 2
New Mexico Public Benefit Recipients



Data Source: ATR Institute TANF Transportation Survey (1999)

Figure 3
New Mexico Public Benefit Recipients

The Need for Childcare Transportation by Benefit Group

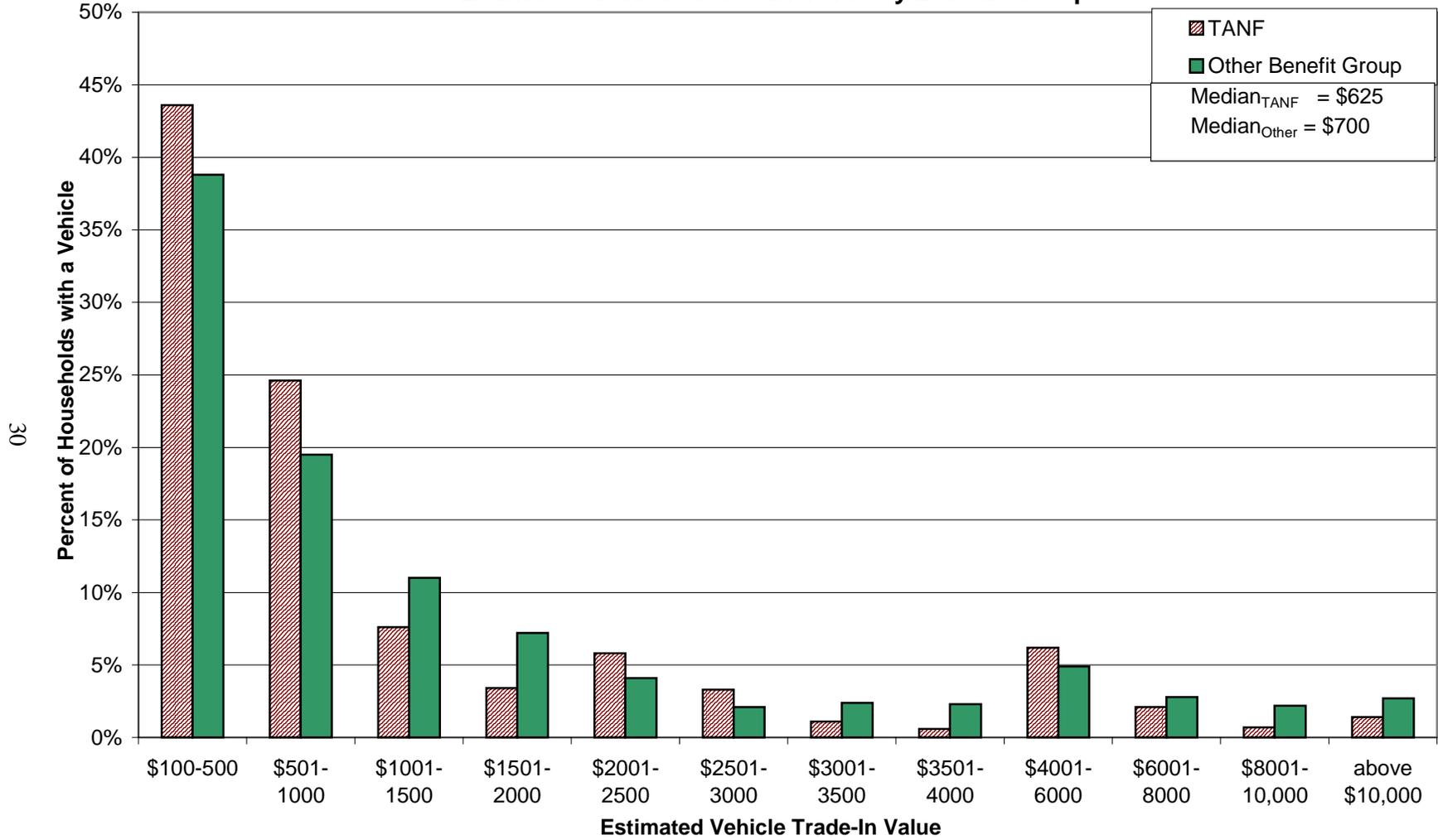


*TANF "Did not answer" group are people who are not currently employed but who also have children who are 12 and under.
 Other Benefit Group "Did not answer" are people who do not have children 12 and under.

Data Source: ATR Institute TANF Transportation Survey (1999)

Figure 4
New Mexico Public Benefit Recipients

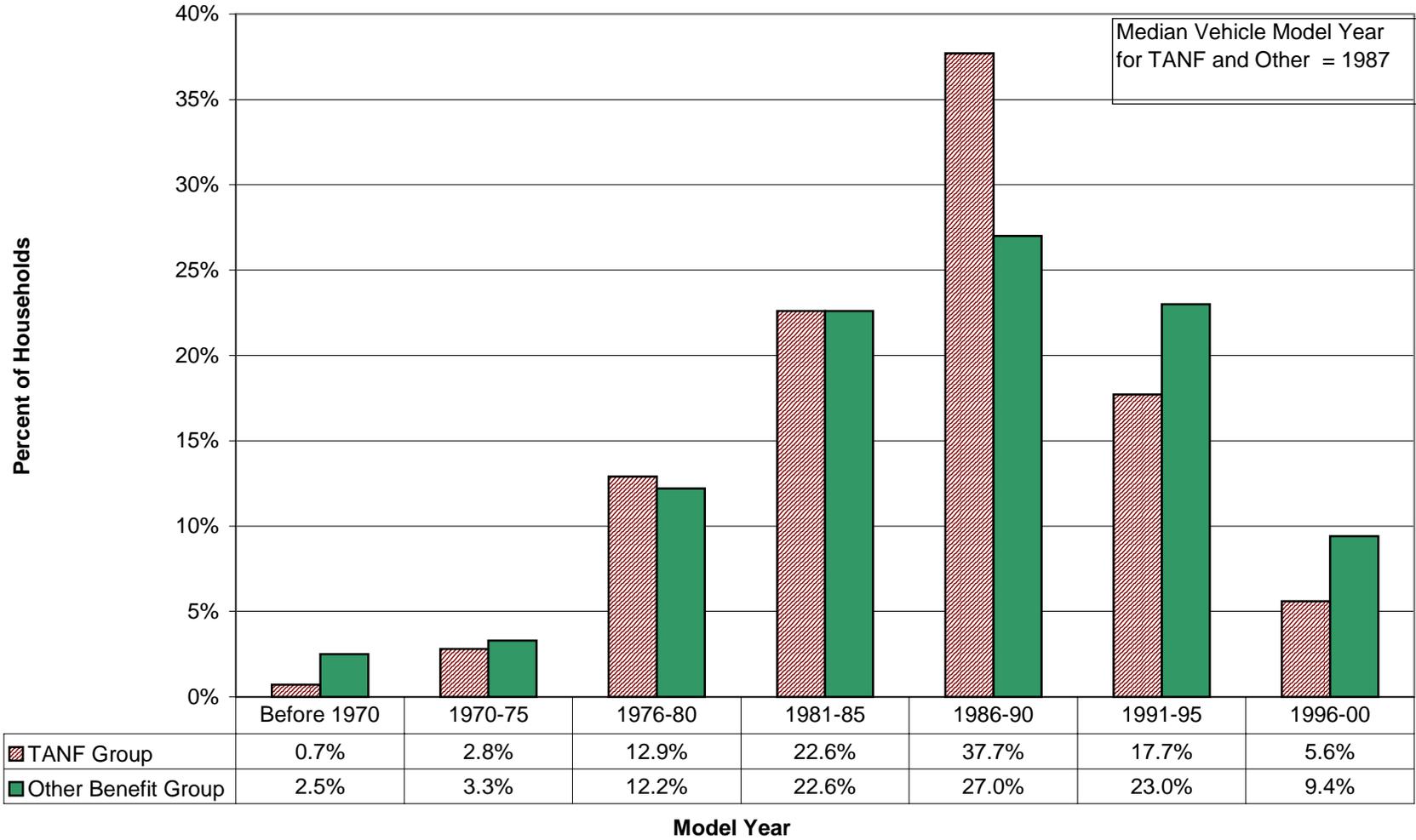
Estimated Vehicle Trade-In Value by Benefit Group



Data Source: ATR Institute TANF Transportation Survey (1999)

Figure 5
New Mexico Public Benefit Recipients

Vehicle Model Year by Benefit Group



Data Source: ATR Institute TANF Transportation Survey (1999)

Figure 6A
The Three Largest Federal Funding Sources Targeting Transportation Under Welfare Reform

Federal Agency	Program	Targeted Population	Administered by	FY 1999 Allocation	Estimated Amount to Transportation
Department of Transportation, Federal Transit Administration	Access to Jobs and	ATJ—people living at or	PTPB ²¹	\$ 1,198,000	\$ 1,198,000
	Reverse Commute	below 150% of federal	City of Albuquerque	\$ 400,000	\$ 400,000
	Grant (requires 50% local match)	poverty level RC—general public	City of Las Cruces	\$ 268,400	\$ 268,400
US Department of Health and Human Services, Administration for Children and Families	TANF State Block Grant (requires State Maintenance of Effort match)	State's 75,000-85,000 TANF clients (includes children)	NM Human Services Department	\$129,339,257	\$ 6,594,000 ²²

²¹ Public Transportation Programs Bureau, State Highway and Transportation Department.

²² Estimate based on FY 1999 transportation allocations to five TANF prime contractors, to the PTPB for transportation services and research, funds reserved for HSD Regional Council transportation initiatives, and FY 1998 totals of TANF transportation to work activity reimbursements and one-time emergency grants.

Figure 6B
The Three Largest Federal Funding Sources Targeting Transportation Under Welfare Reform

Federal Agency	Program	Targeted Population	Administered by	FY 1999 Allocation	Estimated Amount to Transportation
Department of Labor, Employment and Training Administration	WTW State Formula Grant (Requires 33% State match)	Estimated 3,000 hardest to employ TANF recipients	NM Department of Labor ²³	\$9,715,600 ¹⁹⁹⁸	\$ 1,242,340
				\$9,058,956 ¹⁹⁹⁹	Not Determined
Department of Labor, Employment and Training Administration	WTW National Competitive Grants	WTW eligible in Bernalillo County	City of Albuquerque Albuquerque Works	\$ 1,876,425	Not Determined
		WTW eligible in Bernalillo County with a focus on non-English speakers	Catholic Social Services ²⁴	\$ 1,351,541	\$ 93,821
		WTW eligible in Taos and Mora Counties	Santa Fe SER ²⁵	\$ 5,000,000	Not Determined
		WTW eligible in San Miguel County	New Mexico Highlands University ²⁶	\$ 5,000,000	Not Determined

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²³ The required state match for FY 1998 is \$4,857,800 and for FY 1999 the required match is \$4,529,478. (NMDOL FY 1998 runs from 7/1/98 to 6/30/00 and FY 1999 runs from 7/1/99 to 6/30/00)

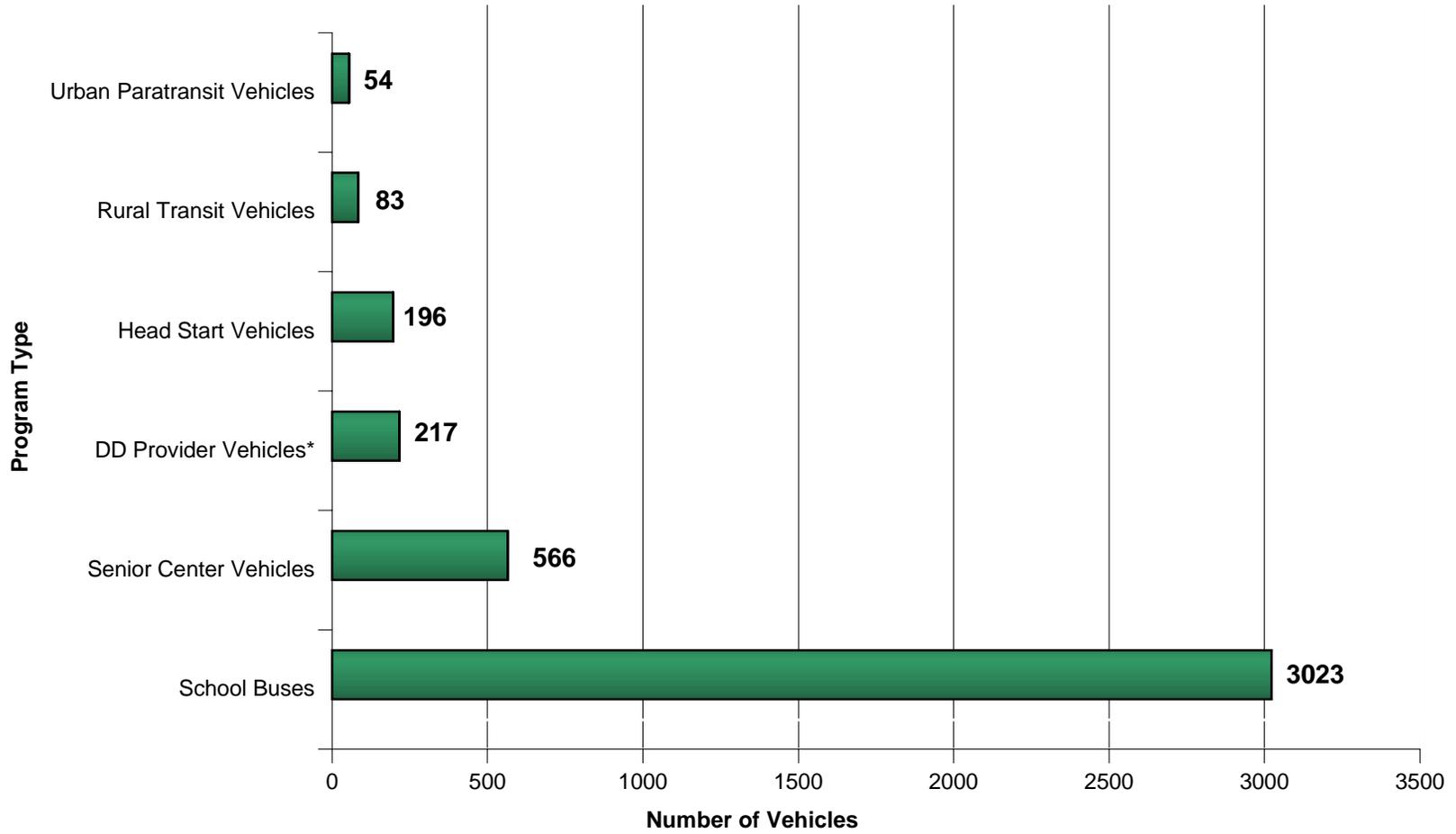
²⁴ Catholic Social Services received a two-year grant for May 1998-June 2000.

²⁵ Santa Fe SER is in the process of amending its grant to include Santa Fe and Rio Arriba Counties as part of their service area.

²⁶ Award announced in October 1999.

Figure 7

Number of Vehicles by Program Type in New Mexico



* - Based on those providers who responded to survey.

Data Source: ATR Institute TANF Transportation Survey (1999)

Figure 8
An Example of Program Vehicle Hours of Use in San Miguel County

	Number of Vehicles	Days of Week	Able to Transport Children	6	7	8	9	10	11	12 pm	1	2	3	4	5	6	7	8	9	10		
Las Vegas City Sch. Dist.			✓																			27 Buses
(To and From)	21	Mon-Fri		■																		
(Activity)	2	As Needed		■																		
(Spare)	4	As Needed		■																		
Las Vegas W. Sch. Dist.			✓																			32 Buses
(To and From)	28	Mon-Fri		■																		
(Activity)	2	As Needed		■																		
(Spare)	2	As Needed		■																		
Pecos Sch. Dist.			✓																			13 Buses
(To and From)	8	Mon-Fri		■																		
(Activity)	3	As Needed		■																		
(Spare)	2	As Needed		■																		
Develop. Disabled	10	Mon-Fri	✓																			10 Vans
		Sat-Sun		■																		
Senior Center	9	Mon-Fri																				9 Vehicles
		Sat-Sun		■																		
Rural Transit	4	Mon-Fri	✓																			2 Buses, 2 Vans
		Sat-Sun		■																		
Head Start	9	Mon-Fri	✓																			1 Van
		Sat-Sun		■																		
Total # of Vehicles	104																					

35

■ = Vehicle already in use

Data Source: ATR Institute Inventory (1999)

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New Mexico State Government

Children, Youth, and Families Department—Steven Hendricks and Mara Whiteford
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Public Regulation Commission—Vince Martinez
State Agency on Aging—Michelle Grisham and Gene Varela
State Department of Education—Gilbert Perea
State Highway and Transportation Department—Josette Lucero, Kevin Olinger, and Pat Oliver-Wright

Other State Governments

North Carolina Department of Transportation—Kathy McGehee
Ohio Department of Transportation—Rosamary Amiet
Tennessee Department of Transportation—Karen Hill

Local Governments

Bernalillo County Public Works—Chris Blewett
City of Albuquerque, Transit Department—Dawn Matson
City of Carlsbad, Carlsbad Municipal Transit—Mickie Cooper
City of Clovis, Clovis Area Transit—Mary Lou Kemp
City of Las Cruces Transit Department—Mike Noonchester
City of Portales, Portales Area Transit—Paula Summers
Eastern Plains Council of Governments—Ann Starbuck and Dawn Melton

Federal Government

Department of Health and Human Services & Federal Coordinating Council on Access and Mobility—Diane McSwain
Department of Health and Human Services, Region VI—Robert Sluss
Department of Labor, Region VI—Justice Parazzo
National Highway Traffic Safety Administration—John Womack and Charles Hott

TANF and WTW Contract Providers

Catholic Social Services—Barbara Calderon
City of Albuquerque, Albuquerque Works-- Priscilla Lindsey
Eastern New Mexico University—Terry Lingle and Carol Kroyer
New Mexico Commission on the Status of Women, TeamWorks—Lakhana Peou

New Mexico State University—Ron Gurley
New Mexico State University-Carlsbad—Cindy Vuk
Rio Arriba Works—Verna Roybal
San Juan Community College—Ginger McLamore
Santa Fe Works—Macio Brown
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Head Start and Youth Program Providers

National Head Start Association—Greg Powell
New Mexico Head Start Association—Patricia Grovey
New Mexico Head Start Collaboration Project—Barbara Loveless
Santa Fe Boys and Girls Club—Al Padilla
Youth Development, Incorporated—Robert Chavez

Consultants

LJS Consulting—Leora Jaeger and Susan Paine
Planning Technologies—Sarah Masek
Surface Transportation Policy Project—Hank Dittmar and Janice Varela
Wilfrid Koponen

Others

Community Transportation Association of America—Chris Zeilinger
New Mexico Coalition Against Domestic Violence—Lila Sol
Tillery Chevrolet-GMC—Hi Tillery

ATR Institute Staff

Jeanette Albany, Tracy Jordan, Geri Knoebel, DiaNa Leute, Karen Talley

ATRI Student Employees

Patricia Dominguez, Andrew Jandacek, Amber Lopez, Patrick Reser, Ruebel Salazar, and Mary White

ACRONYMS

ADA	Americans with Disabilities Act
AFDC	Aid to Families with Dependent Children
ATJ	Access to Jobs
ATRI	ATR Institute
CTAA	Community Transportation Association of America
FTA	Federal Transit Administration
GED	General Equivalency Diploma
GIS	Geographic Information Systems
GRH	Guaranteed Ride Home Program
ISD	Income Support Division
NMDOL	New Mexico Department of Labor
NMHSD	New Mexico Human Services Department
NMSHTD	State Highway and Transportation Department
PRC	Public Regulation Commission
PTPB	Public Transportation Programs Bureau
RC	Reverse Commute
SAOA	State Agency on Aging
TANF	Temporary Assistance for Needy Families
TEA-21	Transportation Equity Act for the 21 st Century
USDHHS	US Department of Health and Human Services
USDOL	US Department of Labor
USDOT	US Department of Transportation
wtw	Generic reference to welfare reform
WTW	The formal reference to the US or NMDOL Welfare-to-Work program