

COORDINATED HUMAN SERVICES Transportation Plan

Draft - March 2020



EAST-WEST GATEWAY
Council of Governments
Creating Solutions Across Jurisdictional Boundaries

TABLE OF CONTENTS

SECTION 1: Background and Requirements	I
SECTION 2: Regional Demographic Profile	6
SECTION 3: Existing Assets and Services	17
SECTION 4: Plan Development	26
SECTION 5: Identified Gaps	34
SECTION 6: Goals and Strategies	40
SECTION 7: Section 5310 Competitive Selection	43
APPENDIX A: Section 5310 Eligible Activities	45

SECTION I: BACKGROUND AND REQUIREMENTS

East-West Gateway Council of Governments (EWG) recognizes an increasing need to plan for and address the mobility needs of seniors and individuals with disabilities in the St. Louis region. Mobility is an essential quality of life issue, and safe, reliable transportation options that improve mobility have the potential to ensure accessibility, independence, and dignity for all residents. While an extensive network of transportation providers and human service agencies support the regional transportation system, gaps exist due to limited resources and inefficiencies in service delivery. Coordination between service providers can help to address these gaps by applying strategies and resources towards shared goals that can benefit agencies across the region.

The purpose of the Coordinated Human Services Transportation Plan (CHSTP) is to assess needs and identify gaps in human service transportation for seniors and individuals with disabilities in the St. Louis region. The CHSTP will be used to guide the use of funds from the Section 5310 Enhanced Mobility for Seniors and Individuals with Disabilities program, and ultimately, to improve mobility for people of all ages and abilities.

COORDINATED TRANSPORTATION PLANNING

Coordinated transportation occurs when human and social services agencies, transportation providers, local governments, and non-profit organizations communicate and work together to reduce service overlaps and improve the quality and availability of transportation services. Coordination between agencies can take many forms, ranging from sharing information and customer referrals, to pooling resources for major purchases or even consolidation of services. For providers, successful coordination efforts can increase productivity and efficiency, which can mean reduced costs and more customers served. Service coordination benefits seniors and individuals with disabilities as well, by enabling better access to jobs, housing, and health care, and helping them stay connected to their community and social networks.

Despite the benefits, many agencies face challenges or have concerns related to coordinating with other organizations. Coordination efforts may require staff time or resources that agencies cannot afford to commit, or they may feel that it distracts from the larger mission of their individual organization. Funding programs that many agencies rely on for financial support often have their own restrictions regarding service eligibility and trip purpose, which can further complicate opportunities for coordination. For these reasons, the CHSTP seeks to bring together these diverse voices and viewpoints to get a clearer picture of transportation in the region and the needs of the target populations, but also of what can be done to develop supportive policies and initiatives that remove barriers to coordination.



FEDERAL REQUIREMENTS

Per federal law, metropolitan areas that are located in air quality non-attainment and maintenance areas must update their CHSTPs at least every four years. As such, this is the fourth iteration of the St. Louis region's CHSTP since 2008. In addition to fulfilling basic federal requirements, CHSTP updates also maintain current local priorities and allow human service agencies and public transportation providers in the region to access much-needed federal funds.

FTA guidance on what must be included in the CHSTP outlines four essential elements:

1. An assessment of transportation needs for seniors and individuals with disabilities. This assessment includes data collection and analysis of gaps in and barriers to transportation services.
2. An inventory of existing transportation assets and services in the St. Louis region, including but not limited to fixed-route public transit, Americans with Disabilities Act of 1990 (ADA) complementary paratransit, and demand-response services.
3. Strategies, activities, and/or projects that address the identified gaps between existing services and assessed needs, as well as opportunities to achieve greater efficiency in service delivery.
4. Priorities for implementation of the strategies, activities, and/or projects based on resources, time, and feasibility.



PROGRAM HISTORY

Both the CHSTP and Section 5310 program have evolved over the years in response to changing demographic trends, transportation needs, and federal legislation requirements. The Section 5310 program was first established in 1975 as a discretionary capital assistance program and changed to a formula program under the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). Under ISTEA, funds were awarded to non-profit organizations for vehicle acquisition, primarily for transportation of their own clients. After the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy of Users (SAFETEA-LU) was passed in 2005, it created the New Freedom program as well as the CHSTP requirement to access Section 5310 and other Federal Transit Administration (FTA) funding programs. In 2012, the federal transportation bill Moving Ahead for Progress in the 21st Century Act (MAP-21) merged the Section 5310 and New Freedom programs to create the Enhanced Section 5310 program that is in place today. Under the current formula program, funds are apportioned to large urbanized, small urbanized, and rural areas based on the population of seniors and individuals with disabilities, which is drawn from census data.

These programs and requirements were continued under the current transportation legislation, Fixing America's Surface Transportation (FAST) Act, which was passed in 2015. Under the FAST Act, new initiatives have been developed to incentivize coordination and provide resources to support coordinated transportation planning efforts. Since 2018, FTA has launched multiple new funding pilot programs, including Mobility for All, Innovative Coordinated Access and Mobility (ICAM), and Human Services Coordination Research (HSCR), to further support the goals of the Section 5310 program and locally developed CHSTPs. In October 2019, the Coordinating Council on Access and Mobility (CCAM) released its 2019-2022 strategic plan, Mobility for All. The plan coordinates the efforts of 130 federal transportation programs and outlines how CCAM will improve interagency collaboration moving forward.

ENHANCED SECTION 5310 PROGRAM

The purpose of the Section 5310 program is to provide funding to help improve mobility for seniors and individuals with disabilities by removing barriers to transportation and expanding the mobility options available. Federal law requires that at least 55% of the Section 5310 program be spent on capital public transportation projects that are planned, designed, and carried out to meet the specific needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable. These projects are referred to as Section 5310 Traditional projects. The remaining 45% of Section 5310 funds may be used for capital and operating projects that exceed the requirements of the ADA, improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit, or alternatives to public transit that assist seniors and individuals with disabilities with transportation. These projects are referred to as New Freedom Type projects. A list of eligible activities for Section 5310 Traditional and New Freedom Type projects is provided in **Appendix A**.

Pursuant to MAP-21, the governor of each state must designate a public entity to be the recipient of Section 5310 funds. A designated recipient is the agency or agencies that assume responsibility for managing the grant program. The governors of the states of Missouri and Illinois have designated EWG, Bi-State Development, the Missouri Department of Transportation (MoDOT), and the Illinois Department of Transportation (IDOT) as the four co-designated recipients for Section 5310 in the St. Louis, MO-IL Urbanized Area (UZA). The Section 5310 Program Management Plan (PMP) describes regional policies and procedures for administering the program. Although EWG is responsible for developing the PMP, all four co-designated recipients have signed a memorandum of understanding (MOU) agreeing to the terms set forth in the PMP. The first PMP was completed in March 2015 and updated in May 2017.

Geographic Area

Section 5310 funding is apportioned to the St. Louis, MO-IL UZA, which is highlighted in yellow on **Map 1**. To be eligible for Section 5310 program funds, the project must serve or benefit the St. Louis, MO-IL UZA. For projects that do not serve or benefit the St. Louis, MO-IL UZA, agencies can



apply for Section 5310 funds apportioned to the small urbanized and rural areas through MoDOT or IDOT.

While the CHSTP is developed to address transportation issues affecting EWG’s entire eight-county, bi-state planning area, the plan only applies to certain Section 5310 projects. In the Missouri portion of EWG’s planning area – which includes Franklin, Jefferson, St. Charles, and St. Louis counties and St. Louis City – the CHSTP applies to any Section 5310 project, even if that project is in a rural area or an urban cluster. In the Illinois portion of EWG’s planning area – which includes Madison, Monroe, and St. Clair counties – the CHSTP only applies to Section 5310 projects that are within the St. Louis, MO-IL UZA and the small urbanized area of Alton. The CHSTP does *not* apply to the Section 5310 projects in the rural areas or the urban clusters in Illinois, as those are governed by the IDOT Human Service Transportation Plan (HSTP), which includes Madison County in Region 9 and Monroe and St. Clair counties in Region 11. **Table 1** summarizes these roles and responsibilities.

Regional Planning

Projects funded through the Section 5310 program must align with other regional transportation plans as well. *Connected2045-Update* is the St. Louis region’s long-range transportation plan, which includes principles and strategies that are carried out through a variety of short-range transportation plans and programs. The Transportation Improvement Program (TIP) is the short-term implementation element of *Connected2045-Update*. The TIP is the schedule of transportation improvement projects planned by various agencies in the St. Louis region and is updated every year to cover a four-year period. All federally funded projects, including Section 5310, must be consistent with the principles identified in *Connected2045-Update* and included in the annual TIP.

Table 1: Co-Designee Roles and Responsibilities

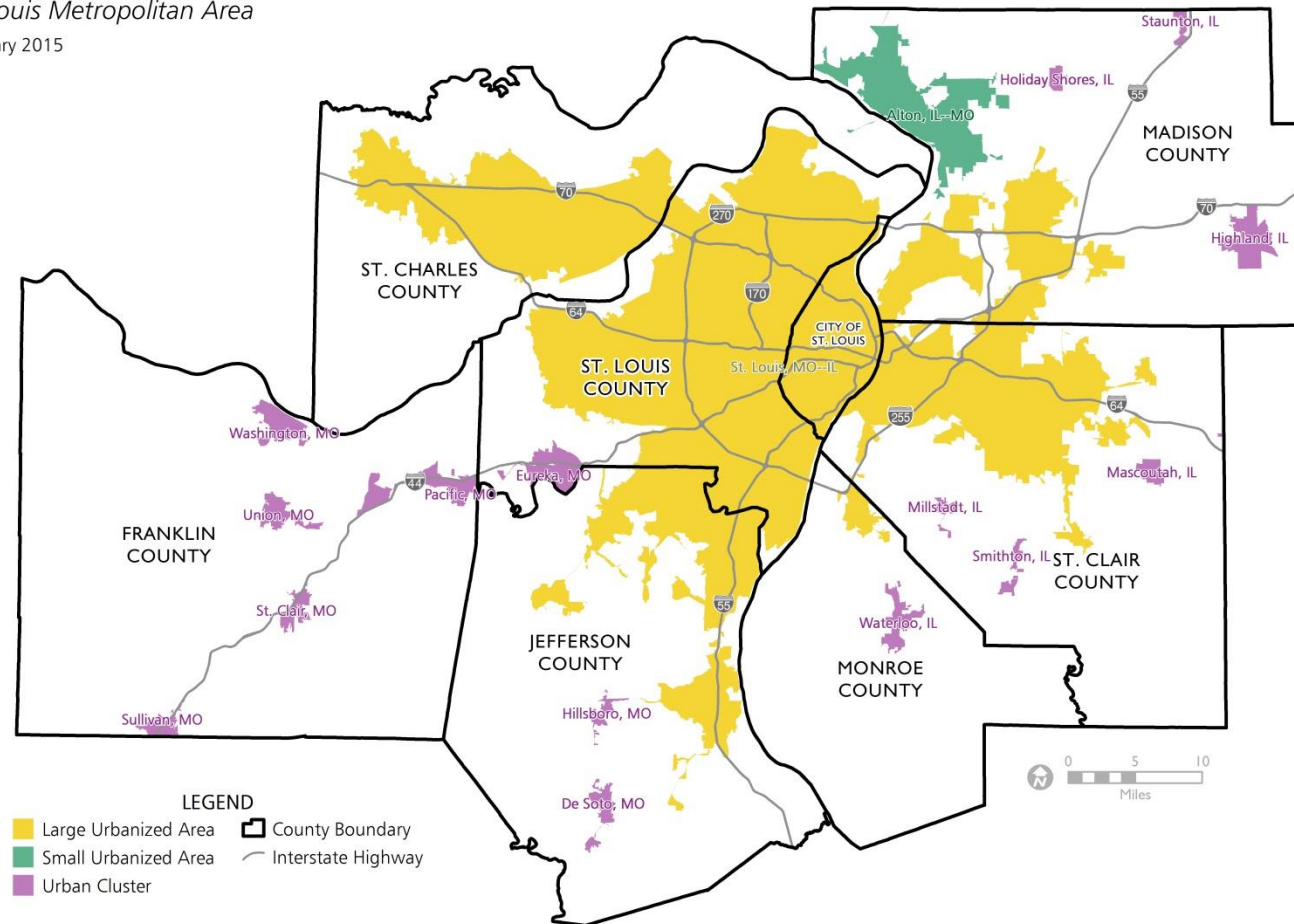
Co-Designee Roles and Responsibilities						
		Coordinated Plan	Section 5310 Traditional		New Freedom Type	
Missouri	Geographic Area	Plan Development	Selection Process	Project Administration	Selection Process	Project Administration
	St. Louis UZA	EWG	EWG	MoDOT	EWG	Bi-State Development
	Rural	EWG	MoDOT	MoDOT	MoDOT	MoDOT
	St. Louis UZA and Small Urbanized Area	EWG	IDOT	IDOT	EWG	Bi-State Development
	Rural	IDOT	IDOT	IDOT	N/A	N/A
Illinois						
	Geographic Area	Plan Development	Selection Process	Project Administration	Selection Process	Project Administration
	St. Louis UZA and Small Urbanized Area	EWG	IDOT	IDOT	EWG	Bi-State Development
	Rural	IDOT	IDOT	IDOT	N/A	N/A

Map 1: 2010 St. Louis, MO-IL Urbanized Area

2010 St Louis, MO-IL Urbanized Area

St. Louis Metropolitan Area

February 2015



Sources: U.S. Census Bureau (2012);
East-West Gateway Council of Governments



SECTION 2: REGIONAL DEMOGRAPHIC PROFILE

Regional demographic and population data is essential to assessing the transportation needs of seniors and individuals with disabilities in the St. Louis region. The following census data provides a baseline by which we can track changes in important metrics. By comparing population levels to poverty rates and proximity to transit, for example, we begin to see more clearly how age and ability impacts individual mobility and how this relates not only to transportation but to broader quality of life issues as well.

POPULATIONS BY COUNTY

The scope of the CHSTP includes the eight-county St. Louis region, comprising Madison, Monroe, and St. Clair counties in Illinois and Franklin, Jefferson, St. Charles, and St. Louis counties and St. Louis City in Missouri. As shown in **Table 2**, there are approximately 2.5 million people living in the St. Louis region. Approximately 15% are seniors age 65 and over and 12% are individuals with disabilities. **Table 3** shows the proportion of seniors and individuals with disabilities relative to each county's total population. St. Louis City, with only 12% of the region's population, has the highest proportion of individuals with disabilities. St. Louis County contains the highest proportion of the region's population, as well as the highest proportion of seniors age 65 and over. While the percentage of individuals with disabilities in the region has held relatively steady since the last plan update, the senior population has grown modestly.

ENVIRONMENTAL JUSTICE

Environmental Justice (EJ) areas are census tracts that have high concentrations of one or more of the following populations: elderly, disabled, persons in poverty, zero-vehicle households, and minorities. These areas are shown on **Map 2** and include north St. Louis City, north St. Louis County, within the I-255 core in St. Clair County, portions of St. Louis County near the I-270 loop, and in rural areas like De Soto in Jefferson County and Alton in Madison County. It is important to note that census tracts are based on population, and as such, less densely populated areas have census tracts that take up a larger geographic area, which may be more visible on the map, but does not represent a larger number of people. **Map 3** shows all EJ areas in the region, relative to public transit.

Table 2: Target Populations by County

County	Total Population	Seniors Age 65 and Over	Individuals with Disabilities
Madison	266,153	42,741	34,383
Monroe	33,739	5,496	3,273
St. Clair	264,433	37,862	33,479
Franklin	102,413	16,325	12,772
Jefferson	222,639	30,227	28,034
St. Charles	385,115	52,938	37,647
St. Louis	999,539	168,620	118,349
St. Louis City	314,867	38,129	48,443
St. Louis Region	2,588,898	392,338	316,380

Source: 5 Year 2017 American Community Survey

Table 3: Proportion of Target Populations by County

County	Total Population	Seniors Age 65 and Over	Individuals with Disabilities
Madison	10.3%	16.1%	12.9%
Monroe	1.3%	16.3%	9.7%
St. Clair	10.2%	14.3%	12.7%
Franklin	4.0%	15.9%	12.5%
Jefferson	8.6%	13.6%	12.6%
St. Charles	14.9%	13.7%	9.8%
St. Louis	38.6%	16.9%	11.8%
St. Louis City	12.2%	12.1%	15.4%
St. Louis Region	100.0%	15.2%	12.2%

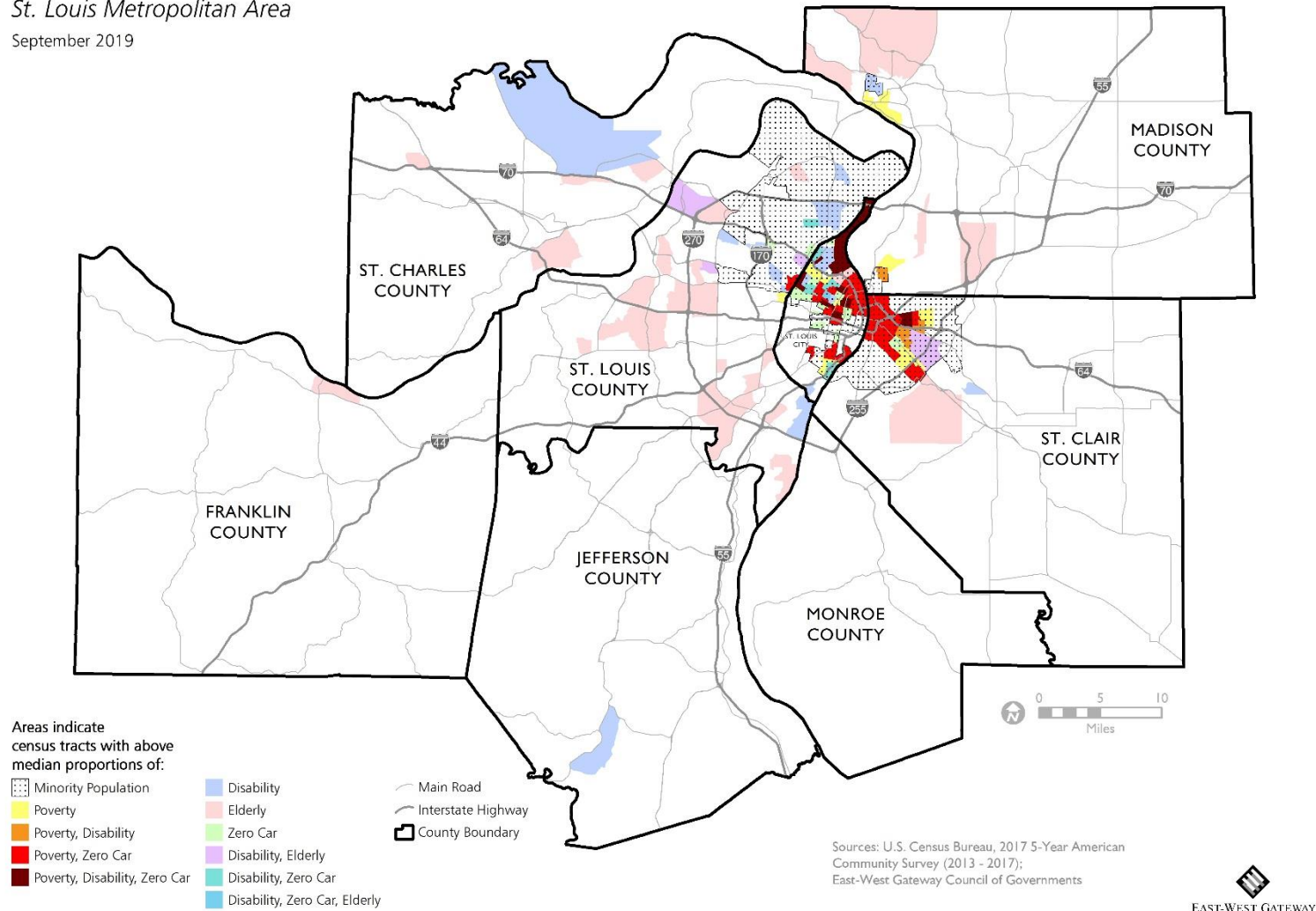
Source: 5 Year 2017 American Community Survey

Map 2: Environmental Justice Population by Census Tract

Environmental Justice Population by Census Tract

St. Louis Metropolitan Area

September 2019

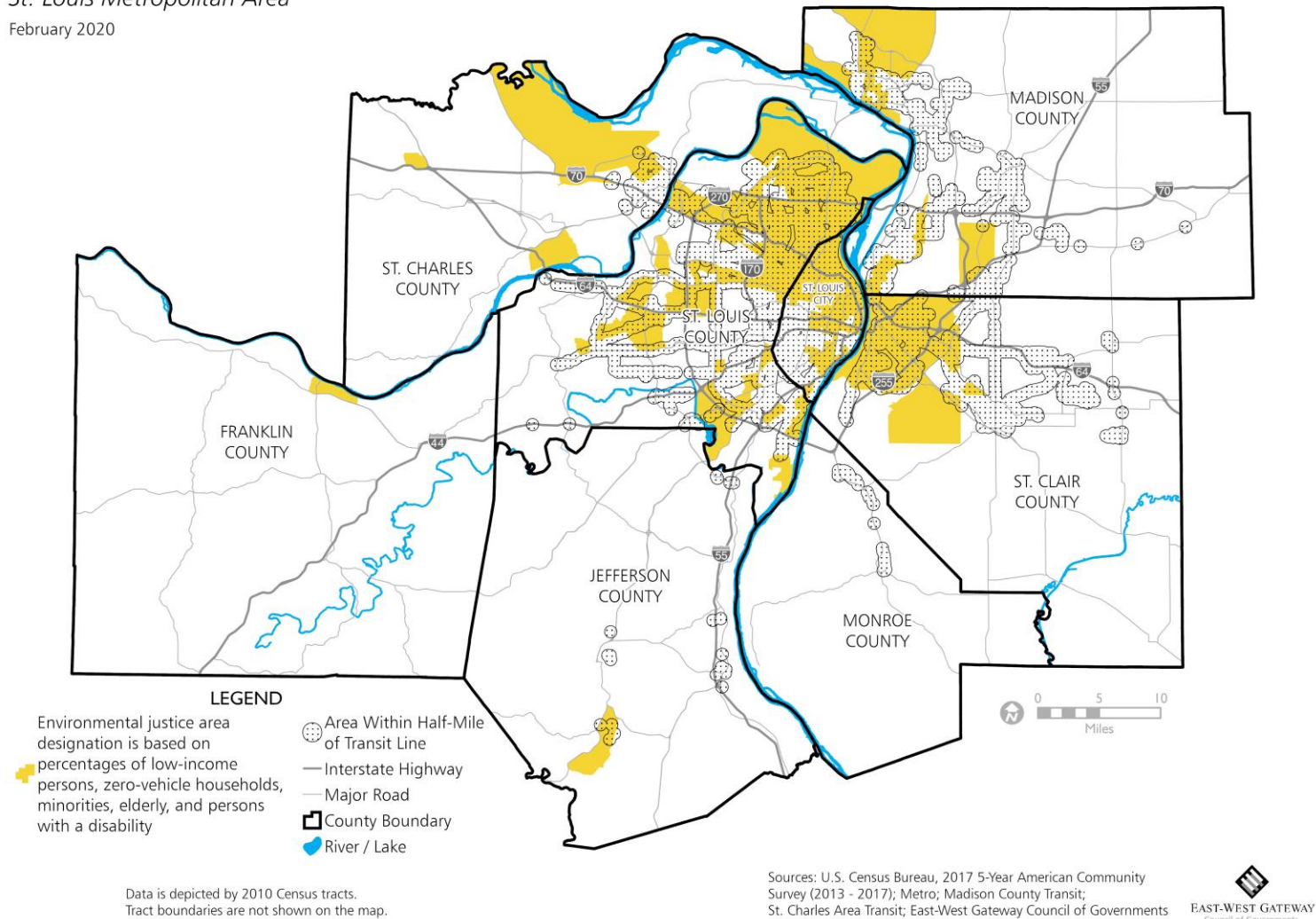


Map 3: Environmental Justice Areas with Half-Mile Transit Buffer

Environmental Justice Areas with Half-Mile Transit Buffer, 2013-2017

St. Louis Metropolitan Area

February 2020



SENIORS AGE 65 AND OVER

People experience many life changes as they age and move into retirement. Older adults who do not have reliable and affordable transportation options are more likely to experience isolation and deteriorating physical and mental health. Transportation for seniors improves their quality of life by providing access to essential resources, keeping them engaged with their community, and helping them maintain their health and independence.

There are 392,338 seniors age 65 and over in the St. Louis region, comprising 15.2% of the total population, up from 13.6% in 2013. St. Louis City has the highest percent of seniors living in poverty, at 16.4%, and St. Charles County has the lowest, at 4.3%. The regional percent of seniors living in poverty has held steady over the four-year period for which data is available, increasing by a mere 0.1%.

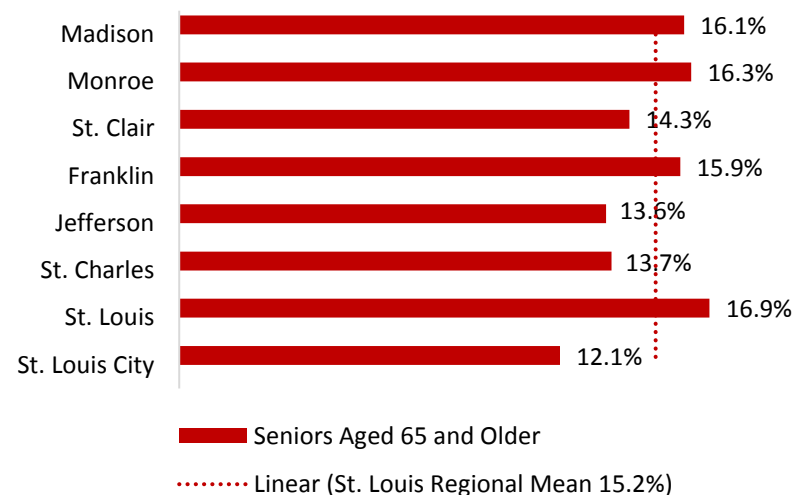
Map 4 displays the percent of seniors age 65 and over within the St. Louis region at the census block group level. The areas shown in dark blue have a larger proportion of seniors age 65 and over, with the greatest being over 40%.

From 2000 to 2010, the most notable change in the regional senior population has been the decline of seniors age 65 and older residing in St. Louis City and within the I-270 loop in St. Louis County, as shown in **Map 5**. The increase of seniors in less dense suburban or rural areas can complicate mobility and accessibility issues. The suburbs and other areas on the region's fringe are typically more auto-dependent, with little to no public transit options. For agencies that do provide transportation service in these areas, it can be challenging to accommodate this growth, as low-density land use patterns and sprawling development lead to increased trip distances, longer travel times, and more revenue miles. Although many seniors express a desire to age in place, doing so while preserving their quality of life in these areas may depend on the continued ability to drive and maintain a vehicle.

Table 4: Percent Seniors in Poverty by County

County	% Seniors in Poverty
Madison	7.0%
Monroe	7.7%
St. Clair	8.6%
Franklin	8.1%
Jefferson	7.1%
St. Charles	4.3%
St. Louis	6.2%
St. Louis City	16.4%
St. Louis Region	7.4%
<i>Source: 5 Year 2017 American Community Survey</i>	

Figure 1: Percent of Seniors Age 65 and Over by County

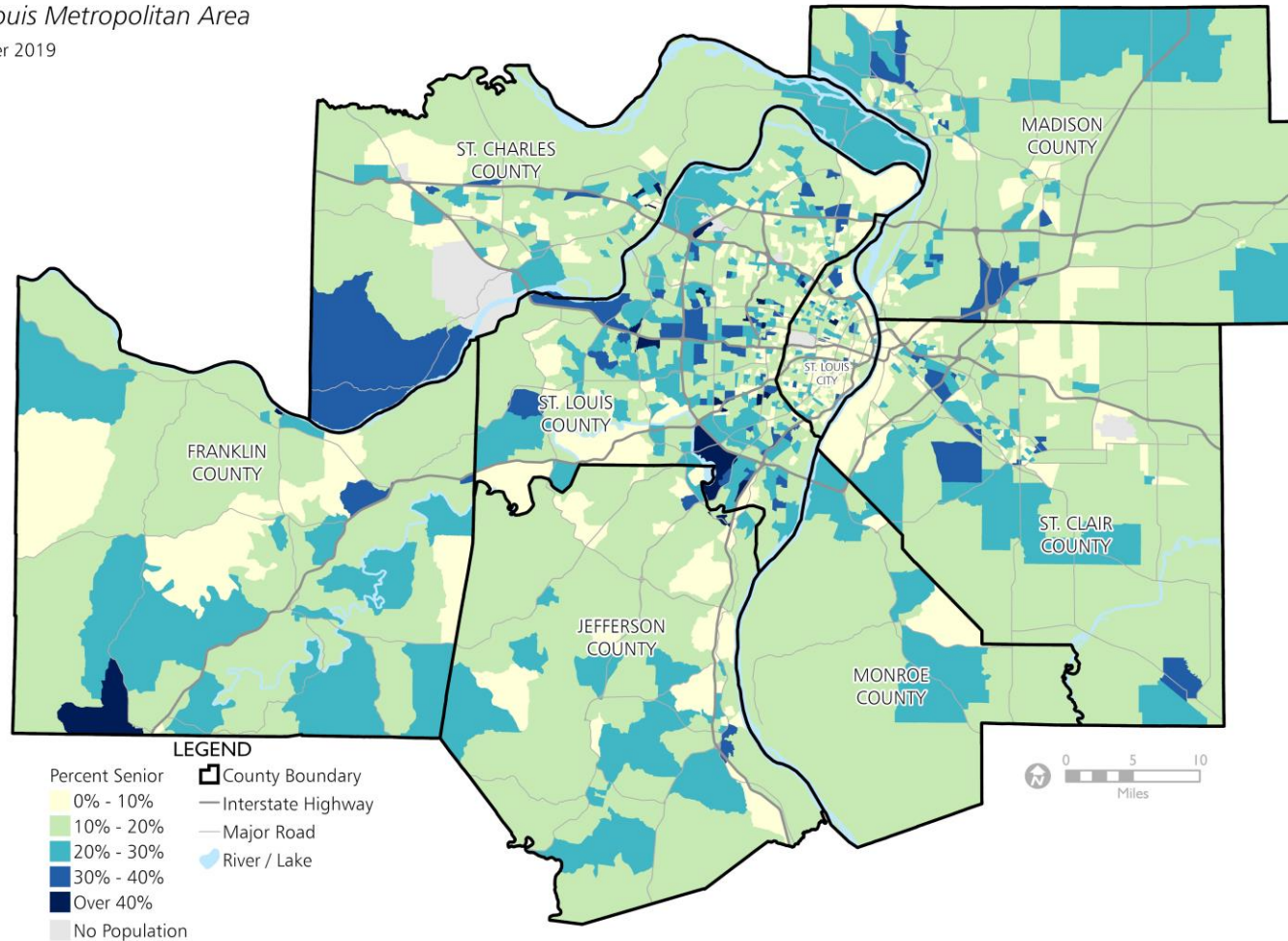


Source: 5 Year 2017 American Community Survey

Percent Senior Population, 2013-2017

St. Louis Metropolitan Area

October 2019



Data is depicted by 2010 Census block groups.
Block group boundaries are not shown on the map.

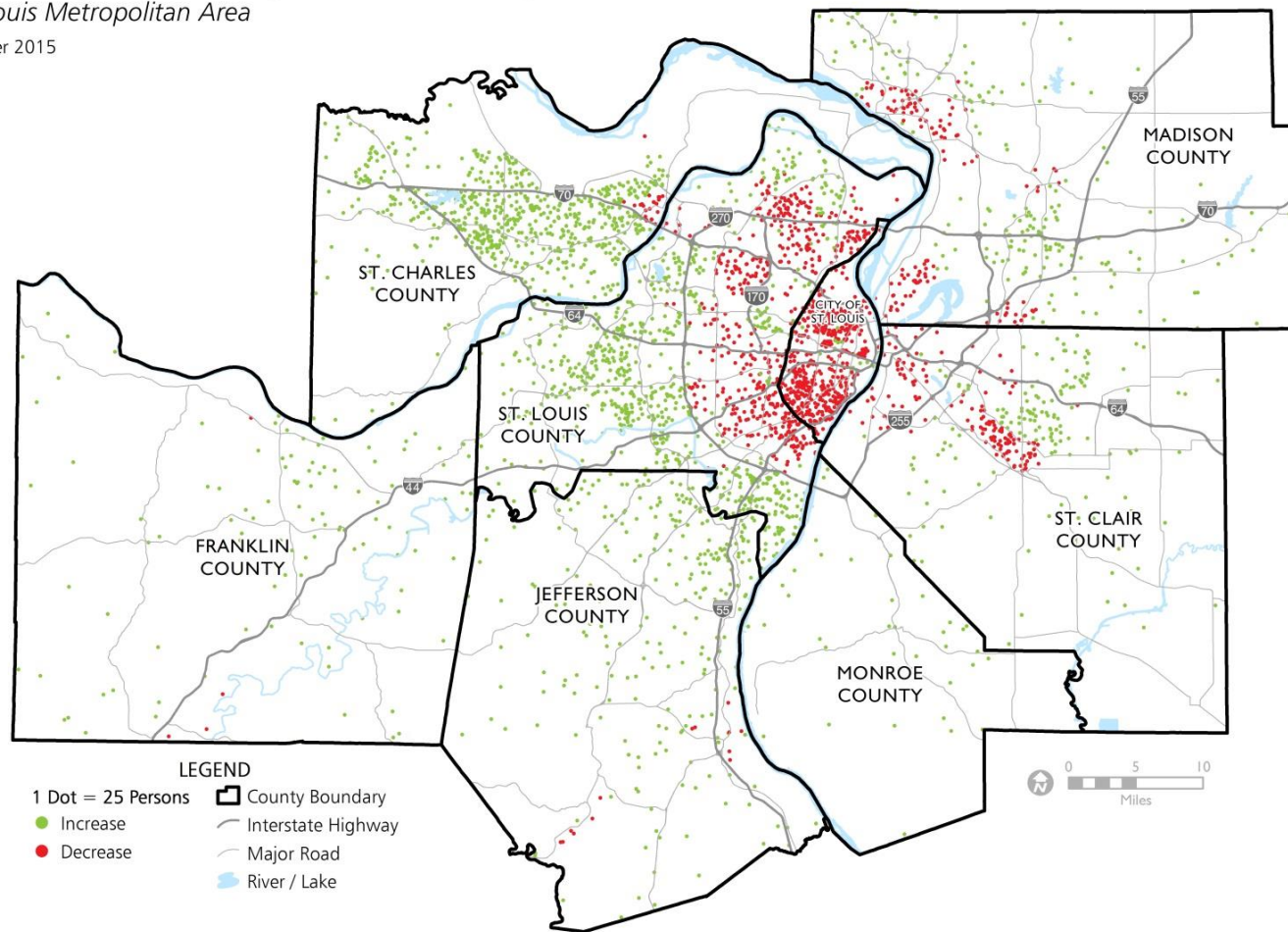
Sources: U.S. Census Bureau, 2017 5-Year American Community Survey (2013 - 2017); East-West Gateway Council of Governments



Change in Population Age 65 and Over, 2000-2010

St. Louis Metropolitan Area

October 2015



This map shows the net change in number of adults 65 years of age and over by 2010 US Census Tracts. Dots are randomly placed within the Census Tracts. Tract boundaries are not shown on the map.

Sources: U.S. Census Bureau (2000, 2010);
East-West Gateway Council of Governments



INDIVIDUALS WITH DISABILITIES

Individuals with disabilities have a wide range of needs and abilities, as a disability can be physical, cognitive, sensory, or temporary. Variation can also occur in the degree to which an individual is disabled. And although many experience mobility challenges in some form, there is no singular way to characterize the transportation needs of this diverse population. By providing individuals with disabilities the resources they need to travel safely, they can live with dignity and independence.

There are 316,380 individuals with disabilities living in the St. Louis region, comprising 12.2% of the total population. St. Louis City has the highest percent of individuals with disabilities living in poverty, at 34.5%, and Monroe County has the lowest, at 9.2%. The regional percent of individuals with disabilities living in poverty has decreased slightly over the four-year period for which data is available, from 20.4% in 2013 to 18.9% in 2017.

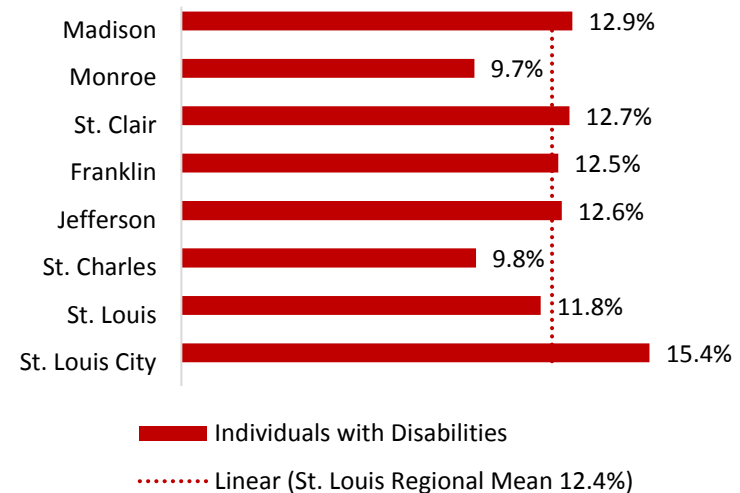
Map 6 displays the percent of the population with a disability in the St. Louis region at the census tract level. The areas shown in dark blue have a larger proportion of individuals with disabilities, with the greatest being over 20%.

Although the region hasn't experienced growth of the disabled population in the same suburban fringe areas that has been seen with the senior population, the concentration of individuals with disabilities in the urban core and lower-income areas brings its own set of challenges. Although these areas tend to be more transit-supportive, lack of infrastructure and safety investments can create uncomfortable or even dangerous conditions for people walking or accessing public transit. Lack of economic investment and incentives can also mean that even relatively dense areas may lack retail and other types of development that residents will then have to travel further to reach. All of these factors and patterns of investment and development impact mobility and quality of life for residents – often more acutely for individuals with disabilities.

Table 5: Percent with Disability in Poverty by County

County	% Disability in Poverty
Madison	19.2%
Monroe	9.2%
St. Clair	19.6%
Franklin	18.2%
Jefferson	17.9%
St. Charles	11.2%
St. Louis	15.2%
St. Louis City	34.6%
St. Louis Region	18.9%
<i>Source: 5 Year 2017 American Community Survey</i>	

Figure 2: Percent of Individuals with a Disability by County

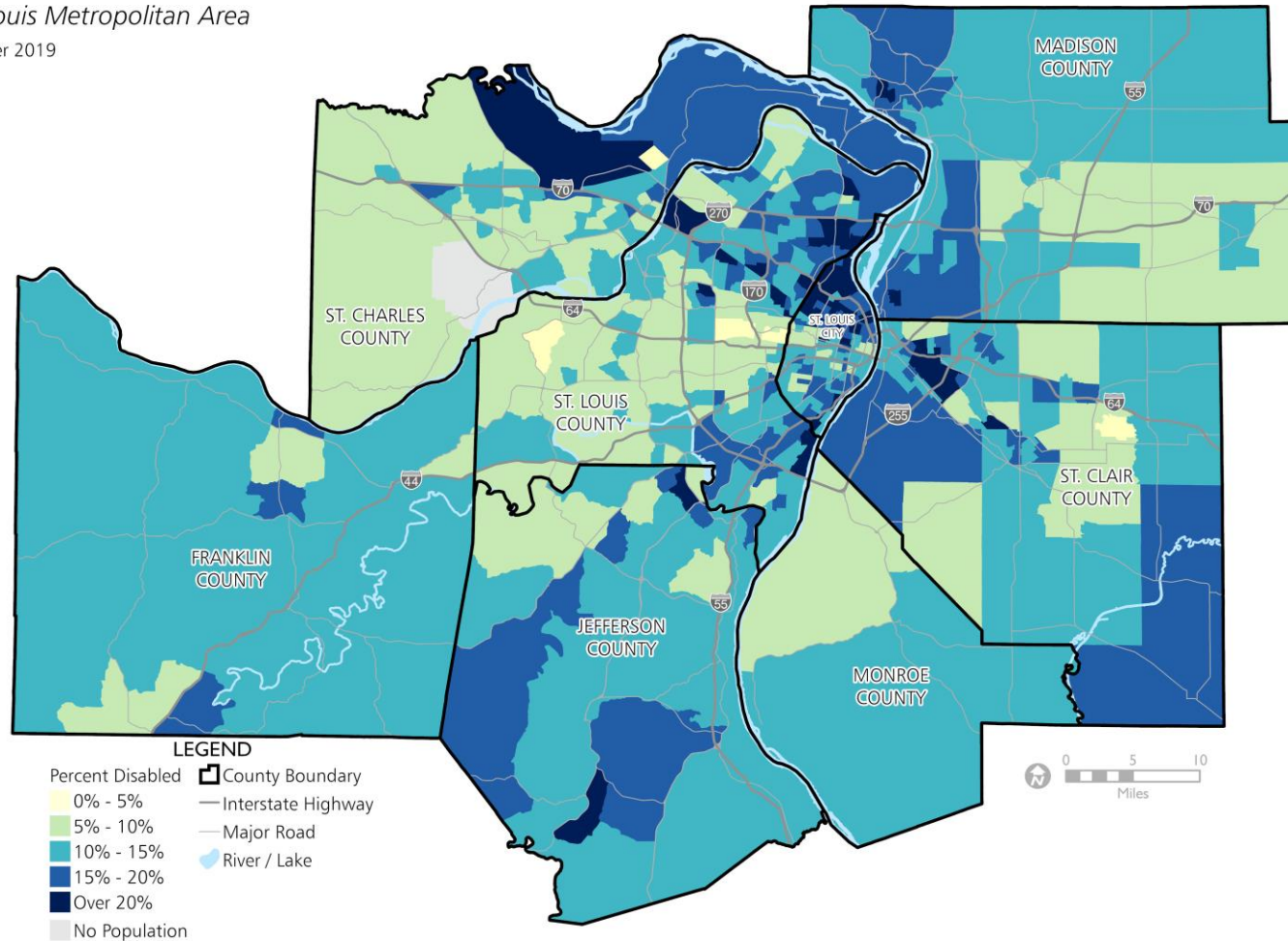


Source: 5 Year 2017 American Community Survey

Percent Disabled Population, 2013-2017

St. Louis Metropolitan Area

October 2019



Data is depicted by 2010 Census tracts.
Tract boundaries are not shown on the map.

Sources: U.S. Census Bureau, 2017 5-Year American Community Survey (2013 - 2017); East-West Gateway Council of Governments



TRANSIT CATCHMENT AREA

Proximity to transit impacts its convenience and usefulness. The typical catchment area for people walking to a transit stop is a half-mile and up to three miles for those bicycling. However, for those with limited mobility, the distance they are willing or able to travel to access transit may actually be much less. Complementary paratransit service is required to be available within $\frac{3}{4}$ of a mile of fixed-route service for those unable to access regular public transit, but is often more expensive. For these reasons, proximity to transit can have an even greater impact on accessibility for seniors and individuals with disabilities.

Map 7 and **Map 8** display areas with higher proportions of seniors and individuals with disabilities relative to the regional transit system. This is demonstrated using a half-mile buffer, based on the standard transit catchment area. This catchment area encompasses the entirety of St. Louis City, as well as many of the most heavily populated portions of the St. Louis, MO-IL UZA. On the other hand, Franklin County has no access to fixed-route service, and access in many other rural areas is also extremely limited. Nonetheless, we still see pockets of seniors and individuals with disabilities living in these areas.

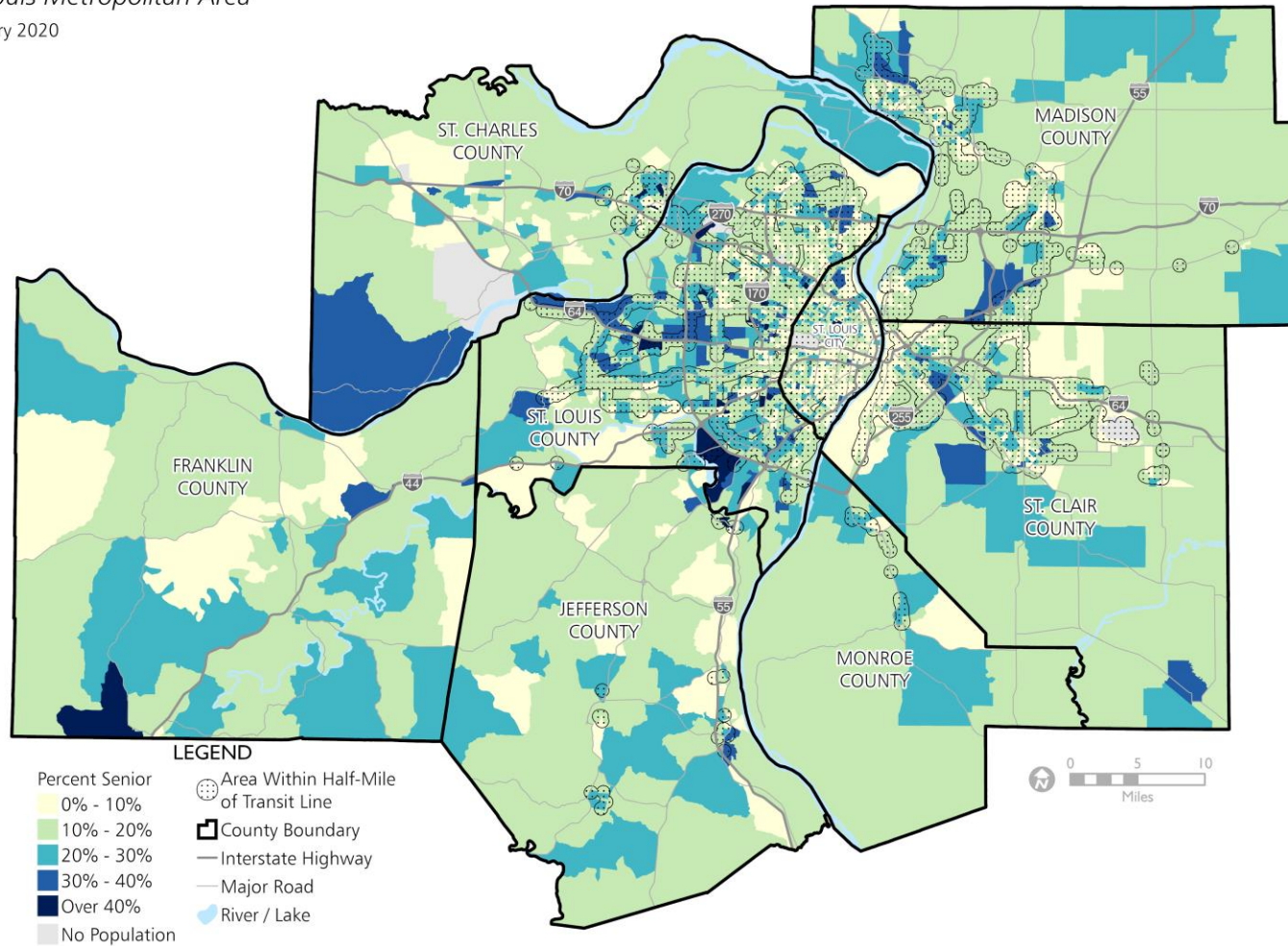


Map 7: Percent Senior Population with Half-Mile Transit Buffer

Percent Senior Population with Half-Mile Transit Buffer, 2013-2017

St. Louis Metropolitan Area

February 2020



Data is depicted by 2010 Census block groups.
Block group boundaries are not shown on the map.

Sources: U.S. Census Bureau, 2017 5-Year American Community Survey (2013 - 2017);
Metro; Madison County Transit; St. Charles Area Transit; JeffCo Express;
East-West Gateway Council of Governments

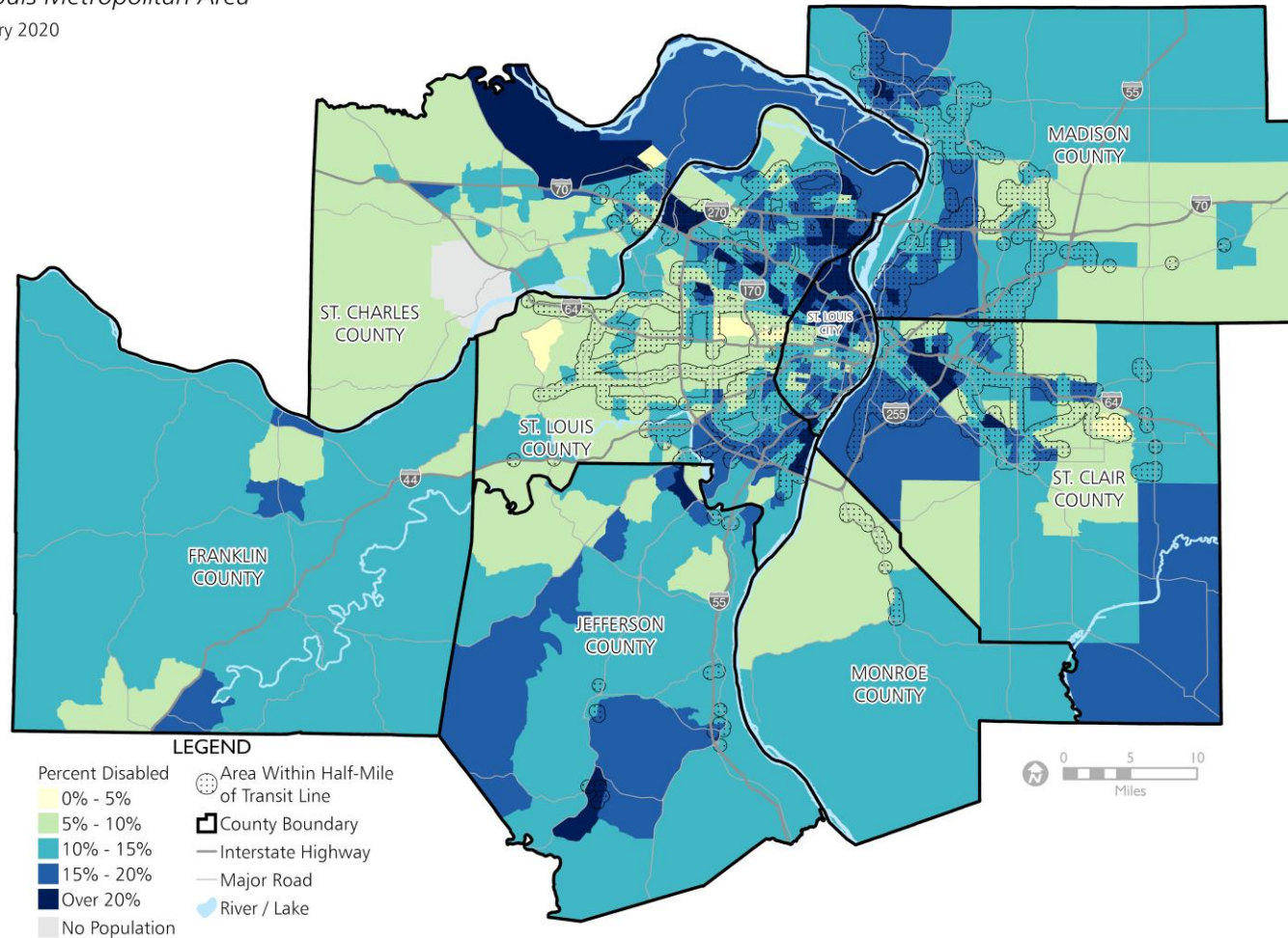


Map 8: Percent Disabled Population with Half-Mile Transit Buffer

Percent Disabled Population with Half-Mile Transit Buffer, 2013-2017

St. Louis Metropolitan Area

February 2020



Data is depicted by 2010 Census tracts.
Tract boundaries are not shown on the map.

Sources: U.S. Census Bureau, 2017 5-Year American Community Survey (2013 - 2017);
Metro; Madison County Transit; St. Charles Area Transit; JeffCo Express;
East-West Gateway Council of Governments



SECTION 3: EXISTING ASSETS AND SERVICES

Many transportation providers, both public and privately owned, serve the St. Louis region. Metro, the primary public transit provider for the St. Louis region, along with Madison County Transit (MCT), St. Clair County Transit District (SCCTD), St. Charles Area Transit (SCAT), and JeffCo Express, form the core regional transit system. Each bus or transit stop for these primary service providers is shown in **Map 9**, in order to highlight the regional network. This network is again shown in **Map 10**, against the backdrop of the St. Louis, MO-IL UZA, to demonstrate the relationship between density and transit. Although transportation services are important in both urban and rural areas, each part of the region has its own unique set of assets and challenges.

The region's core transit network supports countless other smaller-scale transportation services and programs, which supplement the fixed-route system by providing more flexibility, specialized services, and responsiveness to market changes. While not an exhaustive inventory, the following section provides an overview of transportation providers and services in the St. Louis region.

PARATRANSIT SERVICE

Paratransit service is crucial to ensuring that people of all ages and abilities can access public transportation. The ADA requires public transit agencies that provide fixed-route service to provide “complementary paratransit” service to individuals with disabilities who cannot use the fixed-route bus or rail service. As such, Metro, MCT, and SCCTD all provide paratransit service in compliance with the following federal guidelines:

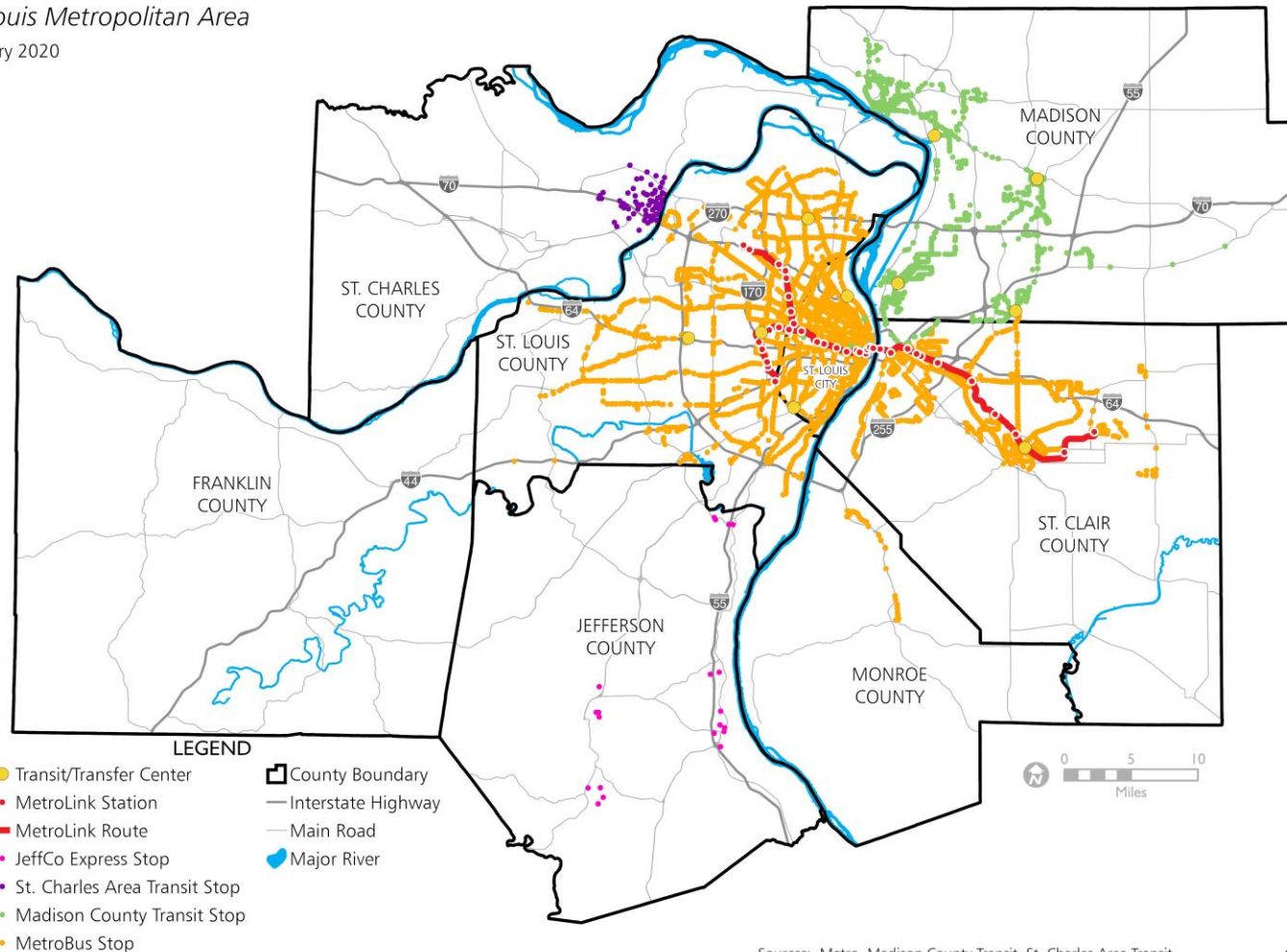
- Must be provided from origin to destination.
- Must be provided within $\frac{1}{4}$ mile of all bus routes and rail stations.
- The hours and days that complementary paratransit service is provided must be the same as bus and rail service.
- Service must be provided the day after it is requested by an ADA-eligible client.
- The requirements and provisions for ADA complementary paratransit service need only apply to those paratransit clients who are eligible under the ADA as determined by the transportation provider.
- The transit provider must not deny service or otherwise engage in any pattern or practice that significantly limits the availability of service to ADA eligible clients.
- ADA paratransit service is *not* required for commuter bus, commuter rail, or intercity rail services.



Regional Transit System

St. Louis Metropolitan Area

February 2020



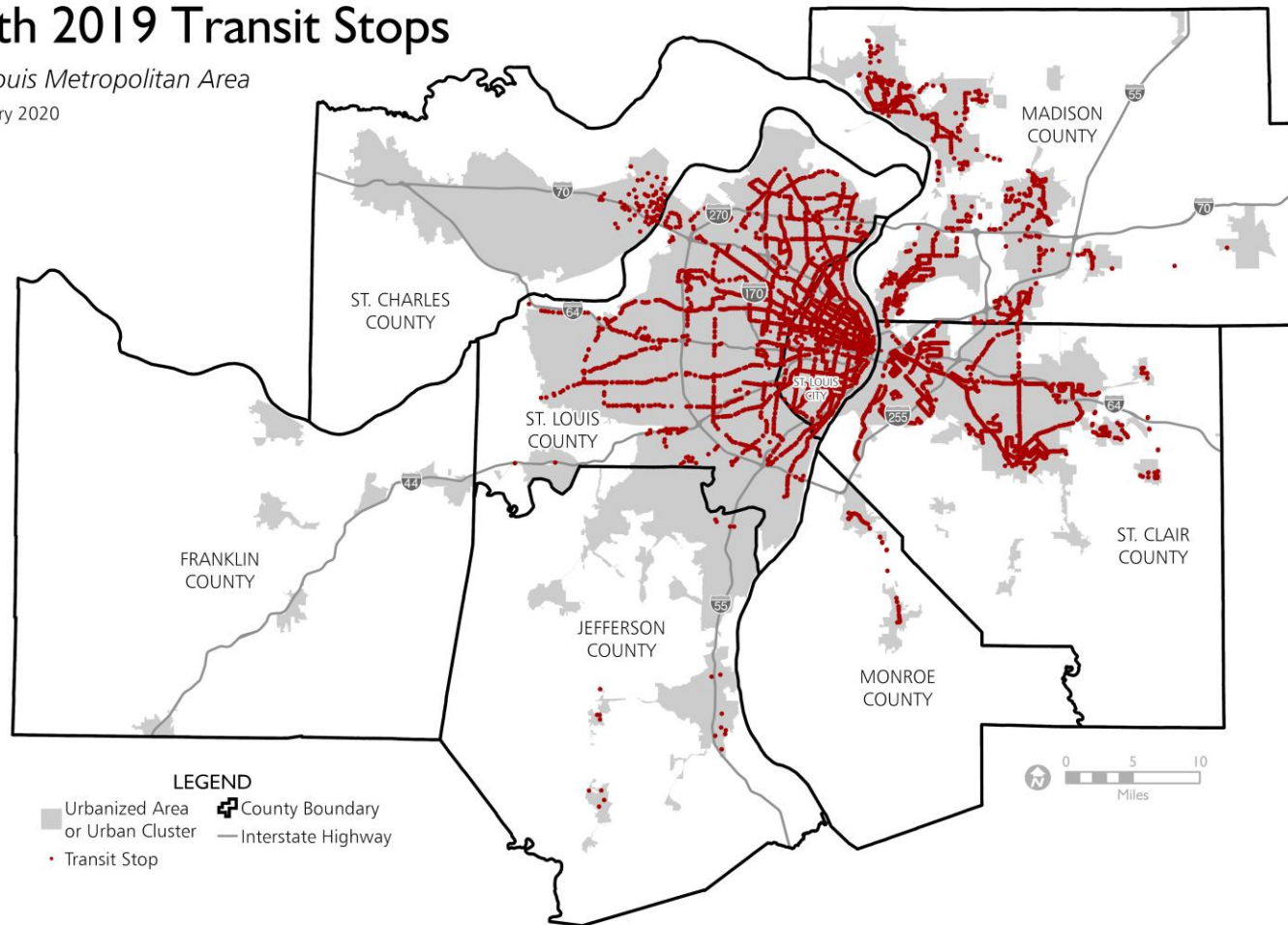
Sources: Metro, Madison County Transit, St. Charles Area Transit, Illinois Department of Transportation, Missouri Department of Transportation, East-West Gateway Council of Governments



2010 St Louis, MO-IL Urbanized Area with 2019 Transit Stops

St. Louis Metropolitan Area

February 2020



Sources: U.S. Census Bureau (2012);
Metro, Madison County Transit, St. Charles Area Transit,
Illinois Department of Transportation, Missouri Department
of Transportation, East-West Gateway Council of Governments



BI-STATE DEVELOPMENT – METRO

Bi-State Development owns and operates Metro, the public transportation system for the St. Louis region, which serves St. Louis City and St. Louis County in Missouri and St. Clair County in Illinois. The Metro system includes a 46-mile MetroLink light rail system with 87 rail cars serving 38 transit stops, a MetroBus fleet of over 400 vehicles serving 77 routes, and a Call-A-Ride paratransit fleet of 124 vans. Across all services, Metro carried over 37 million passengers in FY 2018.

MetroLink

MetroLink has been in service since 1993, undergoing major expansions in 2003 and again in 2006. The current MetroLink alignment connects Scott Air Force Base, St. Louis Lambert International Airport, and St. Louis County into Shrewsbury. More recently, the 38th station was added to the system in 2018 in the Cortex Life Sciences District, bridging a large gap between the adjacent Grand and Central West End stations.

The current MetroLink system consists of two alignments, the Red Line and the Blue Line, which operate daily, from approximately 4:00 am until 1:00 am, depending on the route. All MetroLink vehicles and stations are accessible to individuals with disabilities. Each vehicle has four wheelchair-designated positions and the floors of the light rail vehicles are level with the station platforms to ensure ease of entry and exit. All MetroLink station platforms are accessible via ramps or elevators.



MetroBus

MetroBus has recently undergone significant operational changes in both Missouri and Illinois. Metro Reimagined, the new MetroBus service plan in Missouri, launched on September 30, 2019. After a lengthy planning and public engagement process, the final service plan includes 57 bus routes, organized into four service tiers – Frequent, Local, Community, and Express – to optimize efficiency. The purpose of Metro Reimagined was to reevaluate bus service and respond to market changes without increasing Metro’s budget. Changes to routes and schedules in the new service plan will help to provide service that is faster, more frequent, and more direct.

MetroBus service in St. Clair County, Illinois is provided through the St. Clair County Transit District (SCCTD). SCCTD was created in 1981 under the Illinois Mass Transit District Act and contracts with Bi-State Development to provide fixed-route transportation service. SCCTD’s Transit Vision 2020 Network Plan was conducted in 2019 and approved by its Board of Directors in January 2020, along with an 18.4% increase in the operating budget. The plan reviewed all bus routes operated by SCCTD and calls for increasing frequency on key routes, expanding weekend service, improving access to hospitals, and continuing the SCCTD Flyer on-demand pilot program. The SCCTD Flyer is a microtransit service serving East St. Louis that provides rides to and from select bus stops and transit stations for just \$3. The program also offers a call-in option for those without smartphones.

MetroBus operates daily, starting at approximately 4:00 am until approximately 2:00 am, depending on the route. All MetroBus vehicles are equipped with lifts or ramps, and most have kneelers to assist passengers who cannot use or have difficulty using the stairs. Priority seating is available for passengers who have difficulty standing while the bus is in motion. For customers using wheelchairs, there are two reserved areas that are equipped with securement devices.

Reduced fares for both MetroLink and MetroBus are offered to seniors age 65 and over, individuals with disabilities, customers who possess a Medicare ID, and children age five through 12. Children younger than five years of age ride free. Metro also accepts valid MCT and SCCTD senior and MCT ADA paratransit free ride passes for travel on MetroLink and MetroBus.

Paratransit

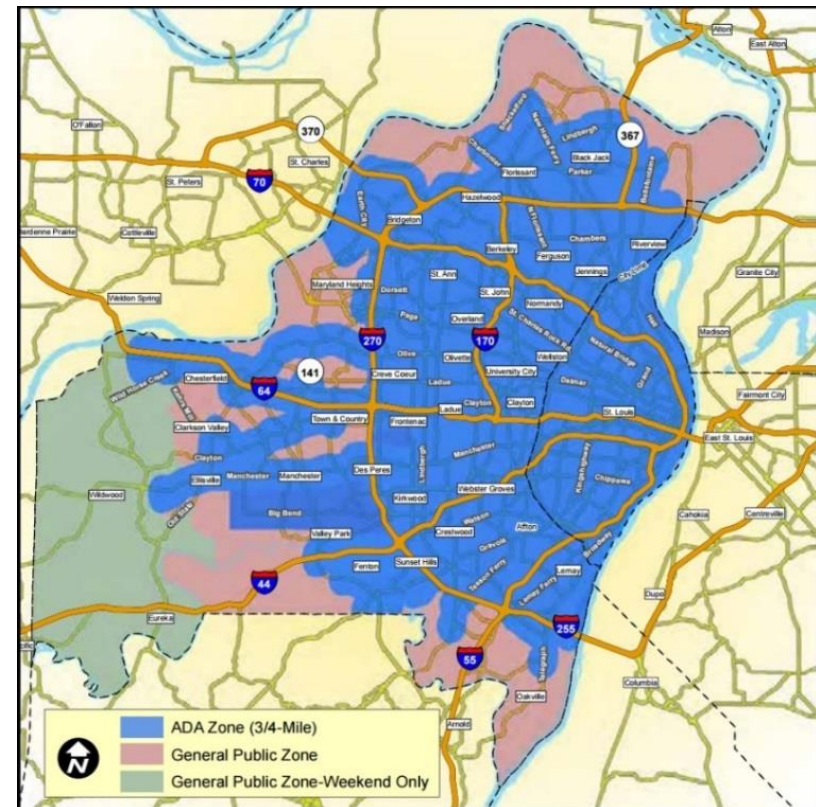
Metro Call-A-Ride provides the required curb-to-curb paratransit service in St. Louis City and St. Louis County, with over 500,000 boardings in FY 2018. Service is provided to ADA-eligible customers taking an ADA-mandated trip Monday through Sunday. The ADA zone is shown in blue in **Figure 3**. To qualify as an ADA-mandated trip, the trip must begin and end within $\frac{3}{4}$ mile of a MetroBus route or MetroLink station at the time the bus and/or train is running. Non ADA-eligible customers or non ADA-mandated trips may be taken, but mileage-based fares will apply. Service fares are described in **Table 6**. There is a fee for companions and additional riders, but there is no charge for ADA personal care attendants.

Alternative Transportation System (ATS) provides curb-to-curb paratransit service for seniors age 60 and over and individuals certified as ADA eligible in St. Clair County, Illinois. The ATS ADA service is available within $\frac{3}{4}$ mile of MetroBus routes and MetroLink stations in St. Clair County and operates on the same schedule. Transfer service is available to Call-A-Ride in St. Louis City and Runabout in Madison County. The ATS senior service is available Monday through Friday from 6:00 am to 6:00 pm within the SCCTD service area. The ATS fare is \$4 per trip, or \$28 for a 10-trip coupon booklet. There is no charge for ADA personal care attendants. There are no trip purpose restrictions, but reservations must be made one to five days in advance.

Table 6: Call-A-Ride One-Way Fares

Trip Type	ADA-Eligible	Non ADA-Eligible
ADA-mandated trip	\$4	\$13 base trip rate \$1.30/mile
Non ADA-mandated trip	\$8	\$13 base trip rate \$1.30/mile

Figure 3: Call-A-Ride Service Area



Source: Bi-State Development

MADISON COUNTY TRANSIT

Madison County Transit (MCT) provides fixed-route bus service in Madison County, to downtown St. Louis, and to MetroLink in East St. Louis. The MCT system includes bus and paratransit service, and provided over 2 million bus rides in CY 2018. MCT also oversees RideFinders – the St. Louis region’s rideshare program – and nearly 150 miles of bicycle trails in Madison County. MCT is the only transit system in the country with an integrated bus and bikeway network.

Bus Service

MCT operates five different types of bus service, including shuttles, cross-county routes, express routes, regional connections to MetroLink, and special event service. Free service is provided to seniors age 65 and over with a MCT Senior Free Ride ID and to registered ADA paratransit users with a valid MCT Paratransit ID, MCT ADA ID, or MCT Benefits Access ID. To be eligible for the Free Ride program, the applicant must live in the state of Illinois. Half-fare service is also provided to seniors age 65 and over and individuals with disabilities with a MCT Half-Fare ID, Metro Reduced Fare Permit, or Medicare cardholder. Children younger than five years of age ride free. All MCT buses are equipped with bike racks and wheelchair lifts or ramps. Buses kneel to the ground to assist passengers who have difficulty using the stairs. MCT is also the first transit agency in the region to offer mobile ticketing, which allows passengers to purchase and validate tickets and passes online, then scan their smartphone when boarding the bus.

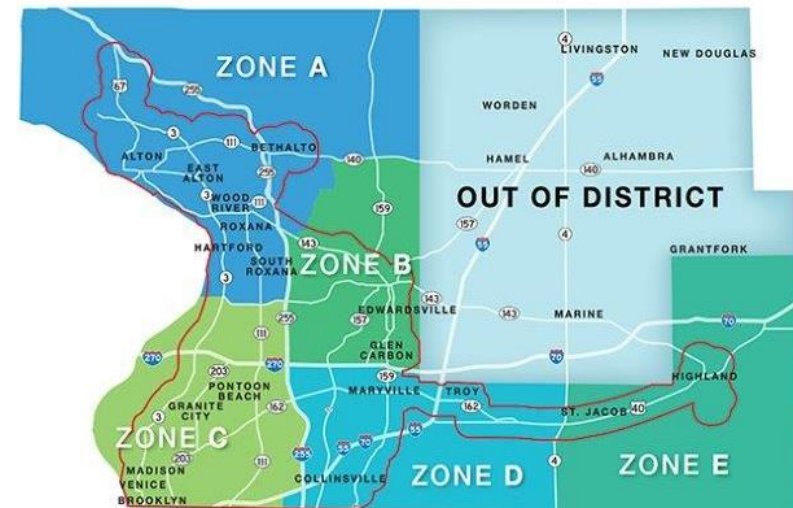
Paratransit

The Agency for Community Transit Runabout provides curb-to-curb paratransit bus service for registered seniors age 65 and over and individuals with disabilities who reside in Madison County. ADA service is provided within $\frac{3}{4}$ mile of the MCT fixed-route, at the same hours and days of service. The ADA zone is shown in **Figure 4**. Non ADA service is available Monday through Friday from 6:00 am to 7:00 pm and Saturday from 6:00 am to 6:00 pm. Service fares are described in **Table 7**. There is no charge for personal care attendants. Reservations must be made one to 14 days in advance. Trips beginning in or ending in the “Out of District Zone” are limited to medical purposes only.

Table 7: Runabout One-Way Fares

Trip Type	ADA-Eligible	Non ADA-Eligible
Single service zone	\$3	\$6
Multiple zones	\$4	\$8
St. Clair County	\$6	\$10
St. Louis	\$6	\$10
Out of District surcharge	\$5	\$5

Figure 4: Runabout Service Area and MCT Zones



Source: Madison County Transit

ST. CHARLES AREA TRANSIT

St. Charles Area Transit (SCAT) provides deviated fixed-route bus service for the city of St. Charles. Deviated fixed-route service differs from fixed-route service in how it meets ADA requirements and serves individuals with disabilities. Instead of offering complementary paratransit service, deviated fixed-route systems fill this need by adjusting their usual route to accommodate requests from eligible individuals. Per federal regulations, deviations must be provided to locations within $\frac{3}{4}$ of a mile of the route alignment and scheduled in advance. SCAT operates four bus routes within the city of St. Charles and one commuter bus route that connects to the North Hanley MetroLink Station. SCAT provided over 60,000 rides in 2016, the most recent year for which data is available. The I-70 Commuter route accounts for just over half of those rides (51.5%).

Local routes operate Monday through Friday from 9:00 am to 4:00 pm and include provisions for route deviations, which must be scheduled 24 hours in advance. Commuter service operates Monday through Friday from 5:20 am to 10:16 am and again from 1:38 pm to 6:50 pm. Curb-to-curb service is provided for all riders, and all buses are equipped with wheelchair lifts. Persons age 62 and over, individuals with disabilities, and those with a valid Medicare card receive a half-price reduced fare. Children younger than six years of age ride free.

JEFFCO EXPRESS

The Jefferson County Community Partnership established the JeffCo Express in 2009 to provide a deviated fixed-route public transit option in Jefferson County. The current system includes two cross-county routes – the Green route and Blue route – serving the communities of DeSoto, Arnold, Pevely, Hillsboro, and Festus, as well as Jefferson College.

The Green and Blue routes operate Monday through Friday from 7:00 am to 7:00 pm. Deviated pick-ups must be located within one mile of the route alignment and scheduled two days in advance. All buses are equipped with wheelchair lifts. Seniors age 60 and over and individuals with disabilities are eligible for reduced fare. Operations for JeffCo Express are managed by OATS Transit.

OATS TRANSIT

OATS Transit is a private, non-profit transportation provider serving 87 counties in Missouri, including the counties of Franklin, Jefferson, St. Charles, and St. Louis, with offices in Bridgeton, Union, and Mapaville. OATS Transit provides shared ride, demand-response, and door-to-door transportation for shopping, nutrition, medical, business, education, recreation, and employment purposes. Many routes connect riders to other essential transportation services. Schedules and fares vary by county and service type. OATS Transit is open to the public but also contracts for services with other private organizations.

In FY 2019, OATS Transit provided 428,773 one-way trips within the four counties that are included in the EWG planning area. Of these trips, 76% were for employment purposes. St. Louis County had the highest number of one-way trips in the region, comprising almost 48% of the total. Franklin County had the highest percentage of employment trips, at 87%.



HUMAN SERVICE AGENCIES AND OTHER TRANSPORTATION PROVIDERS

A wide range of specialized transportation services are available in the St. Louis region to meet the needs of seniors and individuals with disabilities. Each agency is unique in how it provides transportation services and the specific gaps that it works to fill. While not every provider is listed here individually, the definitions below describe the different types of services provided in the region and highlight the range and diversity of programs in place to help improve mobility. These services are not exclusive, and agencies will often fall into more than one of these categories.

Non-Emergency Medical Transportation (NEMT)

Transportation to and from medical appointments, when the medical condition is not life threatening, is considered NEMT. Lack of transportation is often cited as a reason why individuals delay medical care – or skip it altogether. Reliable transportation can improve health outcomes and reduce healthcare costs by helping individuals access preventive care and medical services before a condition becomes an emergency. NEMT is a Medicaid-funded benefit. Providers are coordinated by LogistiCare in Missouri and First Transit in Illinois.

Travel Training

Travel training programs teach individuals how to ride public transit independently. Riders learn many facets of navigating the transit system, including purchasing fares, landmark recognition, pedestrian safety, community safety, and schedule comprehension. With the skills and confidence to use public transit, individuals may no longer need to rely on other more costly alternatives.

CURRENT INITIATIVES

ADA Services at Metro offers a travel training program to individuals who qualify for reduced fares or ADA paratransit services. After an initial evaluation, individuals receive one-on-one instruction based on a personalized training plan that is developed to meet their specific needs and skill level. Training continues until the individual feels confident enough in their ability to travel independently.

Program Transportation

Individuals enrolled in a specific social or human services program are often eligible for transportation related to that program. For example, senior centers may offer daily rides to and from the center for those registered in its programs. Other agencies may provide transportation to community activities or personal development opportunities to their program attendees. This type of service is typically included as part of a larger program and not open to the general public.

Mobility Management

Mobility management is an innovative approach for managing and delivering coordinated transportation services. Mobility management programs aggregate information on the various transportation services available in one place, to make it easier for customers to be aware of all their options. Some programs may also provide referral services, in which they help customers find the best service to meet their needs for a specific trip or help connect them with long-term options. Some mobility management programs may even go so far as to implement technologies to coordinate services between providers. While these types of programs do not provide transportation directly, they provide a much-needed, centralized source of information.

CURRENT INITIATIVES

MO RIDES was established as a pilot program in 2014 by the Boonslick Regional Planning Commission (BRPC), with funding through the New Freedom and Enhanced Section 5310 programs and the Missouri Developmental Disabilities Council. MO RIDES is an information and referral service that operates a website and phone number to connect individuals with transportation options. The MO RIDES database, which originally served the five counties of Franklin, St. Charles, Lincoln, Troy, and Warren, now covers the entire state of Missouri.

Demand-Response Service

Transportation service that operates based on individual passenger requests, instead of set routes or schedules, is called demand-response service. This type of service varies greatly between providers, in terms of the amount of advance scheduling required, the defined service area, cost,

level of assistance provided to customers, and the type of vehicle used. While some demand-response services may provide rides to single, individual passengers, others may schedule trips to accommodate multiple passengers and destinations. Ultimately, the defining feature of this type of service is its flexibility and responsiveness to customer demand.

Volunteer Driver Programs

Volunteer driver programs coordinate individual volunteers to use their own personal vehicles to transport others. By definition, volunteer drivers are not paid for their work, but they may receive mileage reimbursements or other incentives, depending on the program. This type of program typically operates on a demand-response service model, in which volunteer drivers respond to requests for rides, often through an intermediary agency or organization.

CURRENT INITIATIVES

ITN Gateway provides rides with door-through-door service to seniors and adults with visual impairments or disabilities in St. Charles and St. Louis counties. Volunteer drivers use private vehicles to transport ITN members. Transportation service is available 24 hours a day, seven days a week, for any trip purpose. ITN Gateway has been in service since 2010 and currently provides over 12,000 rides per year.

Transit Encouragement

Programs that encourage individuals to use public transit can foster independence and reduce isolation. These programs differ from travel training programs in the sense that they are less focused on transit-dependent populations and more focused on increasing transit use among the general population and promoting positive public perceptions of transit.

CURRENT INITIATIVES

Citizens for Modern Transit (CMT) launched the Ten Toe Express in 2007. The program targets area seniors and coordinates group trips that integrate walking, public transit, and social activities. The cost to join the

program is \$10 and participants receive a walking kit that includes maps, walking logs, a pedometer, transit tickets, and a tote bag.



Municipal Transportation

A number of local municipal governments offer transportation services to senior or disabled residents, at low or no cost to the rider. Service may be provided to and from a community or senior center, for local events, or other activities. While this type of transportation program is often limited to municipal boundaries and/or residents, it can nonetheless provide much-needed social connection and recreational activities for local seniors and individuals with disabilities, among other benefits. The following list identifies municipalities in the St. Louis region that offer some type of transportation service to its senior or disabled residents.

*Bellefontaine Neighbors
Berkeley
Brentwood
Bridgeton
Collinsville
Ferguson
Florissant
Glen Carbon
Granite City
Hazelwood*

*Jennings
Maryland Heights
Millstadt
O'Fallon, MO
Richmond Heights
St. Louis County
St. Peters
Swansea
Vinita Park*

SECTION 4: PLAN DEVELOPMENT

A significant component of developing the CHSTP involves engaging stakeholders in the region – both providers and users of transportation services – to solicit their input and incorporate it into the final plan. Their feedback is used to assess the needs of the community, determine if those needs are being met, evaluate existing transportation services, and generate tangible strategies for making improvements. Local stakeholders are vital to the process, and ultimately, the plan exists to serve them better. EWG facilitated a variety of outreach and engagement activities between August 2019 and January 2020. This included multiple surveys, two Stakeholder Committee Meetings, and tabling at local events, along with one-on-one meetings and email correspondence with individuals and organizations unable to attend scheduled activities. Further details on these activities are summarized below.

The draft CHSTP, including the Section 5310 competitive selection criteria, was distributed to local stakeholders for review on February 26, 2020. A public comment period was open from March 30 to April 30, 2020. Public open houses for the plan were held at the at the Fairview Heights Recreation Center on Thursday, April 2, 2020 from 11:00 am to 1:00 pm, at the University City Heman Park Community Center on Thursday, April 16 from 11:00 am to 1:00 pm, and at the Bloom Café at Paraquad on Friday, April 17 from 11:00 am to 2:00 pm.

STAKEHOLDER COMMITTEE MEETINGS

Two CHSTP Stakeholder Committee Meetings were convened to facilitate discussion between EWG, public transportation providers, human service agencies, and other partner organizations. The first Stakeholder Committee Meeting was held on October 29, 2019 to assess the transportation needs of seniors and individuals with disabilities and pinpoint gaps in the network. A subsequent Stakeholder Committee Meeting was held on December 10, 2019 to review the feedback compiled at the first meeting and to develop goals and strategies to address the identified gaps and needs. Stakeholder Committee members were also invited to participate in a survey to prioritize the proposed goals and strategies derived from these activities and to review the draft CHSTP prior to its public release.

PARTICIPATING AGENCIES AND STAKEHOLDERS

- AARP
- Bi-State Development / Metro
- Boonslick Regional Planning Commission / MO RIDES
- Cardinal Ritter Senior Services
- Challenge Unlimited, Inc. / Residential Options, Inc.
- City Seniors, Inc.
- Community Living, Inc.
- Disability Resource Association
- Emmaus Homes, Inc.
- Fairview Heights Recreation Center
- Gateway Chapter Paralyzed Veterans of America
- Generate Health STL
- Governor's Council on Disability
- Illinois Center for Autism
- ITN St. Charles
- Jefferson County Community Partnership / JeffCo Express
- Jefferson County Council
- Jefferson County Developmental Disabilities Resource Board
- Lyft
- LINC, Inc.
- Medical Transportation Management, Inc.
- NextStep for Life
- Northside Youth & Senior Center
- OATS Transit
- Paraquad
- Shepherd's Center
- Society for the Blind and Visually Impaired
- Starkloff Disability Institute
- St. Louis City Office on the Disabled
- St. Louis County Older Residents Program
- St. Louis Life
- Touchette Regional Hospital

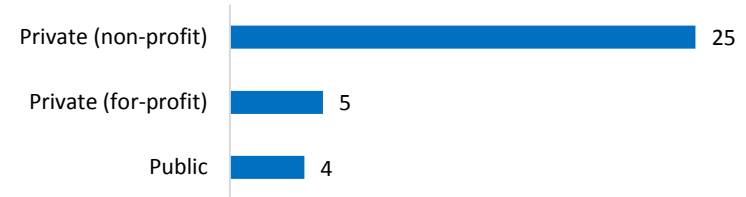
TRANSPORTATION PROVIDER SURVEY

In August 2019, EWG initiated an online survey to collect information on existing transportation inventories, coordination efforts, and gaps in transportation services. The Transportation Provider survey was targeted to transportation and human service providers, soliciting their thoughts on challenges facing their organization and its clients and areas for improvement. The survey was circulated via email, social media, and in person to agency representatives at the Disability Transportation Resource Network. Information on the survey was also posted on the EWG website and in the weekly Local Government Briefings newsletter.

A total of 35 responses were received, which contribute to the assessment of existing transportation services in the St. Louis region. The following results are highlighted here because they underscore issues relevant to the development of the CHSTP, but do not represent an exhaustive analysis of every question asked on the survey.

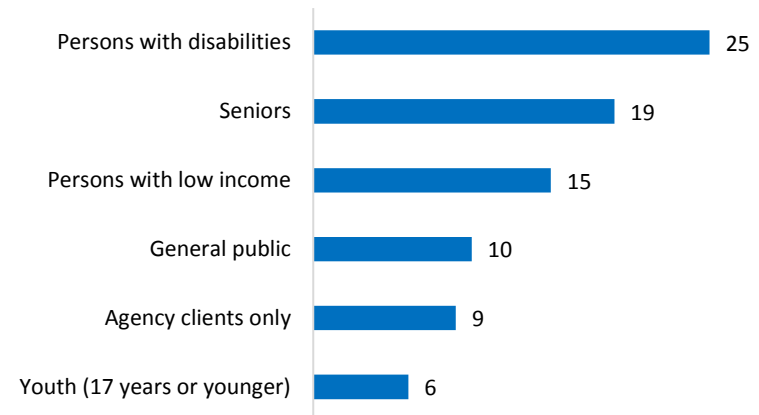
What is your agency type?

This question identifies the types of agencies providing service in the St. Louis region, with the vast majority (74%) being private, non-profit organizations. Responses indicated that many of these organizations identify as social or human service agencies, health organizations, senior housing providers, or veterans service organizations.



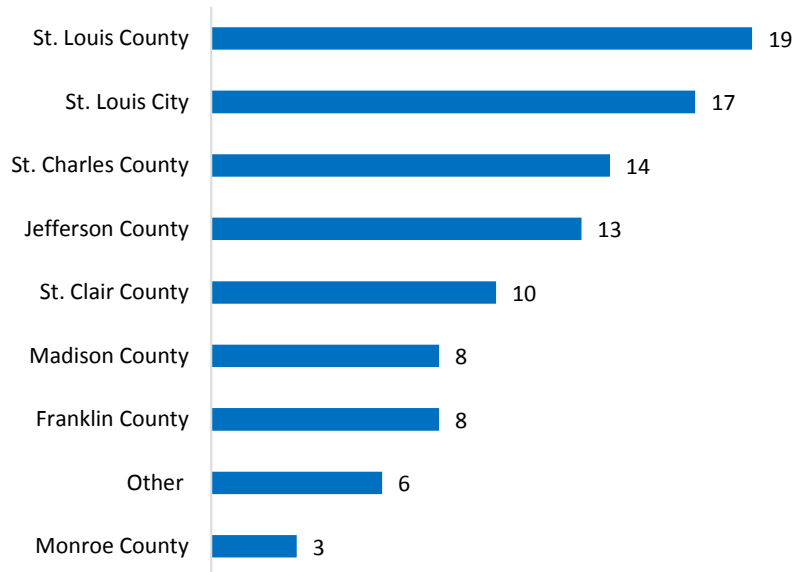
Who does your agency serve?

This question identifies the populations served by the responding agencies. The results show a strong response from agencies providing services to individuals with disabilities, followed by seniors and those with low income. Twenty-six percent (26%) of agencies provide service to their clients only, suggesting that most agencies serve a broader clientele.



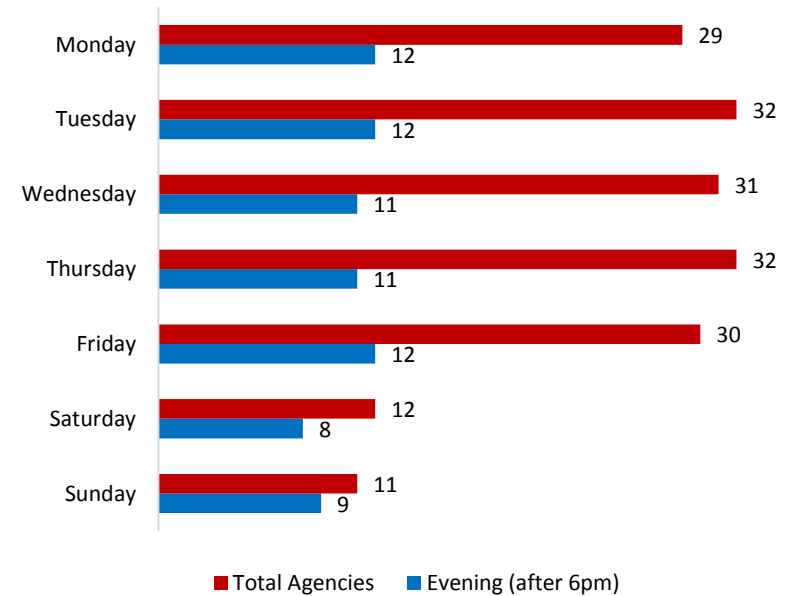
What counties are included in your service area?

This question identifies the counties included in agencies' service areas. It should be noted that while one agency may serve multiple counties, their service area may not cover the entire county. The results show that St. Louis County has the most service providers, with 56% reporting service in this area, and Monroe County has the least number of providers. For agencies that also serve counties outside the EWG region, Pike and Warren counties in Missouri and Calhoun County in Illinois were cited.



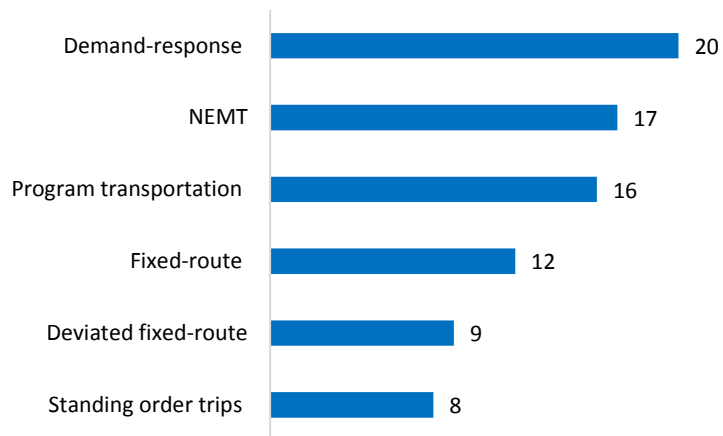
What days and hours does your agency provide service?

This question shows the days and hours of available service, with nearly all agencies providing service during typical weekday business hours. However, less than half of responding agencies offer service in the evenings after 6:00 pm, and only 37% of providers offer service on weekends. Four agencies indicated that they do not have a set schedule and are available 24 hours a day, 7 days a week, as needed. Other agencies indicated that they will provide service outside of their normal operating hours for special events, by appointment, or in case of emergency.



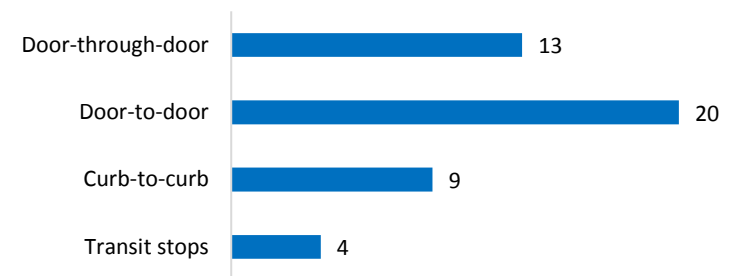
What type of transportation service is provided?

This question identifies the type of transportation services that responding agencies provide, with many providing multiple types of service. A majority of agencies, at 61%, provide some type of demand-response service, meaning routes and schedules are determined based on customer requests. These responses demonstrate users' desire for the convenience and flexibility associated with demand-response service, while also highlighting the importance of non-emergency medical transportation (NEMT).



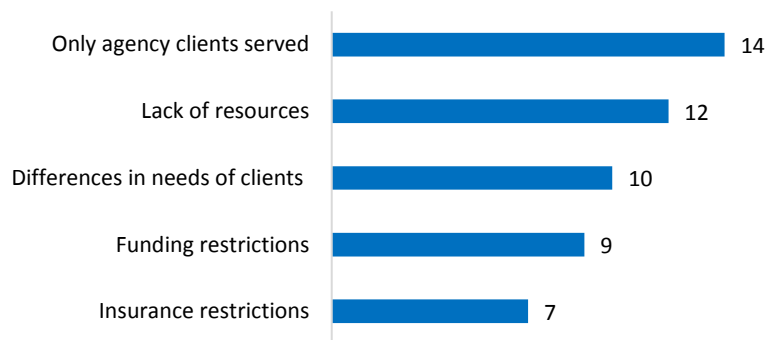
What level of service is provided?

This question shows the level of service provided to customers. This differs from the type of service in that it relates to the assistance available to customers, rather than the schedule structure of the provider. Sixty-one percent (61%) of agencies provide door-to-door service, followed by 39% providing door-through-door service, suggesting high demand for specialized services. Several agencies noted that they are flexible in providing different levels of service, depending on customer need.



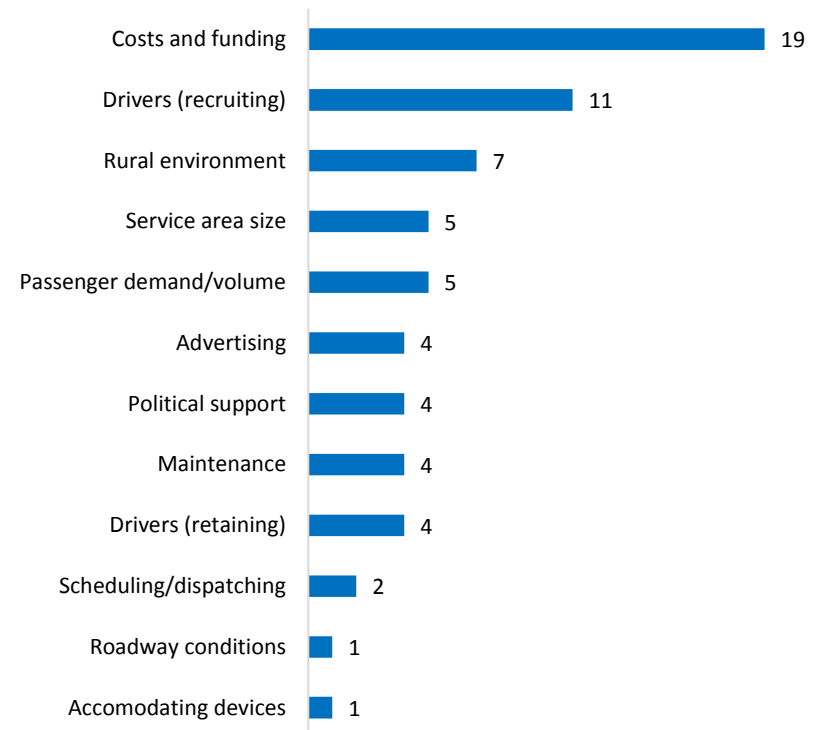
What prevents your agency from coordinating with other providers?

This question explores barriers to coordination. Forty-four percent (44%) of responding agencies reported that they do not coordinate services because they only serve clients of their agency or program. However, this same percentage of agencies reported in subsequent questions that they are open to coordinating and would like to do so. Restrictions on funding, insurance, trip types, and services allowed were all cited as preventing opportunities for coordination.



What challenges does your agency face in providing services?

This question looks at issues and areas that are particularly challenging to transportation providers. The chart below shows those items ranked as a “major challenge” to providing transportation services. The majority of respondents, at 76%, identified the lack of funding and operating costs as the most challenging. Recruiting drivers was the second most-cited challenge, with retaining drivers ranking lower in the scores.



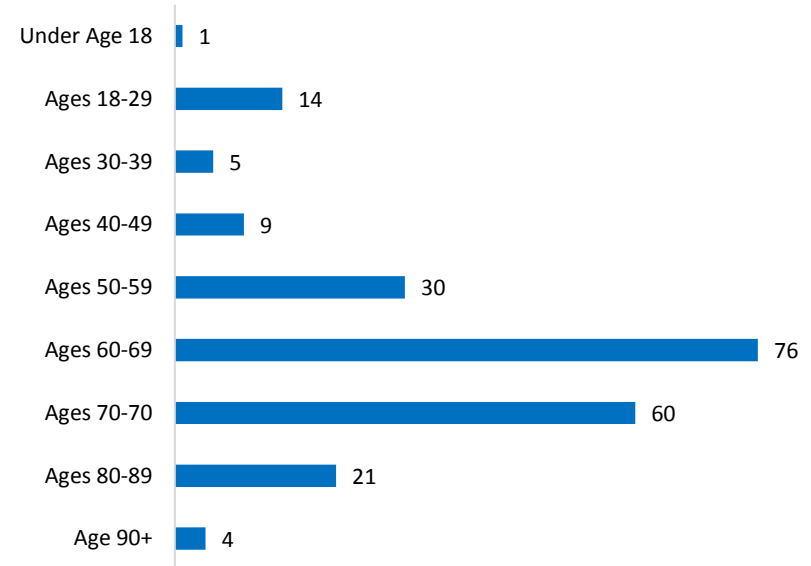
PUBLIC USER SURVEY

Alongside EWG's efforts to survey local transportation providers was a parallel effort to engage users of these transportation services and the target populations of seniors and individuals with disabilities. The Public User survey was designed to determine public satisfaction with transportation options, ease of travel, and desired improvements. The survey was circulated by EWG staff at events at the Bloom Café at Paraquad and the University City Senior Center. Partner agencies at the Disability Transportation Resource Network and other local organizations, including the Shepard's Center and the St. Louis City Senior Fund, also helped distribute the survey and solicit feedback from their clients. The survey was open from August to October 2019, and both paper and electronic surveys were administered.

A total of 251 responses were received, which helped to identify gaps in service and assess the transportation needs of seniors and individuals with disabilities. We recognize that due to the nature of certain disabilities, some individuals may not be able to complete a survey, even with assistance or accommodation. In those situations, we rely on the responses from our Transportation Provider survey and feedback from agencies working with individuals with these types of disabilities to represent their needs and interests. The following results are highlighted here because they underscore issues relevant to the development of the CHSTP, but do not represent an exhaustive analysis of every question asked on the survey.

What is your age?

Because we wanted to hear directly from seniors and individuals with disabilities, this question asks the age of the respondent, to confirm if we are reaching our target audience. The average age of survey respondents was 63.9 years, and more than half (55.4%) reported being age 65 or over.



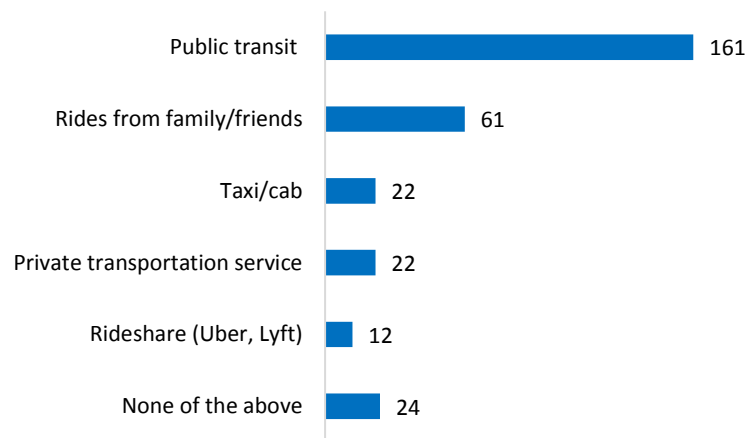
Do you consider yourself to have a disability?

This question asks respondents to self-identify whether or not they have a disability, with the majority (61%) reporting that they do. A small number of respondents indicated that they do not have a disability, but experience medical issues or other difficulties that impact their mobility.



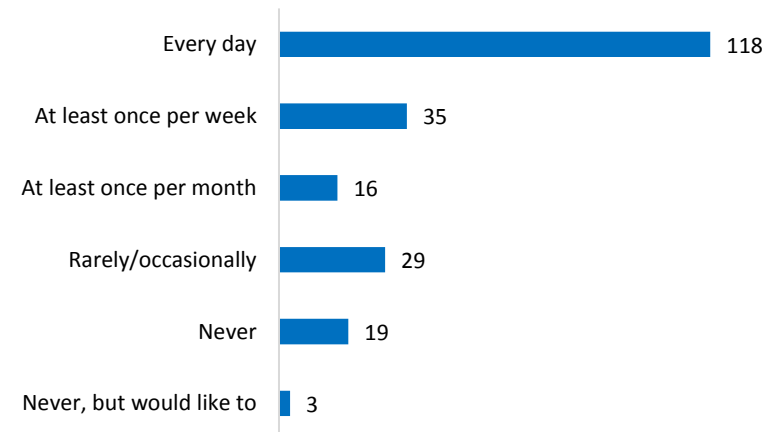
How do you typically get around?

This question allowed respondents to select as many transportation options as they use to get around. Use of public transit was cited by 74% of respondents, suggesting the importance of a robust core transit system to independent travel. Twenty-eight percent (28%) of respondents report relying on rides from family and friends. Lesser percentages reported using taxis, rideshare, or other private services, and many of those reporting “none of the above” indicated that they still primarily drive to get around.



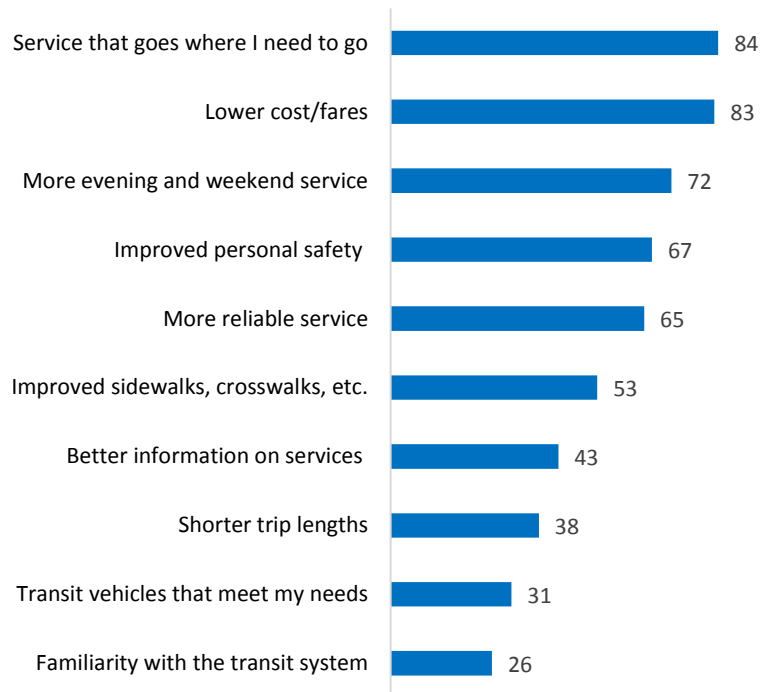
How frequently do you use public transit/private transportation services?

For use in this survey, public transit and private transportation services were defined as “public transit such as Metro, MCT, or JeffCo Express, but also transportation services that may be provided by a human or social services organization, or a private organization or program in which you are enrolled/registered.” More than half (53.6%) of respondents report using some type of transportation service every day and 90% report use of these services at least occasionally. This is a promising finding, considering that community integration and reducing isolation are often key objectives of organizations serving seniors and individuals with disabilities.



What improvements would increase your use of public transit and/or private transportation services?

This questions seeks input on areas for improvement. Roughly 45% of respondents reported that service that goes where they need to go and lower costs for transportation would help them increase their use of these services. Many of the comments received conveyed the need for more bus stop amenities such as benches, shelters, bathrooms, and better lighting. Other comments indicated that reducing the advance notice requirements for demand-response service would increase its convenience and their use of this type of service.



Other Survey Findings

76% reported being Very Satisfied or Somewhat Satisfied with their transportation options.

35% reported routinely having transportation needs that are not met.

78% reported using transportation services for medical trips (shopping and social activities were the second and third most common trip types).

22% reported being employed full- or part-time.

63% reported not being able to drive or not having access to a vehicle as the main reason they use transportation services.

76% reported an annual income under \$25,000.

1% reported that never use public transit, but would like to.

SECTION 5: IDENTIFIED GAPS

Feedback from stakeholder meetings and surveys was used to identify gaps in existing transportation services for seniors and individuals with disabilities in the St. Louis region. These gaps have been grouped into six categories: Cost, Logistics, Awareness, Institutional, Technology, and Environmental and Social. It was determined that the gaps identified in the previous CHSTP were still relevant and should be carried over into the updated plan, but also that there was a need for a renewed focus on broader environmental and social issues that impact accessibility, as well as a new and emerging gap related to technology. Each gap category is defined below in more detail, with specific examples of challenges and unmet needs. These six gaps were then used as the basis for developing goals and strategies moving forward, which are described in **Section 6**.

COST

Both providers and users may struggle to afford the cost of transportation services. Gaps occur when there is a lack of funding available for agencies to provide appropriate transportation service to meet demand, and the cost to use those services is a burden or cost-prohibitive for individuals.

Provider Funding

Increasing demand for transportation services, combined with stagnating funding levels, has created a net decrease in funds available to providers year to year. Lack of sufficient funding streams for transportation service providers results in constrained budgets and can also force agencies to reduce services in order to cut costs. Funding for operations and maintenance is particularly difficult to acquire, and vehicles may not be fully utilized if agencies cannot afford to maintain, insure, or operate them. These funding issues limit the ability of providers to expand or enhance services and take on new customers, even where demand warrants it. For some individuals, the ability to secure safe transportation services can make the difference between aging in place and needing to move into assisted living.

CURRENT INITIATIVES

MoDOT's Transit Vehicle Repair program has been helpful to transportation providers struggling with maintenance costs. Vehicles funded through FTA Section 5309, 5310, and 5311 programs in Missouri are eligible for financial assistance. After warranty repairs have been exhausted, providers can apply for reimbursement of repair costs, which are covered at rate of 80-100%, depending on the type of repair.

User Affordability

The lack of funding available to service providers can result in increased costs being passed on to users. The need for transportation services on a regular basis, such as a daily work commute, more demand-responsive services, and more specialized assistance services, all further increase the cost to users. These services can become cost prohibitive for some riders, especially seniors and individuals with disabilities with limited or fixed incomes.

LOGISTICS

Providers and individuals must manage a number of different trip logistics in order to ensure safe, efficient travel. Gaps emerge when there is difficulty in balancing the capacity of providers with the needs of users in coordinating transportation services. These transportation logistics can take many forms, including but not limited to those outlined below.

Geographic Coverage

Various parts of the region, especially rural areas, have limited or no public transit options. Alternative transportation services can help to fill these gaps, but many areas may still be underserved, or not served at all. In addition, seniors and individuals with disabilities living in rural areas often seek medical care and other services in suburban or urban areas. And while better connectivity between jurisdictions is needed, individual providers' geographic service boundaries may be limited due to mission, resources, or funding source.

Travel Time, Service Hours and Reliability

Transportation services present challenges for individuals if they are not available during off-peak hours, such as early mornings, evenings, and weekends; if passengers face long travel, transfer, or wait times; and if trip schedules are unreliable. Agencies providing these services may operate limited hours by choice or due to limited resources. Employment opportunities in particular can be hard to retain if the travel time to and from work is excessive. Reliability is also an acute challenge for medical appointments, which may run later than expected or need to be rescheduled if missed. Those who are ill or have chronic medical conditions may find long waits difficult or even dangerous to withstand.

CURRENT INITIATIVES

In 2019, Metro partnered with Lyft to launch a demand-response pilot program to supplement the Metro system and help those struggling to access transit. For eligible trips, Metro riders can use a discount code on the Lyft app to request a ride to or from select neighborhoods and their bus stop or transit center for just \$1. The program also offers a call-in option to request a Lyft, for those without smartphones.

Specialized Services and Assistance

The fixed-route transit system, which provides curb-to-curb service, may not work for individuals that need specialized services or assistance. Due to the nature of their disability or condition, some individuals may need a travel companion or orientation specialist to help them get around. Others may require door-to-door or door-through-door service that provides assistance getting to and from the vehicle or even carrying groceries into their home. Those who are able to use fixed-route service may struggle without certain passenger amenities, such as restrooms on a long trip, or shelter in extreme weather. Agencies providing greater assistance or customized transportation services may be limited in the type of trips that can be provided, such as recreational and shopping trips, due to requirements of their funding source.



Driver Recruitment and Retention

A pool of reliable and qualified drivers is critical to providing any type of transportation service. Some transportation services provided to seniors and individuals with disabilities may entail additional duties on the part of the driver which requires additional training. This can include helping customers on and off the vehicle, understanding and assisting those with certain disabilities, and even building relationships and trust with regular

customers. It requires an ongoing effort to balance efficiency and empathy. Many transportation providers face challenges in recruiting and retaining drivers. Training and licensing drivers can be time-consuming and costly to the provider, which can be exacerbated by low wages and high turnover. Even providers that rely on volunteer drivers can struggle to attract and incentivize a volunteer database large enough to meet customer needs.

Vehicle Accessibility and Availability

Providers and customers both suffer if vehicles are inaccessible, or if accessible vehicles are not available. Vehicles can be inaccessible if there is no physical infrastructure such as sidewalks and curb ramps in place to access a bus or transit stop, but also if the vehicle itself is inadequate or lacking accessible equipment such as sufficient wheelchair lifts, audio and/or visual displays, or simplified fare payment systems. Vehicle availability can be affected by grant and procurement procedures. For example, the preferred vehicle type may not be allowable under certain grant requirements, or delivery of new vehicles may be delayed despite the immediate need. Ensuring that vehicles are available when needed and properly equipped to handle passenger volume or special needs can help to control costs and improve service efficiency.



Scheduling Requirements

Some providers require advance reservations, making it difficult to reach a doctor for a same-day appointment because of an urgent or unexpected illness. Taxi services may be more readily available, but can be cost-prohibitive to users. Providers may also struggle to coordinate trips in an efficient manner when they are receiving disparate or inflexible requests.

INSTITUTIONAL

Rules, regulations, and requirements that govern transportation service provision differ between agencies and jurisdictions. Although these institutional policies are often put in place to ensure compliance and safety, they can also lead to inefficient delivery of services. Gaps arise when disparate regulatory systems silo services and restrict or complicate opportunities for coordination.

Service Fragmentation

Service fragmentation develops when providers focus on their own missions and client base. This can result in the duplication of services, inefficient use of vehicles, and poor service quality. Unfortunately, there are many challenges and barriers to service coordination. For example, concerns about insurance coverage may affect a provider's ability or willingness to share vehicles, rides, or drivers. Jurisdictional boundaries, whether by municipality, county, or even state, can also create barriers and disrupt longer distance trips in particular. Although many providers fulfill a specific and unique transportation need, the smaller the scope of an agency's services, the more fragmented the regional network becomes.

Funding Restrictions

Funding sources, as well as their eligibility criteria and restrictions on fund usage, can create siloed, fragmented services. Restrictions on who can be served and the geographic service area can make it difficult to provide the most efficient service. Providers may also be concerned that coordinating with other agencies or transporting someone who is not their client could jeopardize their funding and not be willing to take that risk.

Cross-Sector Connections

Transportation is integral to accessing jobs, housing, healthcare, and a host of other necessities. Funding and other resources, however, are typically administered through a large network of separate agencies – federal, state, and local – making it challenging to coordinate basic needs for those who require assistance. For example, the U.S. Department of Housing and Urban Development (HUD) can fund housing for low-income assisted living, but will not fund transportation for those living in these residences.

CURRENT INITIATIVES

Bi-State Development, in partnership with St. Louis County Department of Public Health, launched the Gateway to Better Health pilot program in 2012. The program provides free NEMT to medical appointments for qualified individuals, as well as a mobile health clinic that offers health screenings at select MetroLink stations in north St. Louis County. This type of program helps to bridge the gap between healthcare and transportation spending. The program has been funded until 2022 through the FTA Rides to Wellness Demonstration and Innovative Coordinated Access and Mobility grant.

AWARENESS

Being aware of the full range of transportation services available in the St. Louis region enables individuals to make informed choices about how to get around. It also allows providers to coordinate with other agencies to reduce service overlaps, pool resources, and make passenger referrals as necessary. Gaps occur when individuals and providers make transportation decisions without being fully aware of all their options.

Lack of Service Information

Since there is a large volume and variety of transportation services in the St. Louis region, it can be difficult for individuals and agencies to know all of the transportation options available to them. Barriers to information can take many forms and impact both providers and customers. For example, limited budgets for agencies to advertise and market their services could mean individuals in need of a ride aren't aware these services exist. If agencies aren't aware of what services other agencies are

providing, they may not be able to make referrals. Information about available options can be complex and hard to navigate, especially if there is no clear point of contact for that service, making it difficult to understand what options might fit an individual's needs. Language barriers, such as limited English proficiency (LEP), add another layer of difficulty.

Personal Safety

Individuals may have a number of concerns over their personal safety when it comes to making travel arrangements. Some may not feel familiar enough with the fixed-route transit system to navigate the fares, routes, and schedules on their own. Others may perceive public transit as being unsafe, be worried about walking down a dark or busy road to get to the bus stop, or afraid of getting stranded in an unfamiliar place. Still others have medical conditions or concerns that make it uncomfortable or even dangerous to travel for too long or under certain conditions. Being aware of how to navigate these services, and what to do in difficult or emergency situations can go a long way in helping people feel comfortable and confident in getting where they need to go.



Agency Communication and Coordination

Successful coordination efforts require ongoing communication and establishing relationships between agencies. Without a centralized and comprehensive source for information on providers, vendors, grant opportunities, or related issues, it can be difficult for agencies to stay aware of what is going on in the region.

CURRENT INITIATIVES

The Disability Transportation Resource Network, coordinated by Bi-State Development, was initiated in 2016 in response to the CHSTP goal to encourage coordination between agencies. The network meets quarterly and provides a forum in which agencies can make connections, share information, and discuss shared challenges and potential collaborations.

TECHNOLOGY

Technology has evolved rapidly in recent years – particularly in the transportation sector – and has the potential to positively transform how people get around and engage with their communities. Gaps occur when certain individuals or populations are not able to benefit equitably from technological advancements in transportation.

Transportation Network Companies (TNCs)

TNCs are app-based, ride-hailing companies such as Uber and Lyft. While technology companies moving into the transportation business has presented a significant opportunity to improve mobility, it comes with new and unique challenges. Ride-hailing companies do not have to meet the stringent accessibility requirements that other transportation providers are held to, which can lead to a lack of accessible vehicles and/or drivers that may not know how to address the needs of seniors and individuals with disabilities. The cost of these services can also be a barrier to users.

Standardized Software

Providers often use different software platforms, despite offering similar services. Lack of standardization and interconnectedness can complicate opportunities for coordination or referrals. Integration can help create a more seamless experience for nearly every aspect of the process –

applications for funding, trip scheduling, routing, dispatching, fare collection, customer intake, new driver onboarding, and more. However, start-up costs for some shared transportation systems can be prohibitively high for providers.

Personal Technology

Many newer and more convenient transportation services rely on customers having access to personal technologies such as a smartphone, computer, or home internet access. However, those living on fixed incomes may not be able to afford these technologies, making it difficult to use these services. Furthermore, mobile access or other options may not extend to all services that an agency provides, such as paratransit. As online services and delivery options expand, there is the potential to eliminate the need for some trips altogether. While this can help people access prescriptions, healthcare, and other essentials, for example, it must also be balanced with goals of reducing isolation and keeping individuals engaged with their community.



Source: Madison County Transit

ENVIRONMENTAL AND SOCIAL

A variety of environmental and social factors influence an individual's mobility and transportation needs. Physical infrastructure, public policies, and demographic trends all shape our environment and impact accessibility. Gaps develop when communities and social programs do not adequately support the needs of seniors and individuals with disabilities.

Accessible Infrastructure

A lack of accessible infrastructure – such as rough sidewalk conditions, missing sidewalk segments, unsafe street crossings, non-ADA compliant curb ramps, lack of bus stop amenities, and inadequate signage and lighting – can make it difficult or prevent seniors and individuals with disabilities from accessing needed transportation options. Riding public transit is typically more affordable than specialized transportation services, but is inadequate if the user cannot access a bus stop because of the physical infrastructure. Weather can also be a major impediment, as sidewalks can become dangerous or inaccessible if snow or ice has not been removed. The lack of a bus shelter or bench can make it difficult for seniors and individuals with disabilities to wait for the bus, particularly during rainy or hot weather.



Population Changes

Changing demographics are leading to an aging population, which is a trend seen nationally as well as locally. People are living longer and often requiring more medical care in later years. Many seniors are unprepared or underprepared for retirement and often working until later in life or not retiring at all. As such, demand for transportation to and from work and medical appointments is increasing, even as funding for such services is stagnant or decreasing. Furthermore, many seniors express a desire to age in place, which the U.S. Centers for Disease Control and Prevention define as "the ability to live in one's own home and community safely, independently, and comfortably, regardless of age, income, or ability level." This gap is likely to grow as long as this discrepancy between demographic trends and investment priorities continues.

CURRENT INITIATIVES

In 2015, St. Louis County completed their Age-Friendly Community Action Plan. This need for this plan was recognized a few years earlier, when research and development for the county's strategic plan identified the aging population as an emerging issue to be further analyzed. The plan examines many of the same environmental and social issues outlined above. One of the four focus areas of the plan is "Mobility and Accessibility," which establishes concrete goals and actions the county can take to improve transportation options for seniors.

Land Use

At the regional level, new housing and employment centers are often developed outside of the urban core and transit system, creating spatial gaps in suburban and rural locations that often lack service and infrastructure for people walking and taking transit. On a smaller scale, local zoning that separates land uses (residential, commercial, industrial, etc.) puts homes and residents further from their destinations, whether that is grocery stores, hospitals, or city hall. Although land use affects travel patterns for everyone in the region, sprawl and auto-dependency may be even more disruptive for seniors and individuals with disabilities.

SECTION 6: GOALS AND STRATEGIES

The following goals and strategies were developed with assistance from the Stakeholder Committee, surveys, and other feedback. Each of the six overarching goals corresponds to one of the six identified gap areas, with specific strategies that are intended to address and alleviate these gaps. It should be noted that there can be overlap between gaps and certain strategies may apply to multiple gaps. Based on stakeholder input, goals and strategies are listed in order of priority, first by goal, then by strategy. These strategies guide advocacy efforts and transportation investment in the St. Louis region through the Section 5310 program. Applications submitted for Section 5310 funding must be responsive to at least one of the goals and corresponding strategies. **Table 8** categorizes these same strategies as high, medium, or lower priority and indicates which different gaps they could address, depending on the details of the proposed project.

Other innovative strategies or activities not explicitly listed below can still be eligible for Section 5310 funding, as long as the proposed project meets federal requirements and can demonstrate that it addresses the identified gaps and overarching goals. More generally, these goals and strategies seek to enhance mobility for seniors and individuals with disabilities in the region, and as such, are also applicable to other transportation projects not receiving Section 5310 funding.

GOAL 1: COST

Increase investment in transportation services that meet the existing and growing needs of the region.

1. Sustain existing services where there are continued needs, by maintaining or replacing vehicles and equipment that are beyond their useful life, or other means.
2. Establish a central resource for all grant and funding assistance opportunities available for human service transportation and related services.
3. Improve communication between funders and human service transportation providers, including identifying ways to make the Section 5310 funding process more efficient.
4. Seek out public/private partnerships for new funding opportunities, local match support, and grant writing assistance.
5. Advocate for more flexible federal and state funding to support the maintenance and operations of existing fleets.
6. Support rider subsidy and voucher programs tailored to meet the needs of seniors and individuals with disabilities.

GOAL 2: LOGISTICS

Improve the tools that agencies and individuals use to provide or access quality transportation.

1. Provide new or expanded service to underserved geographic areas or populations.
2. Make transportation services more frequent, reliable, and timely for those who cannot drive (*cross-jurisdictional transportation, urgent and same day trips*).
3. Work with ride-share companies to increase the number of accessible vehicles available in the region.
4. Develop new and expand existing resources to better manage driver demand (*centralized staffing agency, volunteer driver programs and incentives*).
5. Expand evening and weekend service hours, where demand warrants.

6. Support wage increases, standardized training, career development opportunities, and recognition programs to improve driver recruitment and retention.
7. Support mobility management to provide centralized information, encourage referrals, and manage demand across a variety of transportation services (*MO RIDES, United Way 211*).
8. Expand the availability of specialized or assisted transportation services (*travel training programs, door-through-door service, bus buddy program*).
9. Increase passenger amenities at transit stops and add real-time information kiosks.

GOAL 3: INSTITUTIONAL

Reduce barriers to coordination among agencies by supporting program and funding flexibility.

1. Work with funding partners to reduce silo-type transportation restrictions and support flexible service options.
2. Expand institutional definitions to open up opportunities for cross-sector collaboration (*Medicaid transportation to get groceries*).
3. Assess the feasibility of vehicle sharing policies and cost sharing agreements.
4. Address issues with insurance formulas to reduce costs and enable coordination.

GOAL 4: TECHNOLOGY

Ensure that people of all ages and abilities benefit equitably from advancements in technology.

1. Deploy technologies to improve trip management and service efficiency for both providers and customers (*scheduling, routing, one-call systems, fare collection*).
2. Develop software platforms that can serve a pool of agencies to meet shared needs.
3. Explore opportunities for personal technologies (*smartphones, computers, internet access*) to provide public health benefits.

GOAL 5: AWARENESS

Grow ridership and reduce service overlaps by expanding awareness of available transportation options.

1. Create new and maintain existing partnerships and committees to facilitate ongoing communication between agencies and regularly address issues identified in the CHSTP (*CHSTP Implementation Group, Disability Transportation Resource Network*).
2. Increase disability awareness among public/elected officials, as well as the general public.
3. Build partnerships to promote regional transit campaigns (*Citizens for Modern Transit's Ten Toe Express and Try and Ride Program*).

GOAL 6: ENVIRONMENTAL AND SOCIAL

Support the development of an accessible built environment and social programs that foster independence.

1. Promote walkable communities through supportive land uses, higher accessibility standards, and improved pedestrian access to public transit.
2. Educate local governments, developers, and the public about the transportation needs of seniors and individuals with disabilities (*changing demographic and land use trends*).
3. Provide first/last mile connections to transit (*shuttle service, ride-sharing*).



Table 8: Strategy Prioritization

Strategies	Gap(s) Addressed					
	Cost	Logistics	Institutional	Awareness	Technology	Enviro. & Social
High Priority						
Sustain existing services where there are continued needs	✓	✓				
Establish a central resource for all grant and funding assistance opportunities	✓			✓	✓	
Provide new or expanded service to underserved geographic areas or populations		✓				✓
Make transportation services more frequent, reliable, and timely		✓				
Work with ride-share companies to increase the number of accessible vehicles		✓				
Develop new and expand existing resources to better manage driver demand		✓		✓	✓	
Work with funding partners to reduce silo-type transportation restrictions	✓		✓			
Deploy technologies to improve trip management and service efficiency		✓			✓	
Create new and maintain existing partnerships and committees				✓		
Promote walkable communities						✓
Medium Priority						
Improve communication between funders and human service transportation providers	✓			✓		
Seek out public/private partnerships for new funding opportunities	✓			✓		
Expand evening and weekend service hours, where demand warrants		✓				
Support wage increases, training, and other programs to improve driver recruitment and retention		✓	✓			
Support mobility management to manage demand across a variety of transportation services				✓		
Expand institutional definitions to open up opportunities for cross-sector collaboration			✓			
Develop software platforms that can serve a pool of agencies to meet shared needs				✓	✓	
Increase disability awareness among public/elected officials, as well as the general public				✓		✓
Education on the transportation needs of seniors and individuals with disabilities				✓		✓
Lower Priority						
Advocate for more flexible federal and state funding to support maintenance and operations	✓		✓			
Support rider subsidy and voucher programs	✓					
Expand the availability of specialized or assisted transportation services		✓				
Increase passenger amenities at transit stops and add real-time information kiosks		✓		✓	✓	✓
Assess the feasibility of vehicle sharing policies and cost sharing agreements			✓	✓		
Address issues with insurance formulas to reduce costs and enable coordination			✓			
Explore opportunities for personal technologies to provide public health benefits					✓	
Build partnerships to promote regional transit campaigns				✓		✓
Provide first/last mile connections to transit		✓				✓

SECTION 7: SECTION 5310 COMPETITIVE SELECTION

Projects submitted for Section 5310 funding are evaluated and recommended for funding using a competitive selection process. The project must meet the minimum federal requirements set by FTA and also perform well according to the selection criteria established by the agency through which they are applying.

SECTION 5310 ELIGIBILITY REQUIREMENTS

For a proposed project to be considered for Section 5310 funding in the St. Louis, MO-IL UZA, it must first meet the minimum federal requirements outlined below.

- The project sponsor must meet the sub-recipient criteria as defined in the Section 5310 Circular.
- The proposed project must be eligible for Section 5310 funding under FTA guidelines.
- The proposed project must serve the target population – seniors and/or individuals with disabilities.
- The proposed project must be non-duplicative.
- The proposed project must identify one or more local funding sources and provide evidence that the source(s) are committed to supplying the necessary local match for the project.
- The proposed project must address at least one of the strategies identified in the CHSTP.

EAST-WEST GATEWAY SELECTION CRITERIA

EWG's selection criteria has been designed to reflect the priorities established in the region's CHSTP as well as federal program objectives. Project applications can receive up to the maximum of 100 points, but must receive a minimum of 55 points in order to be considered for funding. Applications will be scored and points awarded based on the selection criteria summarized below.

Responsiveness to CHSTP Gaps and Strategies – 25 Points

- Responsiveness in addressing the gaps identified in the CHSTP (10)

- Number of strategies the project addresses and how well the project responds to the strategies in the CHSTP (10)
- Clear description of the project and how it meets eligibility requirements (5)

Benefits to Target Population – 25 Points

- Estimated number of seniors and/or individuals with disabilities that the project will benefit (5)
- Demonstrates improved benefits to target population over time (5)
- More than one jurisdiction served (5)
- Needs of more than one target population addressed (5)
- Extent to which the service or program is open to the target populations (5)

Sponsor Experience and Management – 23 Points

- Sufficient management, staff, resources, and financial ability to implement the project and to sustain the project after initial grant funding is expended (7)
- Experience in managing transportation services for seniors and/or individuals with disabilities (5)
- History of managing federal funding sources (5)
- Stability of local match funding source(s) (3)
- Ability to quantify clear and measurable outcomes to track the effectiveness of the project (3)

Coordination and Awareness – 22 Points

- Clear description of existing transportation services available and how the project will complement, rather than duplicate, those services (5)
- Demonstration of partners and stakeholders involved with project and applicant's role in providing service (5)
- Extent to which applicant will ensure service coordination (5)
- Documentation of effort to notify local transportation providers of intent to apply (5)
- Extent to which clients and/or the public are informed about the service or program, or how it is marketed (2)



Project Budget – 5 Points

- How efficiently the project provides benefits to the users – the cost per customer served (5)

IDOT SELECTION CRITERIA

IDOT's selection criteria applies to projects seeking funds for Section 5310 Traditional projects in the Illinois portion of the St. Louis region. Applications will be scored and points awarded based on the selection criteria summarized below. For certain criteria, projects may be evaluated in comparison to the statewide applicant pool or according to local administrative review.

Level of Existing Service – 4 Points

- Availability of service on a daily and weekly basis.

Equipment Utilization – 4 Points

- The amount of demonstrated use vehicles receive, based on vehicle miles traveled (VMT) or one-way vehicle trips per day.

Asset Maintenance – 4 Points

- Ability to preserve and maintain vehicles throughout their useful life.

Management Capacity – 4 Points

- Ability to manage and administer an effective transportation program from financial planning and staff training perspectives.

Coordination Efforts – 4 Points

- Willingness and ability to coordinate with other service providers at a local and/or regional level.

APPENDIX A: SECTION 5310 ELIGIBLE ACTIVITIES

Section 5310 funds are available for capital and operating expenses to support the provision of transportation services to meet the specific needs of seniors and individuals with disabilities.

Section 5310(b) provides that of the amounts apportioned to states and designated recipients, not less than 55% shall be available for Section 5310 Traditional projects – those public transportation capital projects planned, designed, and carried out to meet the specific needs of seniors and individuals with disabilities when public transportation is insufficient, unavailable, or inappropriate. Notably, this 55% is a floor, not a ceiling – recipients may use more than 55% of their apportionment for this type of project.

It should be noted that these projects must be carried out by an eligible sub-recipient, which include a private non-profit organization; or a state or local government authority that: 1) is approved by a state to coordinate services for seniors and individuals with disabilities; or 2) certifies that there are no non-profit organizations readily available in the area to provide the service.

Eligible capital expenses that meet the 55% requirement:

- a. Rolling stock and related activities for Section 5310-funded vehicles
 - 1) Acquisition of expansion or replacement buses and vans, and related procurement, testing, inspection, and acceptance costs;
 - 2) Vehicle rehabilitation or overhaul;
 - 3) Preventive maintenance;
 - 4) Radios and communication equipment; and
 - 5) Vehicle wheelchair lifts, ramps, and securement devices.
- b. Passenger facilities related to Section 5310-funded vehicles
 - 1) Purchase and installation of benches, shelters, and other passenger amenities.
- c. Support facilities and equipment for Section 5310-funded vehicles
 - 1) Extended warranties that do not exceed the industry standard;
 - 2) Computer hardware and software;
 - 3) Transit-related intelligent transportation systems (ITS);
 - 4) Dispatch systems; and

- 5) Fare collection systems.
- d. Lease of equipment when lease is more cost effective than purchase.
- e. Acquisition of transportation services under a contract, lease, or other arrangement. This may include acquisition of ADA-complementary paratransit services. Both capital and operating costs associated with contracted services are eligible capital expenses.
- f. Support for mobility management and coordination programs among public transportation providers and other human service agencies providing transportation. Mobility management is an eligible capital cost. Mobility management activities may include:
 - 1) The promotion, enhancement, and facilitation of access to transportation services, including the integration and coordination of services for individuals with disabilities, seniors, and low-income individuals;
 - 2) Support for short-term management activities to plan and implement coordinated services;
 - 3) The support of state and local coordination policy bodies and councils;
 - 4) The operation of transportation brokerages to coordinate providers, funding agencies, and passengers;
 - 5) The provision of coordination services, including employer-oriented transportation management organizations' and human service organizations' customer-oriented travel navigator systems and neighborhood travel coordination activities such as coordinating individualized travel training and trip planning activities for customers;
 - 6) The development and operation of one-stop transportation traveler call centers to coordinate transportation information on all travel modes and to manage eligibility requirements and arrangement for customers among supporting programs; and
 - 7) Operational planning for the acquisition of intelligent transportation technologies to help plan and operate coordinated systems inclusive of geographic information systems (GIS) mapping, global positioning system technology, coordinated vehicle scheduling, dispatching and monitoring technologies, as well as technologies to track costs and billing in a coordinated system, and single smart customer payment

systems. (Acquisition of technology is also eligible as a standalone capital expense).

- g. Capital activities (e.g., acquisition of rolling stock and related activities, acquisition of services, etc.) to support ADA-complementary paratransit service may qualify toward the 55% requirement, so long as the service is provided by an eligible recipient/sub-recipient.

Other eligible capital and operating expenses “New Freedom Type projects” (up to 45%):

- a. Public transportation projects (capital only) planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable.
- b. Public transportation projects (capital and operating) that exceed the requirements of the ADA. The following activities are examples of eligible projects meeting the definition of public transportation service that is beyond the ADA.
 - 1) Enhancing paratransit beyond minimum requirements of the ADA. ADA-complementary paratransit services can be eligible under the Section 5310 program in several ways:
 - i. Expansion of paratransit parameters beyond the three-fourths mile required by the ADA;
 - ii. Expansion of current hours of operation for ADA paratransit services that are beyond those provided on the fixed-route services;
 - iii. The incremental cost of providing same day service;
 - iv. The incremental cost (if any) of making door-to-door service available to all eligible ADA paratransit riders, but not on a case-by-case basis for individual riders in an otherwise curb-to-curb system;
 - v. Enhancement of the level of service by providing escorts or assisting riders through the door of their destination;
 - vi. Acquisition of vehicles and equipment designed to accommodate mobility aids that exceed the dimensions and weight ratings established for wheelchairs under the ADA regulations, 49 CFR part 38 (i.e., larger than 30” x 48” and/or weighing more

than 600 pounds), and labor costs of aides to help drivers assist passengers with oversized wheelchairs. This would permit the acquisition of lifts with a larger capacity, as well as modifications to lifts with a 600-pound design load, and the acquisition of heavier duty vehicles for paratransit and/or demand response service in order to accommodate lifts with a heavier design load; and

- vii. Installation of additional securement locations in public buses beyond what is required by the ADA.
 - 2) Feeder services. Accessible “feeder” service (transit service that provides access) to commuter rail, commuter bus, intercity rail, and intercity bus stations, for which complementary paratransit service is not required under the ADA.
- c. Public transportation projects (capital and operating) that improve accessibility. The following activities are examples of eligible projects that improve accessibility to the fixed-route system.
 - 1) Making accessibility improvements to transit and intermodal stations not designated as key stations. Improvements for accessibility at existing transportation facilities that are not designated as key stations established under 49 CFR 37.47, 37.51, or 37.53, and that are not required under 49 CFR 37.43 as part of an alteration or renovation to an existing station, so long as the projects are clearly intended to remove barriers that would otherwise have remained. Section 5310 funds are eligible to be used for accessibility enhancements that remove barriers to individuals with disabilities so they may access greater portions of public transportation systems, such as fixed-route bus service, commuter rail, light rail, and rapid rail. This may include:
 - i. Building an accessible path to a bus stop that is currently inaccessible, including curb cuts, sidewalks, accessible pedestrian signals, or other accessible features;
 - ii. Adding an elevator or ramps, detectable warnings, or other accessibility improvements to a non-key

- station that are not otherwise required under the ADA;
 - iii. Improving signage or wayfinding technology; or
 - iv. Implementation of other technology improvements that enhance accessibility for people with disabilities including ITS.
 - 2) Travel training. Training programs for individual users on awareness, knowledge, and skills of public and alternative transportation options available in their communities. This includes travel instruction and travel training services.
- d. Public transportation alternatives (capital and operating) that assist seniors and individuals with disabilities with transportation. The following activities are examples of projects that are eligible public transportation alternatives.
 - 1) Purchasing vehicles to support accessible taxi, ride-sharing, and/or vanpooling programs. Section 5310 funds can be used to purchase and operate accessible vehicles for use in taxi, ride-sharing, and/or vanpool programs provides that the vehicle meets the same requirements for lifts, ramps, and securement systems specified in 49 CFR part 38, subpart B, at a minimum, and permits a passenger whose wheelchair can be accommodated pursuant to part 38 to remain in his/her personal mobility device inside the vehicle.
 - 2) Supporting the administration and expenses related to voucher programs for transportation services offered by human service providers. This activity is intended to support and supplement existing transportation services by expanding the number of providers available or the number of passengers receiving transportation services. Vouchers can be used as an administrative mechanism for payment of alternative transportation services to supplement available public transportation. The Section 5310 program can provide vouchers to seniors and individuals with disabilities to purchase rides, including: (a) mileage reimbursement as part of a volunteer driver program; (b) a taxi trip; or (c) trips provided by a human service agency. Providers of transportation can submit the voucher reimbursement to the recipient for payment based on predetermined rates and contractual agreements. Transit passes or vouchers for use on existing fixed-route or ADA complementary paratransit service are not eligible. Vouchers are an operational expense which requires a 50/50 (federal/local) match.
- 3) Supporting volunteer driver and aide programs. Volunteer driver programs are eligible and include support costs associated with the administration, management or driver recruitment, safety, background checks, scheduling, coordination with passengers, other related support functions, mileage reimbursement, and insurance associated with volunteer driver programs. The costs of enhancements to increase capacity of volunteer driver programs are also eligible. FTA encourages communities to offer consideration for utilizing all available funding resources as an integrated part of the design and delivery of any volunteer driver/aide program.
- e. Limits on operating assistance. Given the 55% requirement for Section 5310 Traditional capital projects, a recipient may allocate up to 45% of its apportionment for operating assistance. However, this funding is limited to eligible projects as described in 49 U.S.C 5310(b)(1)(B-D) and described in this section (b, c, and d) above. Operating assistance for required ADA complementary paratransit service is not an eligible expense.

The work that provided the basis of this publication was supported, in part, by a grant provided from the U.S. Department of Transportation through Bi-State Development. The opinions, findings, and conclusions expressed in this publication are those of the author and not necessarily those of Bi-State Development or the Federal Transit Administration.

East-West Gateway Council of Governments (EWG) hereby gives public notice that it is the policy of the agency to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice, and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America, on the grounds of race, color, or national origin, shall be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which EWG receives federal financial assistance. Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with EWG. Any such complaint must be in writing and filed with EWG's Title VI Coordinator within one hundred eighty (180) calendar days following the date of the alleged discriminatory occurrence. For more information, or to obtain a Title VI Nondiscrimination Complaint Form, please see EWG's website at www.ewgateway.org/titlevi or call (314) 421-4220 or (618) 274-2750.



EAST-WEST GATEWAY
Council of Governments

Creating Solutions Across Jurisdictional Boundaries

East-West Gateway Council of Governments
One S. Memorial Drive, Suite 1600
St. Louis, MO 63102
314-421-4220
618-274-2750
314-231-6120 (fax)
www.ewgateway.org