



**Federal Transit Administration  
United States Department of  
Transportation**

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**Job Access and Reverse Commute Program  
Report to Congress**

October 2002

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**Federal Transit Administration  
Report to Congress  
On  
The Job Access and Reverse Commute Program  
(JARC)**

**Table of Contents**

I.	Executive Summary .....	4
II.	Background .....	8
III.	Program Goals and Funding .....	8
	3.1 Goals .....	8
	3.2 Funding .....	9
IV.	Program Data .....	10
V.	Profile of Service Provided .....	11
	5.1 Geographic Distribution .....	11
	5.2 Types and Costs of Services Provided .....	12
	5.3 Cost of Services Per Ride .....	15
VI.	Program Assessment by Primary Goals and Objectives .....	15
	6.1 Employment Site Accessibility, Number of Jobs and Job Support Services Made Accessible through JARC .....	16
	6.1.1 Employment Site Accessibility .....	16
	6.1.2 Time Sensitive and Location Sensitive Transit Service to Employment Sites .....	17
	6.1.3 Employment Site Access by Type of Services .....	18
	6.1.4 Access to Employment Support Service Sites .....	19
	6.2 Ridership .....	19
	6.3 User Characteristics and Program Impact .....	21
	6.4 Planning Partnerships and Resources Leveraging .....	23

VII. Case Studies .....	26
7.1 Services .....	26
7.2 Partnerships .....	37
<i>Appendices</i> .....	40
<b>A: Description of University of Illinois Study</b> .....	40
<b>B: Next Steps for JARC Program Evaluation and Assessment</b> .....	41

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**I. Executive Summary**

The Job Access and Reverse Commute (JARC) program has had a dramatic impact on the lives of thousands of welfare recipients and low-income families, helping individuals successfully transition from welfare to work. JARC was established as part of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) to address the unique transportation challenges faced by welfare recipients and low-income persons seeking to get and keep jobs. With many new entry-level jobs located in suburban areas, low-income and/or welfare recipients find it difficult to access these jobs from their inner city, urban and rural homes on a daily basis. Car ownership is prohibitively expensive, and many suburban job sites are not served by existing transportation routes. Further, many entry-level jobs offer only night or weekend hours, when conventional transit services are either reduced or non-existent. Finally, many welfare recipients and low-income persons face transportation challenges in reaching employment support services, such as child care, training and counseling services. The JARC program was created to address these needs.

TEA-21 authorized up to \$750 million from FY 1999 through FY 2003 for the Access to Jobs program. TEA-21 authorized \$150 million annually for the JARC program, with no more than \$10 million per year of the total being allocated for reverse commute activities. Congress provided \$75 million for this program in both FY 1999 and 2000, \$100 million in FY 2001, and \$125 million in FY 2002.

***Profile of Grant Recipients and Services***

- During the first three years of the program (FY 1999, 2000 and 2001), 368 Job Access projects were selected for grants totaling \$248 million.

***Riding The WAVE in Sanford, Maine***

Iris and her husband recently moved to the Sanford Maine area, and faced a real dilemma. They could only afford one car, but both needed to work in order to pay housing costs and other expenses. They lived miles from any bus route, and discovered that the cost of a taxi ride was prohibitive. While watching the local cable access channel, they saw the public service announcement for The WAVE, and Iris made the call. "I was very impressed with the cost of the service," she said. "We didn't want to spend the money on a second car, with the tight budget we are on." The WAVE van picks her up each day at her home, and gets her to work on time. Iris is particularly pleased with the respectful attitude of the staff and drivers toward the passengers, and The WAVE's reliable service; if there are any delays, she is always called. "The WAVE has been a real lifesaver," said Iris, "I wouldn't be able to keep this job without it."

- As of August 26, 2002, \$207.3 million in JARC grant awards were obligated to 209 grant recipients in 44 states and the District of Columbia in all 10 FTA regions.
- Sixty-two percent of the JARC funds were awarded to Major Urban Areas. Non-Urbanized Areas received 23.6 percent of the funds, and Medium Urban Areas received 13.8 percent.
- Surveyed grantees have used JARC funds for a wide variety of services that range from the expansion of fixed route bus systems to the establishment of centralized customer information systems that provide individuals information regarding their transportation options to reach employment and other destinations. Sixty percent of JARC funds were obligated for fixed route services, 34 percent for demand response services, 3 percent for ridesharing, and 3 percent for information services.

### *Summary of JARC Performance*

#### *Making Employment Sites Accessible*

In each community that received a grant, new JARC transportation services reached new employment sites, making thousands of entry-level jobs and employers accessible for the program's target populations. New stops also increased access to critical employment support sites, such as childcare and job training facilities.

The Federal Transit Administration (FTA) asked grantees to report the number of new employment sites reached by JARC services. An employment site was defined as a new transit stop directly reaching (demand responsive service) or within a ¼ mile (fixed-route transit) of an employer or set of employers not previously served by public transportation service. Such employment sites were characterized as: geographically reaching employers never reached before; or reaching employers during time periods not previously covered by transit such as for shift work jobs occurring late at night or on weekends.

- Based on an analysis of 56 grant reports describing grantee performance through FY 2001, a total of 7,453 new employment sites were reached due to the JARC program. Of these, 2,840 sites (38%) were reached in Major Urban areas, 913 (12%) in Medium Urban Areas and 1,373 (18%) in Non-Urbanized areas.

#### **Project OUTREACH Guarantees a Ride in Santa Clara, California**

Peggy, a person with a disability, was already a passenger of the Project OUTREACH paratransit service when she enrolled in the Job Access-sponsored Guaranteed Ride Program (GRP). She used the JARC program to get to employment training and job interviews, saving the \$39 cost of monthly transportation assistance from the county for paratransit service. Peggy now has a part-time job, and continues to look for additional employment. She thinks the program served her needs very well, and in her words, helps "make an incredible difference for people who have no other options."

Betsy, another disabled client, enrolled in the GRP while attending the local community college. Like all GRP clients, she is able to take her children to school on her way to class. Taking advantage of this program simplified transportation for her family while she completes her education.

- Based on 56 grant reports describing grantee performance through FY 2001, over one-third (34.8%) of the new sites reached made employment options possible during a previously unavailable time period. Two-thirds of the sites made employment locations available that otherwise could not be reached previously by public transportation.
- Based on 56 grant reports describing grantee performance through FY 2001, JARC-funded services created access to 2,261 employment support facility sites. Childcare facilities account for the majority (nearly 62%) of support sites accessed through JARC.

*Number of Riders Using JARC to Access Jobs and Services*

JARC services are creating significant low-income ridership, according to two surveys of grant recipients in 2000 and 2002.

- Based on 63 grant reports describing grantee performance through FY 2001, JARC services carried 3.6 million riders. Over 80 percent were in major urbanized areas with populations over 200,000.
- Eighty-two percent of the trips occur during regular working hours between 5 a.m. and 8 p.m. Only 8.2 percent of the trips occur during late night hours, and 10.2 percent occur on weekends.
- Based on 41 grant reports describing grantee performance through FY 2001, 462,211 low-income residents and welfare clients received new access to transportation services. The vast majority of these individuals (73.4%) reside in Major Urban Areas.
- Based on FY 1999 and the first quarter of FY 2000 performance, 28 grantees reported that they provided 63,000 vehicle hours of service. During the three-month survey period, 26 grantees provided approximately 421,000 passenger trips, resulting in operating performance levels of 7.6 passengers per vehicle hour for 23 of these grantees.

**New Rides in Chattanooga, Tennessee**

Aimee, a mother of seven who had been on welfare for years, obtained employment because a major route expansion made possible with JARC funds connected her low-income public housing community to a commercial district. Prior to the change in routing, this trip took over an hour and was not even possible after 5 p.m. on weekdays or on Sundays. Now, the 15-minute trip is available from 4:55 a.m. to 11:45 p.m., Monday through Saturday and from 11:30 a.m. to 7:45 p.m. on Sundays. George, who works in a restaurant in a regional mall, takes a Chattanooga Area Regional Transportation Authority Dial-A-Ride Neighborhood Route with his children, drops them off at their elementary school, and then transfers to a Main Line route and continues on to his place of employment. Neighborhood Routes, with 50-cent fares and 30-minute round trip frequencies, were instituted after consultation with riders, as well as job training, human service, and employment agencies, during the JARC planning process.

### *User Characteristics and Program Impact*

Riders report that JARC services play a “very important” role in their lives, and have made jobs accessible. An overwhelming majority (93%) of passengers surveyed in May and June 2002 indicated that JARC services were either “very important” (81%) or “important” (12%) to them.

- Two-thirds (66%) of the respondents indicated that they would not be able to access their destination without the JARC service they were currently riding, a response influenced, in part, by the fact that 84 percent of those surveyed did not own a car. Sixty-four percent (64%) did not have a driver’s license.
- JARC services are used most frequently to travel to and from a work site. Approximately 62.5 percent of JARC trips are work trips.
- The JARC Program is making employment accessible to its target population. The 2002 survey of JARC users found that 56 percent were employed full-time and 24 percent were employed part-time. About 38 percent of respondents were employed for less than six months at their current job, and a majority are working at entry-level positions, earning \$7 - \$9 per hour (48%) or less than \$7 per hour (20%). Twenty-seven percent (27%) of respondents did not work prior to making use of the service.
- The 2002 survey of JARC users found that 73 percent of JARC riders use the service frequently (more than 10 times a month) and 9 percent used it fairly frequently (five to 10 times a month). Half of the riders reported that they saved time using JARC services over previous travel modes.

### *Encouraging Inter-Agency and Inter-Governmental Partnerships*

A primary objective of the JARC program was to establish collaborative partnerships among transportation and human services entities involved in welfare-to-work programs. Coordination among various Federal human service transportation activities has been an ongoing goal. Ultimately, the JARC program has established this collaboration institutionally. JARC grant recipients have forged successful collaborations with a variety of transportation services, human service agencies, and local, state, and national government.

- Planning partnerships have been established. Based on 56 grant reports describing grantee performance through FY 2001, the planning partnerships include the following participants: Human and Employment Service entities (42.7%), Transportation entities (31.1%), Community Representatives and Employers (26.4%).
- JARC grant recipients have been highly successful in enlisting the financial participation of human services agencies. In an assessment conducted in 2000, Federal human services agencies participated in 41 of the 66 projects analyzed, and

state and local human services programs participated in 23 of those projects. This represented 20 percent of the overall JARC funded program, or nearly 38 percent of the match requirement. TEA-21 legislation authorizing the JARC Program permits non-DOT federal funds to be used to meet the match requirement.

- Fifty-four percent of the respondents in the GAO survey used Temporary Assistance for Needy Families (TANF) funds as part of their local match demonstrating financial partnerships between human service and transportation funding entities.
- In FY 2000, the Department of Health and Human Services (HHS) reported that nearly \$11 million in TANF funds were applied as matching funds to the JARC program, nearly 15 percent of the required match. TANF funded an additional \$75 million in other low-income transportation-related employment services.

## **II. Background**

The growth of suburban employment centers has resulted in a geographic mismatch between entry-level jobs and potential employees. While three-quarters of welfare recipients live in either central cities or rural areas, two-thirds of all new jobs are in suburban areas. About 70 percent of the new jobs in manufacturing, retailing and wholesaling—sectors employing large numbers of entry-level workers—are located in the suburbs.

The dispersal of new employment sites has created a challenge for transit operators in linking people with low incomes to entry-level jobs. Existing systems were originally established to transport central-city residents to city locations and bring suburban residents to central-city work locations. Even in metropolitan areas with extensive mass transit systems, studies have shown that less than half of available jobs are accessible by public transportation. Furthermore, many entry-level jobs require shift work in the evenings or on weekends, when public transit services are either unavailable or limited.

Social service and transportation professionals generally recognize access to transportation as a prerequisite for work and for welfare reform. Nationally, more than 10 million people do not own automobiles, including an estimated 94 percent of welfare recipients. Among people with an annual income under \$10,000, 40 percent do not commute by car. Without adequate transportation, welfare recipients face significant barriers in trying to move from welfare to work. These challenges are particularly acute for urban mothers receiving welfare who do not own cars and must get children to and from childcare, and for rural poor who must often drive long distances in poorly maintained cars.

## **III. Program Goals and Funding**

### **3.1 Goals**

With the enactment of TEA-21, which established the JARC program, the DOT became an important partner in welfare-to-work initiatives.



Stated broadly, JARC provides grants to local agencies and authorities, non-profit organizations, and transit authorities, among others, to improve mobility for low-income individuals seeking employment.

The new and expanded transportation services funded through JARC are intended and designed to increase access to jobs and employment-related activities for low-income individuals. In addition, Reverse Commute funds are intended to increase access to suburban employment opportunities for everyone, including welfare recipients and low-income individuals.

In consonance with these goals, the JARC program has three primary objectives:

1. To establish effective transportation-related services that help low-income individuals and welfare recipients reach jobs and employment support services, such as child care, training, counseling and job interviews;
2. To develop reverse commute transit services that connect urban and non-urban residents with suburban employment opportunities; and
3. To increase planning, financial, and service delivery collaboration among local transportation providers, human service and job placement agencies, employers, metropolitan planning organizations, and other relevant organizations in providing access to employment and employment support services.

In order to achieve these goals and objectives, the JARC program seeks to increase planning, financial, and service delivery collaboration among such parties as transportation providers, human service and job placement agencies, employers, metropolitan planning organizations, states, and low-income community representatives.

In support of these purposes, FTA uses four criteria to evaluate applications: (1) project effectiveness, (2) need for services in the area, (3) degree of local coordination and (4) the project's financial viability.

### **3.2 Funding**

TEA-21 authorized up to \$750 million from FY 1999 through FY 2003 for the JARC program. Of the \$150 million authorized annually for the JARC program, no more than \$10 million per year of the total may be allocated for reverse commute activities. In FY 1999, Congress appropriated \$75 million for the program and all recipients were competitively selected. In FY 2000, Congress appropriated \$75 million for the program, directing \$48.2 million for specific purposes in the appropriations report. In fiscal year 2001, Congress appropriated \$100 million for the program, with \$75.3 million directed to specific purposes in the appropriations report. For fiscal year 2002, Congress provided \$125 million, directing \$110 million for specific purposes.

From FY 1999 through FY 2001, DOT selected a total of 368 JARC projects for grants totaling \$248 million (GAO Survey). TEA-21 requires DOT to allocate the program funds as follows: 60 percent to projects in Urban Areas with populations of at least 200,000; 20 percent to projects in Urban Areas with populations of less than 200,000; and

20 percent to Non-Urbanized areas. In order to ensure broad program coverage, FTA suggests that Urban Areas with populations of over 1 million generally limit their request to \$1 million, while Rural Areas with populations of less than 50,000 should request no more than 150,000.

TEA-21 limits FTA funding to 50 percent of a grantee's project. However, the 50 percent local match can be obtained from a variety of sources, including programs administered by other Federal agencies, such as DHHS's TANF, the Department of Labor's Welfare-to-Work program, and the Department of Housing and Urban Development's Community Development Block Grants.

#### **IV. Program Data**

Program data collection has been particularly challenging for the JARC program. With so many non-traditional grantees providing unique and highly personalized services, regular quarterly and annual reporting has been less than satisfactory. To compensate for these deficiencies, FTA has undertaken a number of special studies and evaluations intended to provide an overview of program accomplishments and challenges. In addition, FTA is working with grant recipients to strengthen their data-reporting capacity and to design reporting requirements that ensure accountability, yet do not impose untenable data collection and reporting burdens.

Data for this report was drawn from several sources:

- In 2000, FTA first assessed JARC performance through reports submitted from 34 (24%) of the JARC program's 139 first grant recipients. These reports described program effectiveness as of January 1, 2000. (2000 Assessment)
- In May 2002, an independent contractor completed a program evaluation of JARC that analyzed data provided in grantees' fourth quarter 2001 reports, which provided the foundation for their analysis. In order to improve the accuracy and consistency of the data received, each grantee was asked to use a standardized reporting system for submission of the fourth quarter data. Quarterly reports were received from 64 (42%) grantees for 93 (43%) grants. This assessment considered the primary goals of employment site accessibility, ridership, and JARC's effectiveness in encouraging, planning, operating and financial partnerships. (2002 Assessment)
- To determine the views of JARC grantees, GAO surveyed all of the JARC grantees for the 194 projects selected in FY 1999. GAO received responses from 89 percent of them. Data from this survey have been incorporated in a GAO Report to Congressional Committees entitled, "Welfare Reform, Competitive Grant Selection Requirement for DOT'S Job Access Program Was Not Followed", Appendix III, dated December 2001. (GAO Survey)
- Finally, to gauge JARC riders' perspectives on services provided, as well as their characteristics, researchers at the University of Illinois at Chicago conducted a

survey of 534 JARC riders at 21 sites. Results of these surveys, conducted in May and June 2002, are incorporated into this report. (University of Illinois Survey)

Because the 2000 and 2002 Assessments are based on grantee quarterly reports received from only 25 percent and 43 percent of grantees, respectively, this report does not capture JARC's accomplishments nationwide. It under-reports the number of employment sites accessed, the number of riders, and the number of services provided through JARC. Thus, since the grantees who submitted reports in 2000 and 2002 are not necessarily representative of grantees overall, it could be misleading to project general JARC performance from these reports alone. Plans for future data collection and assessment of JARC are included in Section 8.

## V. Profile of Services Provided

This section profiles JARC services nationwide, including the geographic distribution of grants, the types of services provided, and the cost of services.

### 5.1 Geographic Distribution

As of September 30, 2001, JARC grants were awarded to recipients in 44 States and the District of Columbia. Only Idaho, Utah, Wyoming, Montana, South Dakota, and Hawaii had not received JARC grants. Table 1, lists all States in which JARC awards have been made.

**Table 1**  
**States and Territories Receiving JARC Funds**  
**through September 30, 2001**  
**by FTA Region**

FTA Region	States and Territories in which JARC Recipients are Located
Region 1	Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont
Region 2	New York, New Jersey
Region 3	District of Columbia, Delaware, Maryland, Pennsylvania, Virginia, West Virginia
Region 4	Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee
Region 5	Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin
Region 6	Arkansas, Louisiana, New Mexico, Oklahoma, Texas
Region 7	Iowa, Kansas, Missouri, Nebraska
Region 8	Colorado, North Dakota
Region 9	Arizona, California, Nevada
Region 10	Alaska, Oregon, Washington

Source: FTA Office of Program Management

As shown in Table 2, 62.2 percent of JARC funds, about \$137 million, were awarded to Major Urban areas. Medium Urban areas received about 13.9 percent of total funds (approximately \$30.6 million). Non-Urbanized areas received approximately 23.9 percent of the funds (about \$52.8 million).

**Table 2**  
**JARC Funds Appropriated and Obligated by Fiscal Year and Type of Area**  
**(\$ in millions)**

<b>Fiscal Year of Appropriation</b>	<b>Total Appropriated</b>	<b>Total Amount Obligated</b>	<b>Major Urban Areas</b>	<b>Medium Urban Areas</b>	<b>Non-Urbanized Areas</b>
<b>1999</b>	\$75.0	\$73.2	\$43.8	\$14.4	\$15.0
<b>2000</b>	75.0	69.5	43.2	12.0	14.3
<b>2001</b>	99.8	64.6	42.7	2.2	19.7
<b>2002*</b>	125.0	13.1	7.3	2.0	3.8
<b>Total</b>	<b>\$374.8</b>	<b>\$220.4</b>	<b>\$137.0</b>	<b>\$30.6</b>	<b>\$52.8</b>
<b>Percent of Total Obligated</b>	n.a.	100%	62.2%	13.9%	23.9%

Source: FTA Office of Program Management

\* As a result of the GAO finding that funds designated in the Congressional committee report language could not be distributed without being incorporated in the JARC project competitive selection process, obligations in FY 2002 were delayed. The Supplemental Appropriations Act, which became law in August 2002, directed FTA to fund the designated projects. Competitive selections of projects to be funded with remaining funds were completed thereafter. FTA anticipates fully obligating the \$125 million appropriated for the JARC Program in FY 2002.

## **5.2 Types and Costs of Services Provided**

As of January 1, 2000, FTA had awarded 60 JARC grants. FTA surveyed these 60 grantees in April 2000 and found that 34 grant recipients had sufficient history to provide information on services provided. These surveys indicated that the JARC Program provides a wide variety of services, ranging from the expansion of fixed route bus systems to the provision of customer information. Service diversity exists in Major, Medium, and Non-Urbanized areas. This variety of services poses a challenge to simple measurement of performance, as does the fact that many of the grants involve more than one service type. (2000 Assessment)

Although JARC grants have supported a diverse array of transportation services, the majority of grantees have used funds: (1) to establish or expand fixed routes, particularly by extending routes or establishing feeder service to routes, or (2) to provide demand responsive or other specialized services, particularly during late night or early morning hours. Fewer grantees have used funds to establish rideshare carpools or vanpools, and the even fewer have used funds for marketing or information services. Vanpools were created most often in Medium Urban areas, where fixed route transit was probably not widely available.

Information services were funded most often in Major Urban areas. The need for information services in large metropolitan areas is a common barrier to public transportation use, particularly where the systems are extensive and can be confusing to new riders. Based on grantee reports for fiscal year 2001 (Table 3), the largest allocation of JARC funds was to extend the hours or expand the number of days of fixed route service. Major Urban areas received \$5.94 million for this purpose, and Medium Urban areas received \$2.65 million. New routes in Major Urban areas also received a high level of funds (\$3.89 million), as did new routes in Non-Urbanized areas (\$2.15 million). In general, the expansion of fixed route service has received the highest funding levels. Overall, 60 percent of JARC funds were obligated to fixed route services, 34 percent to demand response services, 3 percent to ridesharing, and 3 percent to information services. (2002 Assessment)

**Table 3**  
**FTA Grant Funds Obligated by Type of Service and Type of Area, FY 2001**  
(\$ in thousands)

Type of Service	Type of Area				TOTAL
	Major Urban Areas	Medium Urban Areas	Non-Urbanized Areas	Non-Designated	
<b>Fixed Route</b>					
Expanded Service Period (days/hours)	\$5,942	\$2,651	\$1,501	\$717	\$10,811
Feeder Service	0	0	80	0	80
Increased Service Frequency	333	0	0	184	517
New Fixed Route	3,890	1,514	2,151	542	8,098
Route Deviation	1,700	1,212	0	0	2,912
Route Extension	1,924	957	NA	115	2,996
<b>Subtotal</b>	<b>\$13,789</b>	<b>\$6,334</b>	<b>\$3,732</b>	<b>\$1,559</b>	<b>\$25,413</b>
<b>Demand Response</b>					
ADA Paratransit	\$ 0	\$ 0	\$910	\$368	\$1,278
Carpool/Vanpool	197	2	0	0	199
Disability related	0	0	167	13	179
Expanded Service period	0	393	0	0	393
Feeder Service	200	268	236	105	809
Guaranteed Ride Home	499	192	0	0	691
Increased Service Frequency	50	0	0	0	50
Late Night/Early Morning	500	80	200	1,181	1,961
Late Night/Early Morning/Weekends	0	0	69	318	386
Specialized other	1,958	926	404	2,699	5,988
Supplement to Fixed Route	1,617	50	568	0	2,235
<b>Subtotal</b>	<b>\$5,023</b>	<b>\$1,911</b>	<b>\$2,553</b>	<b>\$4,684</b>	<b>\$14,171</b>
<b>Ridesharing</b>	<b>\$ 373</b>	<b>\$ 980</b>	<b>\$ 30</b>	<b>\$ 0</b>	<b>\$ 1,384</b>
<b>Information Services</b>					
ITS Service Technology	64	0	0	166	230
Marketing/Customer Information	332	110	0	0	443
Mobility Manager/Broker	172	62	0	0	234
Non-Transit Service	120	0	0	349	470
<b>Subtotal</b>	<b>\$ 689</b>	<b>\$ 172</b>	<b>\$ 0</b>	<b>\$ 515</b>	<b>\$ 1,377</b>
<b>TOTAL</b>	<b>\$19,874</b>	<b>\$9,397</b>	<b>\$6,314</b>	<b>\$6,758</b>	<b>\$42,344</b>

Source: 2002 Assessment

### 5.3 Cost of Services Per Ride

Grantee reports for 2001 indicate (See Table 4) that the highest average cost per ride among JARC projects was \$18.42 in Non-Urbanized areas. With less fixed route service to rely upon, these higher costs, particularly for demand response services, are likely attributable to the low population densities and widely scattered destinations in rural areas that result in fewer, but longer trips. Costs are also affected by the higher administrative costs associated with personalized demand response services. The cost of labor (facilitators and drivers) makes these services expensive, yet they are often the only choice for individuals who need transportation in Non-Urbanized areas.

The second highest average cost per ride was \$12.72 in Major Urban areas. Medium Urban areas had the lowest average cost per ride at \$8.57. Average cost per ride is highest for demand response specialized services in Non-Urbanized areas, and lowest for ride-sharing services in Major Urban areas, where such services can be arranged more easily. Fixed route service had the lowest overall costs. (2002 Assessment)

**Table 4**  
**Average Cost Per Ride by Category of Service and**  
**Type of Area, FY 2001**

Category of Service	Type of Area			Average Cost per Ride
	Major Urban Areas	Medium Urban Areas	Non-Urbanized Areas	
Fixed Route	\$8.22	\$5.10	\$7.52	\$7.60
Demand Response	27.98	14.30	36.84	19.68
Ridesharing	3.79	24.48	13.08	15.29
<b>Average Cost per Ride</b>	<b>\$12.72</b>	<b>\$8.57</b>	<b>\$18.42</b>	<b>\$9.41</b>

Source: 2002 Assessment

## VI. Program Assessment by Primary Goals and Objectives

This section reviews JARC performance by key goals and objectives, including increased accessibility of employment sites and employment support services. The analysis of site accessibility includes data on the types of access created and the modes of access (i.e., fixed route expansion). Other subsections record the number of riders, report riders' assessments of the impact of JARC services on their lives, and provide several assessments of JARC performance in specific communities.

This section presents findings from both the 2000 Assessment of grant recipients and the 2002 Assessment, as well as results from the University of Illinois's 2002 Rider Survey and a GAO survey of JARC grant recipients.

## **6.1 *Employment Site Accessibility, Number of Jobs, and Job Support Services Made Accessible through JARC***

### **6.1.1 Employment Site Accessibility**

The number of new employment sites made accessible by the new and additional transportation services funded by the JARC program reflects the program goal of improving access to jobs.

Based on data extracted from 56 fourth-quarter 2001 grantee reports analyzed in the 2002 Assessment (Table 6), a total of 7,453 new employment sites were reached as a result of JARC projects in these locations. Of these employment sites, 2,840 (38%) were in Major Urban Areas, 913 (12%) in Medium Urban Areas and 1,373 (18%) in Non-Urbanized Areas. An additional 2,327 new employment sites (31%) were made accessible by programs that included more than one type of jurisdiction (i.e. both a Medium Urban Area and a Non-Urbanized Area). (2002 Assessment)

Because these data represent only 43 percent of all JARC grantees, the figures do not reflect JARC results nationwide. Based on the data available, however, it was estimated that approximately 17,750 new employment sites were made accessible through programs funded by JARC in FY 2001.

Table 6 summarizes grantee performance as revealed in the 2002 Assessment. Twenty-three grantees provided access to nearly 13,500 new employers. Nineteen grantees provided access to over 1,000 employment-related service sites. Fifteen grantees provided access to sites with approximately 124,000 employees. Eight grantees provided access to a total of 19,000 entry-level positions. (2000 Assessment)

The number of entry-level positions each grantee accessed illustrates that Major Urban areas generally serve more target market areas, had more riders, and had more riders per vehicle hour than Non-Urbanized areas (Table 5). Two Major Urban area grantees reported providing JARC service to 15,320 entry-level positions, while four Medium Urban area grantees served 3,625 entry-level jobs, and grantees in two Non-Urbanized areas served 257 entry-level jobs. This result is consistent with the greater density of population, employment, and employment services in Major Urbanized areas. In assessing programs, the higher productivity of transit service in densely populated areas must be weighed against the greater user dependence on JARC transit services in sparsely populated areas, where low-income individuals have more limited transportation options. (2000 Assessment)



**Table 5  
JARC Performance on Employment Access**

Type of Area	Stops at Employment Sites		Employers	Employment		Number of Stops in Low-Income Areas	Number of Stops at Employment Service Facilities
	Day	Late Night Weekend		Total	Entry-Level		
Major Urban	1,068	3,812	7,902	50,331	15,230	3,230	637
Medium Urban	726	1,893	3,443	45,784	3,625	446	322
Non-Urbanized	66	9	2,146	28,081	257	293	88
<b>TOTAL</b>	<b>1,860</b>	<b>5,714</b>	<b>13,491</b>	<b>124,196</b>	<b>19,112</b>	<b>3,969</b>	<b>1,047</b>

Source: 2000 Assessment

### 6.1.2 Time-Sensitive and Location-Sensitive Transit Service to Employment Sites

Improving access to potential jobs may involve adding new routes or destinations, or it may include the addition of a new time frame for a current route. This section provides information on transit access to employment sites according to whether the new services are time-sensitive or location-sensitive.

New time-sensitive transit to employment sites refers to services offered during a time of day for which services were not previously provided. For example, if a route was served only during peak-hour periods and the new service provided transportation during off-peak periods, then the employment sites served were classified as time-sensitive. New location-sensitive employment sites refer to locations that were not being served by public transportation prior to initiation of a JARC-funded service. For example, if a route had ten transit stops and two new ones were added, then the new stops were classified as location-sensitive.

As shown in Table 6, over one-third (34.8%) of the new sites reached made employment options possible during a time period not previously available. Two-thirds of the sites made employment locations available to the targeted populations that could not be reached via transit prior to JARC-funded transportation services. (2002 Assessment)

**Table 6**  
**New Time-Sensitive and Location-Sensitive Employment Sites Reached**  
**by Type of Area**

Type of New Employment Site					TOTAL
	Major Urban Areas	Medium Urban Areas	Non-Urbanized Areas	Non-Designated	
Time-Sensitive	1,792 (63.1%)	273 (30%)	223 (16.4%)	304 (13.1%)	2,592 (34.8%)
Location-Sensitive	1,048 (36.9%)	640 (70%)	1,150 (83.6%)	2,023 (86.9%)	4,861 (65.2%)
<b>Employment Sites Total</b>	<b>2,840</b> <b>(38%)</b>	<b>913</b> <b>(12%)</b>	<b>1,373</b> <b>(18%)</b>	<b>2,327</b> <b>(31%)</b>	<b>7,453</b> <b>(100%)</b>

Source: 2002 Assessment

If all JARC funded services reflect similar distributions, the estimated number of new location-sensitive employment sites nationwide would be approximately 11,750 in FY 2001. The estimated number of new time-sensitive employment sites nationwide would be approximately 6,000.

### 6.1.3 Employment Site Access by Type of Service

Overall, 95% of JARC-funded transportation services were provided by fixed route and demand response options in FY 2001. As Table 7 indicates, in FY 2001, fixed route service was the primary type of service provided with JARC funds overall, as well as in Major Urban and Non-Urbanized areas. Fixed route systems reach new employment sites in Major Urban areas and Non-Urbanized areas as any other category of service. Demand response services were the most prevalent (43.9%) in Medium Urban areas. Fixed route and demand responsive services equally accessed new employment sites in Medium Urban areas. (2002 Assessment)

**Table 7**  
**Number of New Employment Sites Accessed**  
**by Type of Service and Type of Area**

Category of Service					TOTAL
	Major Urban Area	Medium Urban Area	Non-Urbanized Areas	Non-Designated	
Fixed Route	1,941 (68.3%)	318 (34.8%)	779 (56.7%)	663 (28.5%)	3,701 (49.7%)
Demand Response	853 (30.1%)	401 (43.9%)	417 (30.4%)	1,632 (70.1%)	3,303 (44.3%)
Ridesharing	46 (1.6%)	59 (6.5%)	65 (4.7%)	0	170 (2.3%)
Not Designated	0	135 (14.8%)	112 (8.2%)	32 (1.4%)	279 (3.7%)
<b>TOTAL</b>	<b>2,840</b> <b>(38%)</b>	<b>913</b> <b>(12%)</b>	<b>1,373</b> <b>(18%)</b>	<b>2,327</b> <b>(31%)</b>	<b>7,453</b> <b>(100%)</b>

Source: 2002 Assessment

#### 6.1.4 Access to Employment Support Service Sites

Many job seekers encounter obstacles such as lack of training and childcare options. Moreover, they may lack transportation to reach job interviews. Through the FY 2001 grants analyzed in FY 2002, JARC-funded services created access to 2,261 employment support facility sites. If these data are projected nationwide, it is estimated that JARC programs provided access to approximately 11,000 employment support facilities.

In all categories, childcare facilities accounted for the majority of sites, especially in Medium Urban and Major Urban areas (Table 8). Training facilities are most important in Non-Urbanized areas, accounting for nearly one-fourth of the support sites. The "Other" category includes trips to job interviews and makes up the balance of the trips. (2002 Assessment)

**Table 8**  
**Number of New Employment Support Facility Sites Accessed**  
**by Type of Area**

	Major Urban	Medium Urban	Non-Urbanized	Non-Designated	TOTAL
Childcare Facility	864 (59.7%)	324 (64.3%)	83 (50.0%)	125 (87.4%)	1,396 (61.7%)
Training Facility	235 (16.2%)	94 (18.7%)	41 (24.7%)	14 (9.8%)	384 (17.0)
Other	349 (24.1%)	86 (17.1%)	42 (25.3)	4 (2.8%)	481 (21.3%)
<b>TOTAL</b>	<b>1,448</b> <b>(64%)</b>	<b>504</b> <b>(22%)</b>	<b>166</b> <b>(7%)</b>	<b>143</b> <b>(6%)</b>	<b>2,261</b> <b>(100%)</b>

Source: 2002 Assessment

#### 6.2 Number of People Using the New Transportation Services

##### Ridership

The 2002 JARC assessment gathered information from 43 percent of JARC grantees for the quarter ending on September 30, 2001. As depicted in Table 9, 462,211 low-income residents and welfare clients accessed transportation and other related employment services during the quarter report. The data reports indicated that 73.4 percent of these individuals reside in Major Urban areas, where population densities make a single point of access available to a greater number of people. (2002 Assessment)

**Table 9**  
**Low Income Residents and Welfare Recipients Served**  
**By Type of Area**

	Major Urban Areas	Medium Urban Areas	Non-Urbanized Areas	Non-Designated	TOTAL
Number of Low Income Residents and/or Welfare Recipients Using Service	339,061 (73.4%)	32,693 (7.1%)	60,185 (13%)	30,272 (6.5%)	462,211 (100%)

Source: 2002 Assessment

For the purposes of this report, ridership is defined as the number of unlinked trips taken by people using a transportation system in a given time period. JARC ridership data reported a total of 3.6 million rides for 63 grants in the fourth quarter of 2001.

As shown in Table 10, 81.6 percent of all ridership was in Major Urban areas. Non-Urbanized areas only account for 3.4 percent of total ridership. This may be attributed to the fact that Non-Urbanized areas have lower population densities and tend to have clusters of trip origins and destinations, and thus it is typically more difficult to serve people in these areas.

**Table 10**  
**Ridership by Type of Area**

	Major Urban Areas	Medium Urban Areas	Non-Urbanized Areas	Combination Areas	TOTAL
Ridership Weekdays 5am-8 pm	2,391,702	399,326	96,484	79,415	2,966,927 (81.6%)
Ridership Weekdays 8pm-5am	251,120	24,453	20,838	2,451	297,862 (8.2%)
Ridership Weekends	324,384	32,795	7,782	8,581	373,542 (10.2%)
<b>Total</b>	<b>2,967,206</b> <b>(81.6%)</b>	<b>455,574</b> <b>(12.5%)</b>	<b>125,104</b> <b>(3.4%)</b>	<b>90,447</b> <b>(2.5%)</b>	<b>3,638,331</b> <b>(100%)</b>

Source: 2002 Assessment

More modest results appear in the earlier assessment. In April 2000, 28 grantees reported that they provided 63,000 vehicle hours of service (Table 11). Additionally, during the three-month survey period, 26 grantees served approximately 421,000 passenger trips, resulting in operating performance levels of 7.6 passengers per vehicle hour for these 23 grantees. (2000 Assessment)

**Table 11**  
**Riders and Vehicle Hours by Type of Area**  
**October 1-Dec 31, 1999**

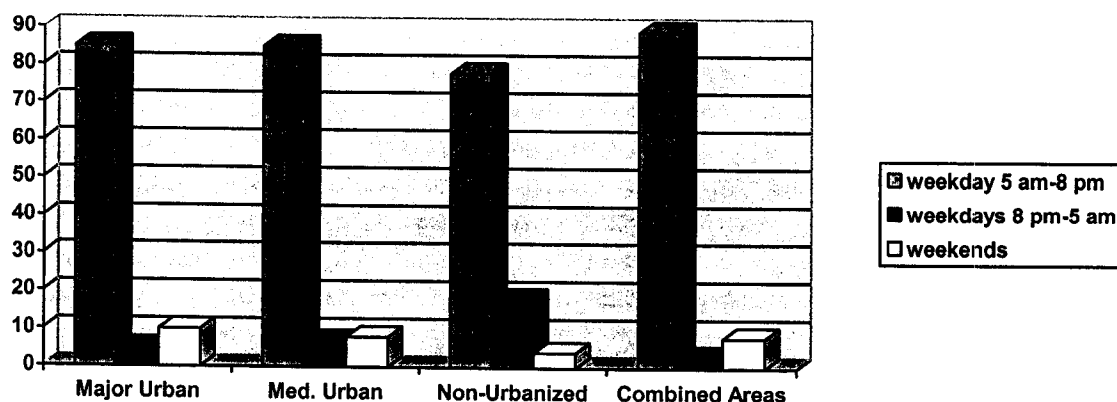
Type of Area	Riders		Vehicle Hours		Riders per Vehicle Hour	
	Number of Riders	Number of Grantees Reporting	Number of Vehicle Hours	Number of Grantees Reporting	Number of Riders per Vehicle Hour	Number of Grantees Reporting
Major Urban Area	241,059	10	30,894	12	9.1	9
Medium Urban	165,270	10	21,134	12	9.5	10
Non-Urbanized	14,941	6	11,191	4	1.2	4
<b>TOTAL</b>	<b>421,270</b>	<b>26</b>	<b>63,219</b>	<b>28</b>	<b>19.8</b>	<b>23</b>

Source: 2000 Assessment

### When People Use JARC Services

One important aim of the JARC program is to tailor transportation services to meet the specific employment-related transportation needs of low-income individuals, including the sometimes atypical days of the week or times of day during which entry level jobs are available. While 8.2 percent of JARC ridership occurred during off-hours and 10.2 percent was on weekends, Figure 1 shows that most of the JARC-funded transportation service being provided during typical working hours. Eighty-two percent of the ridership was from 5 a.m. to 8 p.m. on weekdays. (2002 Assessment)

**Figure 1: Time/Day of JARC Ridership**



Source: 2002 Assessment

### 6.3 User Characteristics and Program Impact

In May and June 2002, researchers at the University of Illinois surveyed 534 riders on JARC-funded transportation services. The respondents were split almost equally between men (52%) and women (48%). A third of the respondents (34%) were 40 years or older, while approximately 22 percent of the respondents were age 21 or younger.

The median age was 31 years. About 92 percent of the respondents indicated that they had had at least some high school education.

Significantly, most respondents did not own a car (84%). This is consistent with the finding that 68 percent of the respondents earned less than \$9 per hour, which makes it financially difficult to own and maintain an automobile. Also, many of the respondents indicated that they did not possess a driver's license (64%). About 73 percent of the respondents used the JARC-supported services quite frequently (more than 10 times a month).

Additionally, the respondents did not have stable work histories overall. For example, the employee tenure of the respondents was lower than the workforce in general. The median number of years that wage and salary workers had been with their current employer (referred to as employee tenure) was 3.5 years (Bureau of Labor Statistics, U.S. DOL, 2000<sup>1</sup>). Workers in lower-paid occupations in the service industries had substantially shorter employee tenure (2.5 years), and within the service industries, food service workers had the lowest median tenure (1.5 years). Among the survey respondents, only 23 percent of respondents had been with the same employer for more than two years; about 27 percent reported job tenure of 6 months to a year with the same employer; and 29 percent indicated they had been with their employer for less than 6 months. Further, about 31 percent of the respondents indicated that they had received some form of public aid in the last five years.

Two-thirds (66%) of the University of Illinois respondents said that they would not be able to access their destination without the service that they were currently riding. It is, therefore, not surprising that an overwhelming majority (93%) indicated that these services were either "very important" or "important" to them. About 73 percent of the respondents started their trip either at work or at home, and for 75 percent the destination was either work or home. These figures underscore the fact that these transportation services are used primarily to transport people to and from work.

The survey also queried JARC service users about the travel time aspects of their trip, compared to earlier methods of travel. Before using the JARC service, 44 percent of the respondents had used some form of the automobile (drove, rode with someone, or took a taxi) to their destination, and 21 percent rode the bus or train. Almost 50 percent of the respondents indicated that they saved time by using JARC-services, with another 22 percent indicating that their travel time was the same as before. Slightly more than one-quarter of the respondents (28%) indicated that they spent more time to travel using the JARC service when compared to their previous mode of transportation.

About 70 percent of respondents who used a bus or train prior to taking the current service reported travel-time savings, while only 19 percent of the people who drove prior to taking the current service indicated that they saved time. For JARC service users, travel time is not the only criteria for choosing the mode/method of travel to work. Particularly JARC service users consider the cost of owning and operating a car.

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<sup>1</sup> "Employee Tenure in 2000" available at <http://www.bls.gov/news.release/tenure.nr0.htm>.

A number of respondents indicated that they owned a car but were not using it due to mechanical problems with the vehicle, the vehicle having been rendered unusable due to an accident, insurance costs, or because someone else was using the car. (University of Illinois Survey)

In FY 1999, GAO surveyed all of the 194 project sponsors selected for the JARC program in FY 1999, receiving responses from 89 percent of them. These respondents confirmed that the JARC program is meeting its goals. Almost 90 percent of the GAO respondents said they were satisfied with the goals and intent of the JARC program. In addition, in narrative responses to open-ended survey questions, 55 percent of the respondents noted that the JARC program was helping them get people to work. A number of respondents indicated that the program created new transportation services where none was previously available, or expanded existing services. The new JARC projects also provided work for some former welfare recipients. In fact, one JARC program sponsor hired former welfare recipients as drivers and dispatchers for the program. (GAO Survey)

#### ***6.4 Planning Partnerships and Resource Leveraging***

The key to the success of JARC projects is collaboration among multiple public and private partners. FTA emphasizes the importance of coordination in the JARC grant notice, which cites increased collaboration among transportation providers, human service agencies, employers, metropolitan planning organizations, states, and affected communities and individuals as a major goal of the JARC program. FTA also encourages applicants to work in partnership to secure matching funds from both federal and local sources in order to encourage and facilitate longer-term project sustainability.

The collaboration and coordination process has three potential components: planning, financing, and operation of service. In GAO's 1999 survey of project sponsors, 23 percent of the respondents commented that the JARC program had improved coordination among different organizations involved in getting people to work. The comments indicated that the program promoted closer, better-coordinated relations between social and human services agencies at the local level (GAO Survey).

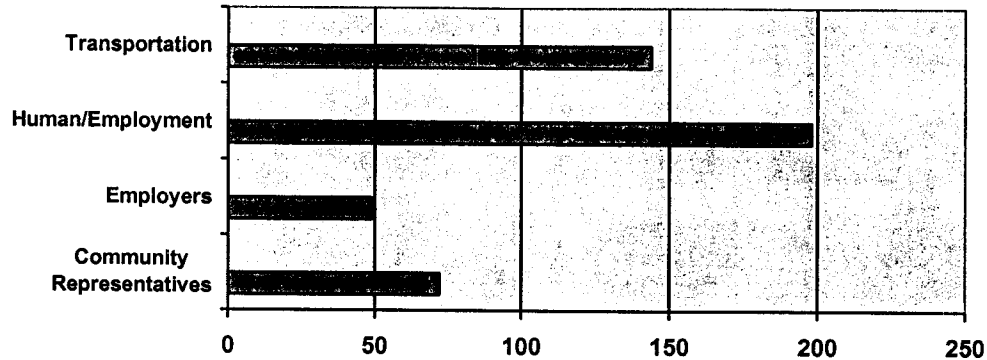
##### **Planning Partnerships**

JARC sponsors report four primary planning partnership categories: Human and Employment Services; Transportation; Employers; and Community Representatives. Over 40 percent of the planning partners were designated as Human and Employment Services partners. Nearly half of the planning partners with oversight authority of the implemented services were identified as Transportation partners. Partners having an ongoing relationship with the grantees were either Human and Employment Service or Community Representatives. (2000 Assessment)

Similar planning partnership patterns are evident. As shown in Figure 2, Human and Employment Services agencies were about 43 percent of all partners, and Transportation partners totaled 31 percent of the partnerships.

Community Representatives and Employers represented 26 percent of all partners. (2002 Assessment)

**Figure 2: Summary of Planning Partnership Categories  
(Number of Partners)**



Source: 2002 Assessment

### Financial Partnerships

JARC grants recipients appear to be very successful in enlisting the participation of human services agencies. All JARC grantees are required to meet a 50 percent matching requirement (dollar for dollar). To encourage the leveraging of non-transportation dollars, grantees are permitted to use other Federal dollars toward part, or all, of the required program match. The data suggests that, in some cases, the 50 percent match requirement was not only met, but exceeded. State and local entities were the primary sources of matching funds. They accounted for over 50 percent of the matching funds obtained in Major Urban areas, and 80 percent of the matching funds in Medium Urban areas. Over 71 percent of the matching funds in Non-Urbanized areas came from local sources. (2002 Assessment)

Federal human services programs participated financially in 41 of the 66 projects and State and local human service program participated in 23 of the projects. Unlike other FTA projects that are financed almost entirely through transportation funding sources, approximately 20 percent of JARC program funding was from human service organizations. In addition, approximately 3 percent of the funding came from private contributions.



**Table 12  
JARC Financial Partnerships**

<b>Funding Source</b>	<b>Amount (\$ millions)</b>	<b>% of Total Funds</b>
<b>FEDERAL</b>		
<b>Federal Transit Administration</b>		
Job Access		
Reverse Commute	\$22.2	44.7%
<b>JARC TOTAL</b>	0.8	1.6
Other	\$23.0	46.2%
<b>FTA Total</b>	0.2	0.5
	<b>\$23.2</b>	<b>46.7%</b>
<b>Human Service Programs</b>		
TANF	3.0	6.1
WtW	1.3	2.7
HUD	0.6	1.3
Other	0.9	1.8
<b>Human Services Total</b>	<b>\$5.8</b>	<b>11.8%</b>
<b>Total Federal Funding</b>	<b>\$29.0</b>	<b>58.5%</b>
<b>STATE, LOCAL and PRIVATE</b>		
<b>Public Funding</b>		
Transportation	10.7	21.6
Human Services	4.0	8.0
Other	4.4	8.9
<b>Total Public Funding</b>	<b>\$19.1</b>	<b>38.6%</b>
<b>Private Funding</b>		
Human Services	0.1	0.1
Employers	0.4	0.7
Other	1.0	2.1
<b>Total Private Funding</b>	<b>\$1.5</b>	<b>2.9%</b>
<b>Total State, Local and Private Funding</b>	<b>\$20.6</b>	<b>41.5%</b>
<b>TOTAL FUNDING</b>	<b>\$49.6</b>	<b>100%</b>

Source: 2000 Assessment

### Operating Partnerships

In addition to planning and financial partnerships, JARC recipients join with other organizations to provide services. Human and Employment Services and Community organizations that had ongoing operating relationships with the JARC grantees represented 65 percent of these partners. The remaining 35 percent were equally divided between the Transportation and Employers categories. (2002 Assessment)

## VII. Case Studies

### 7.1 Services

#### Worcester, Massachusetts

The Worcester Regional Transit Authority (WRTA) is using its \$491,998 JARC grant to modify its fixed route service and expand its ADA paratransit service to provide improved access to employment in this Medium Urban area. WRTA restructured its mainline fixed route service between Brittan Square and Webster Square, the primary bus corridor in the WRTA service area. WRTA is also expanding late night fixed route bus service on ten routes to accommodate second-and third-shift employees. WRTA implemented changes to its fixed route in October 1999, when it added two rehabilitated buses to its fixed-route fleet. In the first full quarter of operation of expanded services, WRTA attracted 46,290 riders.

WRTA routes serve much of the Worcester area's low-income population. Fifty-seven percent of the bus stops are within one-quarter mile of welfare residences. Twenty-five percent of the families in late night service areas have incomes below 150 percent of the poverty level.

WRTA's late night bus services reach 30 employers, with a total of 4,763 second-and third-shift jobs. Late-night employment opportunities with these companies were identified through surveys conducted as part of WRTA's public outreach effort. The ten late-night routes also connect 24 of 39 area childcare facilities, 26 of 30 literacy/workforce development centers and both General Equivalency Diploma test centers.

**Table 13**  
**WRTA JARC Services**  
**Quarterly Service Hours and Ridership**

	<b>Fixed Route Service Hours</b>	<b>Ridership</b>
Additional Daytime Service	1,536	27,664
Additional Late-Night Service	1,490	9,576
Additional Weekend Service	1,577	9,050
<b>TOTAL</b>	<b>4,603</b>	<b>46,290</b>

Source: 2000 Assessment

#### Chattanooga, Tennessee

Chattanooga Area Regional Transportation Authority (CARTA), which services a Medium Urban area, is using its \$500,000 grant to provide improved job access through fixed route service expansion, demand responsive service for children, and expanded marketing efforts.

Thirteen of CARTA's routes serve neighborhoods where 57 percent of the households have incomes at or below the 150 percent poverty level. Sixty-seven percent of the county's welfare recipients live within a quarter mile of CARTA routes. CARTA's JARC service has reached 1,539 employers, 14,942 entry level jobs, 60 registered child care centers with a total capacity of 1,864 children, and 19 human services and other agencies. All of these sites are located within one-quarter mile of stops on new or expanded routes or routes with extended service hours.

**Table 14**  
**Chattanooga JARC Performance in Vehicle Hours and Ridership**  
**August-December 1999**

Location	Additional Daytime Service (Vehicle Hours)	Additional Late-Night Service (Vehicle Hours)	Additional Weekend Service (Vehicle Hours)	Ridership
Alton Park	902	0	132	10,931
Eastdale	66	0	0	709
Golden Gateway	0	100	0	1,733
North Brainerd	55	0	0	614
<b>Total</b>	<b>1,034</b>	<b>100</b>	<b>132</b>	<b>13,987</b>

Source: 2000 Assessment

To implement its demand response transportation service, CARTA contracted with Special Transit Services to operate 15-passenger vans with monitors to transport children traveling without parents to two daycare facilities. The vans are also available to transport children to before- and after-school daycare. Child passenger trips were made 6,063 times during the calendar quarter, with an average of 12 passengers per vehicle hour.

### **Oshkosh, Wisconsin**

Oshkosh is a Non-Urbanized area with a population of 60,000. Oshkosh Transit System (OTS) and Valley Transit are using a \$211,500 JARC grant to provide a demand-responsive taxi rideshare service, new fixed routes services, and information services.

A taxi rideshare service, begun in August 1999, served 3,844 rides through December 1999, and an additional 9,880 rides between January and April of 2000. OTS also operates a new fixed-route service. The new route links the downtown transit center with the northern edge of the city where county facilities are located. From August to December 1999, this route carried 9,761 passengers, an average of 76 riders per day. From January to April 2000, it carried 11,199 riders, an average of 91 riders per day.

Through the JARC grant, Valley Transit in Appleton, Wisconsin began operation of weekday peak period fixed route service in June 2000. In response to positive customer feedback, the service was expanded to all-day service in January 2001. The new JARC route serves several dozen employers that offer entry-level jobs.

**Table 15**  
**Oshkosh Transit System JARC Vehicle Hours and Ridership**  
**August to December 1999**

<b>Type of Service</b>	<b>Additional Daytime Service (Vehicle Hours)</b>	<b>Additional Late-Night Service (Vehicle Hours)</b>	<b>Additional weekend Service (Vehicle hours)</b>	<b>Ridership</b>
Fixed Route	1,524	0	240	1,761
Demand Response	720	181	130	3,884
<b>Total</b>	<b>2,244</b>	<b>181</b>	<b>370</b>	<b>13,645</b>

Source: 2000 Assessment

### **Alameda-Contra Costa Transit District; Oakland, CA**

In FY 1999, Alameda-Contra Costa Transit (AC Transit) was awarded a \$143,000 JARC grant for its "Bus Line 376." Line 376 is a late evening 8 p.m. to 2 a.m. line specifically designed to link unemployed or low-income workers to local sites where entry-level, evening, graveyard shift, and weekend jobs are available. The bus route enables workers to get to jobs at a UPS facility, two malls, and to jobs in Marin County, which has one of the lowest unemployment rates in California. The route carries approximately 300 riders a month (337 in May 2002). Ridership is higher at the beginning of the service at 8 p.m., and again at major changes in shift times along the route. (University of Illinois Survey)

Once broad community support was established, the North Richmond Municipal Advisory Council and AC Transit Schedules Department worked together to link key community locations with key work sites. Line 376 service was expanded to a 30-minute frequency through the JARC grant. As a result of the more frequent service, ridership increased immediately by 66 percent and as of March 2000, it had doubled. The local match for the JARC-supported services is provided by Alameda Contra Costa Transit. AC Transit computes the cost of the Line 376 route at approximately \$7 per passenger trip. (Source: University of Illinois Survey) In North Richmond, the percentage of CALWORKS recipients working increased from 19.6 percent in January 1998 to 35% in January 2000. The establishment of Line 376 is playing a central role in facilitating the North Richmond community's stunning transition from welfare to work. (APTA Awards)

### **Anne Arundel and Howard Counties, Maryland**

In November 2000, the Arundel Mills Mall opened south of Baltimore. The 1.3 million square foot "megamall" is the largest in Maryland, and is expected to draw over 17 million visitors per year. Over 3,000 jobs were created when the mall opened, with an additional 3,000 expected over the next five years as the mall area is fully developed. Entry-level workers needed transit services to access the mall from various locations and areas, including Baltimore City, Anne Arundel County, Columbia (Howard County), and

Laurel, so Job Access and Reverse Commute grant funds were utilized to implement three new bus routes. The Maryland Transit Administration (MTA), Howard Transit, and Corridor Transportation Corporation (CTC), along with other transportation providers and workforce representatives, began working with Arundel Mills officials long before the mall opened to ensure transit services were in place. These new bus routes, initiated in November 2000, connect both Urban and Suburban communities with Arundel Mills Mall and serve many additional employment sites:

- CTC's Route J service between Glen Burnie and Laurel connects residents of both areas with the mall. This new service also connects with MTA Light Rail and bus services, providing Baltimore City and Annapolis area residents with bus service to Arundel Mills. Through June 2002, over 112,000 passenger trips were provided.
- CTC also implemented new Route K service between the mall and the Odenton/Severn areas, connecting several low-income neighborhoods with job opportunities at the mall. Over 47,600 passenger trips have been provided through June 2002 on this new service.
- Howard Transit initiated new "Red Express" bus service between Columbia and the BWI Airport that services the mall. This service also connects with the MTA Light Rail service, increasing access to jobs at the mall for Baltimore City residents. Through June 2002, 105,808 passenger trips have been provided.

Each of these routes is part of the core CTC or Howard Transit systems, providing connections to various areas within Central Maryland. In addition, as part of Maryland's effort to improve coordination and integration between the State's providers, the MTA, CTC, and Howard Transit agreed to honor each system's day pass so customers can easily transfer at the mall. These projects are indicative of Maryland's Job Access and Reverse Commute Program, with required matching funds from various sources. For these services, the MTA, Arundel Mills Mall, Anne Arundel Economic Development Corporation, and the Anne Arundel County Department of Social Services have provided matching funds.

### **Red Rose Transit Authority, Lancaster, PA**

Lancaster's Access to Jobs program, supported by a \$121,000 JARC grant, provides late night and weekend paratransit service to people who live and work along a bus route, but for whom no bus service is available at the time they need to travel. Red Rose Transit Authority (RRTA) reaches out to the County Office of Assistance and to job training agencies to identify people entering the work force who are having transportation difficulties. In addition, RRTA works closely with area businesses that have trouble hiring second and third shift workers so that they can refer prospective workers to the program. Between July 1, 2000 and February 28, 2001, RRTA provided 15,902 one-way trips to people through the JARC program. As of January 15, 2001, 35.6 percent were transported to light industrial jobs, 22.6 percent were in health care, 17.3 percent were in cleaning, 14.4 percent were in food service, and 8.7 percent were in hotel work. (APTA Awards)

### **Wheels to Access Vocation and Education, Sanford, Maine**

In 1997, a chronic shortage of workers plunged many businesses in Southern Maine's York County into a staffing crisis that threatened their financial stability. Despite a high demand for their goods and services, some companies eliminated shifts or closed early, while others resorted to paying workers overtime to work longer days. Working through local Chambers of Commerce, the business community joined together with the county's anti-poverty agency and economic development groups to investigate the key barriers to filling jobs with area workers. A JARC grant of \$150,000 in 1999, matched with state and local money, has helped launch the Wheels to Access Vocation and Education (WAVE) Program, an innovative transportation service that provides rides for TANF participants and other low-income residents to jobs, childcare and employment training sites in York County. The program is tailored to the particular situations of low-income residents in York County, where many people do not own reliable vehicles or have access to public transportation. The WAVE van service maintains flexibility in its operations while also adhering to some consistent routes and schedules. To maximize its effectiveness, the WAVE integrates existing transit bus and trolley services into its routes.

Since WAVE began operation in 1999, four 15-passenger vans have made over 42,000 trips for area workers. It currently provides services to 25 different job sites. The vans regularly provide more than 2,000 rides per month, up from the 45 rides it carried out in its first two weeks of service. The service has quickly become important to low-income residents. The vans are critical in getting people to jobs for first, second and third shifts in the expanding corridor of industrial parks between Wells and Sanford, along Maine's southern coast.

The impact of the WAVE Program is evident in the profiles of riders: A young mother who rides the WAVE six days a week now can get her children to daycare and hold down a job. Previously, she paid \$40 per day for taxi rides to work. With her steady income and the WAVE's low fares she has ended her reliance on state aid and food stamps. As another example, two men, both living temporarily in the York County Shelter, are now able to get to well-paying jobs because of the WAVE, thus allowing them to save money toward rent and living expenses when they move out on their own. (APTA Awards)

### **The Bee-line System, Westchester, New York**

The Westchester Department of Transportation was awarded a \$2 million JARC grant in January 2001 to operate a fixed route service between Getty Square, Yonkers City and Stew Leonard Drive until March 2007. The bus route serves passengers going to three employers – Home Depot, Costco, and Stew Leonard's store – located in close proximity to each other.

The respondents to the University of Illinois at Chicago survey of Bee-line passengers were equally split between men (47%) and women (53%) with a majority of them younger than 30 years of age (53% under 30). The riders were predominantly transit dependent, as evidenced by the fact that 92 percent of the respondents did not own a car and 68 percent did not possess a driver's license. Over 90 percent of those who responded indicated that they held a high school degree or better. Only 14 percent of the respondents indicated that they had received any form of public aid in the last 5 years. These figures present a picture of a typical JARC transportation user in Westchester who is poor, young, possessing basic education, and transit dependent.

The majority of the respondents indicated that they came to know about the JARC service through their friends (41%), and this service was perceived as very important by 92 percent of the respondents. Over 70 percent of the respondents indicated that they could not get to their destination without the JARC service. While only 15 percent of the respondents indicated that they used the bus or train before to reach the same destination, a significant portion of those who responded indicated that they did not go the same destination before the service was available.

This service plays a very important role in helping people get to work: 81 percent of the respondents used the service to go to work and most of the respondents had been with the same employer for less than 2 years. However, at the same time, almost 35 percent of those respondents indicated that they earned more than \$9 per hour. (University of Illinois Survey)

### **Neighborhood Transportation Service (NTS), Cedar Rapids, Iowa**

With a population of 121,000, Cedar Rapids is the second largest city in Iowa. The recipient of the JARC grant is Five Seasons Transportation and Parking, Cedar Rapids, and the local match for this grant is provided by the city of Cedar Rapids and Five Seasons Transportation and Parking. NTS is a sub-recipient of the JARC grant and provides door-to-door transportation to and from work, school, and life-skills class at night and on weekends in Cedar Rapids, Marion, and Hiawatha between the hours of 4 p.m. and 2 a.m. on weekdays, with extended service hours on weekends. It operates six buses, each with a capacity of 20 and all equipped with wheel chair lifts.

NTS charges its passengers a fee of \$3 per trip, unless the JARC-qualified individual has been referred to NTS by a social service agency, in which case the service is free of charge. The program began with seed money from HUD and United Way. Annual operating expenses for the NTS service are currently at \$350. NTS receives approximately \$60,000 per year from JARC to compensate for the free rides allowed for JARC users.

The survey respondents were equally split between men and women, with three-fourths of the respondents older than 30 years of age. Over 90 percent of the respondents had at least a high school degree. Most did not drive 82 percent did not own a car and 61 percent did not have a valid driver's license. The survey also indicated that an overwhelming majority of the respondents were frequent users of the NTS service.

A little more than two-thirds of the respondents indicated that they would not be able to access their current destination without the JARC service and 95 percent of the respondents indicated that the service was “very important” to them.

All of the respondents had a job, with 95 percent of them working full-time. A majority of them started the trip at work (57%) with another 22 percent starting the trip at home. This indicates that the service caters mainly to the trip from work to home. The majority of the respondents (60%) had worked with their current employer for less than a year, with only 14 percent indicating that they had the same job for more than two years. More than one-third (36%) of the respondents did not work prior to their current job.

The evening and late night service provided by the NTS fulfills a very important need in the lives of people who are trying to enter the labor force. This service not only caters to the home to work commute, but it also provides service to drug rehabilitation centers that play a crucial role in job retention for some clients. (University of Illinois Survey)

### **PacifiCAB Company of Hillsboro Oregon**

Tri-County Metropolitan Transportation District of Oregon (Tri-Met) is the recipient of a JARC grant, and has contracted with Rides Connection to provide transportation services in west suburban Portland, Oregon, and the adjacent rural area. Rides Connection, in turn, has arranged for PacifiCAB to carry JARC passengers principally between home and work, or to public transportation, mainly the Portland-area light rail system. The annual JARC allocation to Rides Connection is approximately \$240,000 for direct transportation services. Matching funds are provided by Tri-Met (the Portland-area public transportation provider), the City of Portland and the Multnomah County Department of Adult and Family Services.

The PacifiCAB JARC-supported service is available to those individuals who meet the low-income criteria screened by Rides Connection. All of the riders complete an eligibility survey and are individually registered as eligible riders. Rides are scheduled a day in advance and PacifiCAB prepares trip itineraries so that when the driver reports to work the destinations are known. Service typically begins at 4 a.m., but is available whenever it is needed. Non-JARC users are scheduled as time permits. In the course of the day, the driver may carry JARC passengers, riders sponsored by human-services organizations, or regular fare-paying clients/customers.

Rides Connection has contracted with PacifiCAB for a rate of \$2.75 per rider plus \$1.65 per mile. The cost to the user is \$.50 per ride. While the cost per ride is moderately high, the JARC program is charged per ride, and there are no costs in the midday when there are no users.

Most of the riders who responded to the University of Illinois survey were male (66 percent) and 75 percent had completed at least some college. Most were over 30 years of age and few had a driver’s license or a car. Nearly all used it as part of a work trip 95 percent of the trips were from home and 83 percent were to work.



Almost 90 percent were employed either full or part time. Consequently, the vast majority were regular riders, with 85 percent using the service at least ten times a month.

Riders clearly valued the service, with 95 percent ranking it as "very important." Although 30 percent previously drove to their destination, 80 percent indicated that they could not now reach their destination without the service. (Source: University of Illinois Survey)

### **Christians Helping Arrange New Growth Enterprises (Change, Inc.) in Follansbee and Weirton West Virginia**

Change Inc. is one of the first community-action organizations to operate with JARC funding. During FY 2001 Change INC. received a JARC grant for \$114,000. Change, Inc. provides a wide range of services primarily in a two-county area in the most northern panhandle section of West Virginia that includes the Steubenville-Weirton Metropolitan area. The entire service area includes half a dozen communities in West Virginia, as well as downtown Steubenville, Ohio and the Robinson Town Mall in west suburban Pittsburgh, Pennsylvania.

The FY 2001 JARC application indicates that the number of high-paying industrial jobs declined in the two-county West Virginia portion from 20,700 jobs in 1980 to 13,200 jobs in 1995, a decline of 7,500 jobs. This 36 percent drop in high-paying manufacturing jobs was slightly offset by an increase of 2,700 low-paying industrial jobs. The greatest employment gains have been at the Mountaineer Track, a casino, racetrack and entertainment center featuring renowned performers. The complex is approximately 15 miles north of Weirton in a somewhat remote part of Hancock County, which makes public transportation service connecting the Mountaineer complex with a host of communities along the Ohio River important for potential employees as well as the employer. Similarly, a major training facility, the John D Rockefeller IV Vocational and Technical Center, is located in isolated site over ten miles north of Weirton.

Change, Inc. operates seven vehicles, two of which are used on the fixed route service. Both of these routes have off-peak periods, during which they are converted to demand responsive service. For example, the local service has a gap from approximately 4 p.m. to 9 p.m. when it is demand responsive. In this way, the operation has the flexibility to meet local needs. The two lines carry approximately 50 passengers per day and 14,000 passengers annually.

A majority of the University of Illinois survey respondents were regular users, with 60 percent riding more than ten times a month. About two-thirds (65%) of those surveyed indicated that they could not reach their destination without the service, 85 percent rated the service "very important" and the remaining 15 percent rated it as "important."

Many of the respondents used this service for work; 80 percent listed work as either the trip origin or the destination. Although 85 percent indicated that they worked either part time or full time, half earned less than \$7 an hour and the other half earned less than \$9 an hour.

Since 60 percent have been working at their current work site for less than six months, it appears that the service is providing the opportunity to reach a work site that previously was not accessible. (University of Illinois Survey)

### **Island Transit of Galveston Texas**

Located approximately an hour drive southwest of Houston, Galveston is on an island in the Gulf of Mexico. It is an elongated community with numerous bus routes. In its third year, the JARC program supports several late night fixed routes with an annual grant of \$300,000 and local match provided by the city of Galveston.

The primary service area stretches approximately seven miles and has two large traffic generators at each end. At the east end is the University of Texas Medical Branch and at the west end is the Moody Gardens recreation complex. Both of these areas are sources of entry-level jobs.

The JARC-funded service begins at 8:30 p.m. and runs until approximately 11:30 p.m. The bus network focuses on a central terminal, where the evening buses congregate and allow transfers. This terminal is also a station on the daytime light rail line. The two routes together carry nearly 14,000 rides annually after 7 p.m. The base fare for the users is \$.60 for adults and \$.30 for seniors, students and children. Monthly passes are available for \$24 for adults, and for \$12 for seniors and students.

Half of the surveyed riders were female, and approximately half had received public aid in the last five years. Roughly a quarter were over 40 years of age and a quarter were 20 or less. While 56 percent of the riders had a driver's license and 22 percent had cars, over 70 percent earned less than \$7 per hour, making the operating cost of using a car prohibitive. Most of the riders found out about the service from friends (52%) and were regular users, with 84 percent using it at least ten times a month. Not surprisingly, 75 percent of those surveyed rated the service "very important" and another 21 percent rated it "important." (University of Illinois Survey)

### **SEED Transportation, Hennepin County, Minnesota**

SEED Transportation offers van services for access to jobs in the greater Minneapolis area, which are tightly coordinated with family services organization and employment and training centers. The SEED Transportation van service, operated by the New Unity Center of the Pillsbury United Neighborhood Services, currently receives \$750,000 of JARC funds. The van service has been operating for about five years. Although riders were not initially required to pay a fare, currently, there is a fare of \$3 per trip.

The Hennepin County welfare-to-work transportation program has a budget of one million dollars annually, with \$500,000 from JARC and the local match from the Minnesota Family Investment Plan (MFIP). Hennepin County funds five transportation projects with JARC funds. The first is a van service operated by SEED Transportation for New Unity center of Pillsbury United Neighborhood Services, Inc., an employment, training and family services provider.

The second is a van service serving the Summit Academy, a non-profit private educational institution. The third is for transportation services offered by RISE, a placement organization and another provider of MFIP services. The fourth use of JARC funding in Hennepin County is for a computerized information system linking transportation and child-care services using Geographic Information Systems (GIS) mapping. Additionally, JARC funding in Hennepin County is used for a reverse commute bus going from South Minneapolis to jobs in the City of Eden Prairie, southwest of Minneapolis. The local match source in all cases is the MFIP.

The University of Illinois survey was conducted on a route that originated in Sieyza, a fast food packaging company. Sieyza hires temporary labor to work in its northern Minneapolis plant. Most riders of this van were members of the rapidly increasing Somali community in Minneapolis, part of an increasing group of immigrants to Minneapolis.

The 2000 Census shows that the city's "Other" race/ethnicity population increased by 323 percent, whereas the white population declined by 13.3 percent and the Black/African American population increased by 43.5 percent. Therefore, most of the van riders surveyed did not speak English.

Most of the respondents were young females (35 years and younger) and all had at least some high school education. A large number of respondents (75%) did not have a driver's license and none of the respondents owned a vehicle. About 67 percent of the respondents had received some form of public assistance in the last five years.

The vast majority (75%) used the service frequently, more than ten times per month. About 67 percent of the respondents indicated that the service was "very important" to them and the remaining respondents indicated that it was important to them. All respondents indicated that without this van service they had no other way of getting to their destination.

Before the service began, almost 46 percent of the respondents used public transportation to access the destination to which they were traveling. Another 33 percent indicated that they used a taxi or car-pooled. In doing so, however, almost 80 percent incurred travel times of more than an hour. In contrast, the JARC-funded van service took none of the respondents more than half-an-hour to travel to the same destination. This represents a significant travel time savings, which can be particularly helpful on late-night return home trips.

All riders surveyed were employed, with most (67%) employed full-time. However, only 14 percent of the riders had their current job for more than a year, and the vast majority had the job for less than a year, with 43 percent of the respondents in the same job for less than 6 months. About 85 percent of the respondents worked before, but earned less than what they earned currently. (University of Illinois Survey).

## **City of Loveland Transit, Colorado – COLT**

The City of Loveland received JARC support to operate one route of a two-route transit system. JARC support has allowed the system to establish itself as an important facet of life in Loveland. With a JARC grant of \$103,000 plus the local match, the total cost of this service is approximately \$200,000 annually. Dividing this figure by the nearly 30,000 passengers that ride the JARC-supported route produced an average cost-per-ride of approximately \$7. This is consistent with the cost of new service in a low-density setting.

Service begins at 6:38 a.m. on the two Loveland routes at the downtown transfer center, where they meet the first Fox Trot bus operated by Transfort (Fort Collins) on its run from the South Transit Center in Fort Collins. All three lines complete their route in one hour and all three buses arrive at 38 minutes after the hour at the transfer center until the service ends at 6:38 p.m.

In May 2002, the two fixed routes carried 6,150 passengers annually, of whom 39 percent rode the JARC-supported “Tango” route. The 2,400 Tango ridership level was a 66 percent increase over the 1,400 riders two years earlier (May 2000). It is common for ridership to grow in the first several years of operation, but this represents an unusually high growth rate.

The fare structure encourages ridership. The base fare of \$1.00 and \$0.50 for students and seniors, coupled with an annual low-income pass available for \$100, means that cost is not a significant barrier to most riders. Low-income riders may also purchase a 20-ride pass for ten dollars.

The respondents overwhelmingly indicated that the service was either “very important” (72 percent) or “important” (21 percent). Previously, 60 percent either rode in a car or walked to their destination, but the bus is currently the preferred mode. Half of the riders were either part or full-time employees, split almost equally, and another quarter were looking for work. Just over half had worked less than six months and, just under a half of the riders were either going to work or coming home from work.

With a two-route system, JARC supports half of the fixed-route service in Loveland Colorado. The operation is well run, and transfers to the other Loveland bus and the Fort Collins bus are coordinated through radio communications. Transfers are used frequently, and the service to Fort Collins opens up possibilities not available in Loveland. In this context, the question of how many jobs are served by Tango (JARC supported) within its service area does not provide a true picture of all the jobs available to JARC riders. The ability to reach Fort Collins, a University town (Colorado State), more than doubles the accessible job base.

## **7.2 Partnerships**

### **Abilene, Texas**

The Abilene JARC project was developed around employers' needs for late-night transportation for entry-level workers.

#### *Planning*

The JARC planning process in Abilene began with a series of meetings held during the spring and summer of 1997. These meetings were organized by an employer organization, the Abilene Restaurant Association. Many members of this association hire entry-level workers for second- and third-shift nighttime work. The meetings brought together employers and their representatives including the West Central Texas Workforce Development Board, representatives of low-income populations, the Texas DHS, and local transportation providers.

A Transportation Workgroup was formed to address the needs of low-income populations. The Workgroup included employers and employer organizations, transportation providers, and representatives of targeted populations. The Workgroup identified existing transportation resources, surveyed TANF recipients and other low-income individuals to identify transportation needs, and determined what resources were necessary to fill transportation gaps.

The Workgroup found that significant gaps in service existed between 6:15 p.m. and 2 a.m., when large numbers of people with low incomes were unable to reach potential employment opportunities at restaurants and fast food establishments. The Workgroup prepared a Regional JARC plan and a proposal for FTA JARC funds.

Additional partners have joined the planning effort since the formation of the Transportation Workgroup. The Abilene Housing Authority, representing targeted populations, has collaborated with CityLink, a transportation provider, to identify JARC strategies.

#### *Finance*

The diversity of project participants is reflected in the roster of organizations providing funds for Abilene's project. The \$200,000 JARC project is funded with \$100,000 in FTA JARC funds and matching funds from United Way of Abilene, the West Central Texas Council of Governments (WCTCOG), the City of Abilene, the Texas DHS, The West Central Texas Workforce Development Board (WCTWDB), and the Abilene Restaurant Associations. FTA awarded the JARC grant on November 29, 1999.

In addition, partnership between the WCTCOG and CityLink was successful in obtaining funds from the Texas DOL. Those funds are being used to purchase bus passes. The WCTWDB has also committed to the use of TANF funds to purchase transportation vouchers for nighttime transportation services.

## *Operations*

Operating partnerships were formed in advance of the JARC grant. In 1997, after an initial series of meetings, project partners initiated a number of Job Access activities. A daycare center extended its hours to 12 midnight to better serve late-night workers. Employer organizations, employment services, and human service agencies representing low-income populations collaborated to organize job fairs. These fairs included information on the public transit system provided by CityLink.

The FTA Job Access grant supports extension of CityLink demand-responsive service into the evening. A wide variety of partners (DHS, the Housing Authority, Career Stop, WCTCOG, and other organizations) assist clients with scheduling trips and purchasing tickets. The Abilene Restaurant Association has committed to hiring people with low income if reliable transportation to work can be provided.

## Connecticut

The JARC program proposed by the State of Connecticut demonstrates effective partnership activities at three different levels of government: state, regional, and local. At each of these levels, partners representing targeted populations, employers, and transportation providers collaborated on planning, funding, and operation. The Connecticut program also demonstrates the effective use of a top-down project approach with the state taking the initiative in program development. This section describes the state and regional coordination efforts generally and uses the North Central Region of Connecticut as a case study for inter-regional and local partnerships.

## *Planning*

At the state level, the Connecticut Office of Policy and Management organized a collaborative planning effort that included statewide entities involved in social services (Connecticut Department of Social Services [DSS]), employment (Connecticut DOL), and transportation (Connecticut DOT). This effort helped many of the non-transportation agencies to understand the importance of their participation in project planning and funding. The decision to submit a consolidated statewide application was met with general consensus by participating organizations at both state and local levels.

Regional government agencies also collaborated during the planning process to coordinate planning of JARC services. These efforts ensured that the proposed program would utilize the most appropriate transportation providers to link labor markets that extended across regional boundaries. When FTA announced the JARC program the state decided to reinforce the regional structure and the existing partnerships that had been established within the state's five human service regions.

While the state received and distributed FTA funds, it delegated authority for project planning and implementation to regional partners.

Job Access planning activities began in 1997, when the region was selected for a Connecticut welfare to work pilot project.

The Capital Region Council of Governments (CRCOG) served as a nexus for the JARC planning process. The Capital Regional Job Access Task Force, which meets monthly, includes representatives of all major transportation providers, social service agencies, and job development agencies in the region. Transportation providers on the task force include Connecticut DOT, Connecticut Transit, the Greater Hartford Rideshare Corporation (a vanpool company), and the Greater Hartford Transit District, which provides paratransit service. Employers were represented through job development agencies, including Connecticut DOL, the Connecticut Business and Industry Association, the Capitol Region Growth Council, the Capitol Region Workforce Development Board, and the Community Renewal Team, a job training and placement company. Targeted low-income populations were represented by Social Service organizations such as Connecticut DSS, Hartford DHS, and the greater Hartford Legal Assistance Center.

The Task Force solicited direct input from welfare recipients and low-income individuals through two surveys. One was a survey of all new TANF clients and the other was a survey of former clients who had recently found jobs. These two surveys provided important information that was incorporated into the regional JARC plan developed by the Task Force.

### *Finance*

The early involvement of many state agencies has ensured a strong commitment of matching funds and has strengthened the potential for long-term funding. The statewide collaboration introduced JARC concepts into a State of Connecticut application for a new Federal DSS grant program.

The partners, representing the five regions, agreed that a share of the overall funding should be set aside as a discretionary fund to support inter-regional services and to address equity issues statewide. Approximately 20 percent of the total funding was reserved for these uses.

The coordination among regional partners limited regional competition for state funds. In the North Central Region, a \$950,000 grant from the Connecticut Division of Social Services will more than match FTA JARC funds of \$533,000. In addition substantial in-kind services complemented state and federal funds. These in-kind services, provided through the CRCOG and the member agencies of the JARC Task Force, include identification of potential clients' transportation brokerage services, and job training, development, and placement services.

### **Operations**

JARC funds will be used to support service expansion and marketing/information efforts. Existing transportation providers will provide services, and the CRCOG will act as a transportation brokers, matching JARC clients with the most efficient and cost-effective transportation services.

Different transportation providers will be utilized for different needs: one will provide vanpool services, one will provide demand-responsive services, and one will provide fixed-route bus service.

Ridershare, one of the project partners, will conduct a campaign to increase employer-based programs. Rideshare staff will meet with employers to make them aware of the JARC program and to assess the potential for meeting their employment needs through the program. A second phase will involve broad-based marketing and telemarketing campaigns directed at employers throughout the region.

### *Appendices*

#### *A: Description of University of Illinois Study*

Researchers at the University of Illinois at Chicago studied the effects of the JARC program on JARC service users. They surveyed riders in May and June 2002, as a part of site visits to 23 JARC project locations (Table 17). At least one representative site was selected from each of the ten FTA regions. Further, the population (size) of the area, the grant amount received by the provider, and the type of service offered (fixed route and demand response) were also considered in site selection. For the purposes of this study paratransit and vanpool services were considered demand response services. Recognizing that more responses would be obtained from users of fixed routes with higher ridership levels, the researchers visited almost as many demand responsive services, even though the majority of JARC funds are applied to fixed routes. Each site visit yielded data from service providers and program managers, as well as data from a survey of passengers. The passenger data collection effort yielded 534 usable surveys.



**Table 16**  
**Sites Visited by University of Illinois at Chicago**

Site Number	FTA Region	Service Provider	Type of service*	Type of Area**
1	1	Brockton Area Transit, MA	FR	Medium Urban
2	2	Westchester DOT, NY	FR	Medium Urban
3	2	Monmouth County, NJ Transit, NJ	FR	Non-Urbanized
4	3	Weirton, Change Inc., WV	DR	Non-Urbanized
5	3	Howard County Transit, MD	FR	Non-Urbanized
6	4	Spartanburg, SC	DR	Non-Urbanized
7	5	Chicago Transit Authority, IL	FR	Major Urban
8	5	Bloomington YWCA, IL	DR	Medium Urban
9	5	Seed Transportation, Hennepin Co., MN	DR	Major Urban
10	5	La Crosse Transit, La Crosse, WI	FR	Medium Urban
11	5	MTA, Minneapolis, MN	FR	Major Urban
12	6	Jefferson Parish, LA	FR	Major Urban
13	6	Galveston, TX	FR	Medium Urban
14	7	Five Seasons Transit, Cedar Rapids, IA	DR	Medium Urban
15	8	Transfort, Fort Collins, CO***	FR	Medium Urban
16	8	Loveland, CO	FR	Non-Urbanized
17	9	Santa Rosa Transit, CA	FR	Medium Urban
18	9	Outreach, San Jose, CA	DR	Major Urban
19	9	Alameda Contra Transit, CA	FR	Major Urban
20	10	Pacific Cab, Hillsboro, OR	DR	Non-Urbanized
21	10	Mt Hood Com. College, Portland, OR	DR	Major Urban
22	10	North Seattle Community College, WA	DR	Major Urban
23	10	King County Workforce, Seattle, WA	DR	Major Urban

***B: Next Steps for JARC Program Evaluation and Assessment***

With the assistance of a contractor who is familiar with the JARC program as well as program evaluation techniques, FTA is currently re-examining its strategies for collecting data and evaluating the JARC program in light of the difficulty that JARC grantees have demonstrated in submitting full reports on a timely basis. FTA will consider the reasonableness and the appropriateness of its reporting requirements, the means by which data is collected, and alternative strategies for data collection.

Earlier this year, FTA assembled a group of grantees to discuss evaluation and data collection issues. This group suggested that the frequency for reporting be reduced for all but ridership and cost data. They also suggested that additional measures of program accomplishments be developed to reflect the outcomes of activities such as providing customer information and brokerage systems. Additionally, they concurred that FTA should measure the impact of services on individuals served. User surveys conducted by the University of Illinois at Chicago initiated this effort, the results of which have been incorporated in this report.

\* FR - Fixed Route; DR - Demand Responsive  
 \*\* Based on the size of the city operating the service; not the size of the grantee area population  
 \*\*\* Passengers surveyed by operator; these data not included in this summary

