

Florida Commission for the



**Transportation  
Disadvantaged**

# 2020 Annual Performance Report

January 1, 2021



Prepared by:  
Florida Commission for the Transportation Disadvantaged  
605 Suwannee Street, MS-49  
Tallahassee, Florida 32399-0450

[www.fdot.gov/ctd/](http://www.fdot.gov/ctd/)

Phone - (850) 410-5700

Toll Free - (800) 983-2435

FAX - (850) 410-5751

DRAFT



## **OUR MISSION**

To ensure the coordination of transportation service that enhances access to employment, health care, education, and other life-sustaining activities for older adults, persons with disabilities, people with low incomes and at-risk children who are dependent on others for transportation.



DRAFT

# TABLE OF CONTENTS

---

EXECUTIVE SUMMARY ..... 1

INTRODUCTION ..... 2

OVERVIEW OF THE COORDINATED SYSTEM ..... 4

CTD GRANT PROGRAMS ..... 6

2019-2020 ACCOMPLISHMENTS ..... 10

2019-20 PERFORMANCE REPORT ..... 14

FUTURE OF THE COORDINATED SYSTEM ..... 18

## EXECUTIVE SUMMARY

---

Transportation plays a critical role in supporting an individual's ability to be independent and contribute to the community. For many Floridians who are transportation disadvantaged due to age, disability, or low-income, transportation is a significant barrier to access critical activities in their community, including employment, health care, education, and other quality of life activities.

The Florida Commission for the Transportation Disadvantaged (CTD) ensures the availability of transportation services for these individuals across the state. This is accomplished through "coordinated transportation," where CTD works with state and local partners to deliver transportation services to the Transportation Disadvantaged (TD) population. These services are collectively provided through the Coordinated Transportation System.

Each year, CTD presents a report to the Governor and Legislature on the Coordinated System's performance in serving the TD population during the previous state fiscal year. The 2020 Annual Performance Report provides an overview of the system and performance of TD services between July 1, 2019, and June 30, 2020. The content and datasets within this report provide two distinct, but coinciding perspectives:

- 1) A **macro-level, systemwide** overview of the services provided by the Coordinated System, captured in each county's Annual Operating Report (AOR); and
- 2) A **micro-level, programmatic** overview of services funded by CTD, which support trips "not sponsored" by any other agency within the Coordinated System.

The second perspective, captured by invoice data on trips purchased through the CTD Trip & Equipment (T&E) Grant program, was added as a new feature in this year's Annual Performance Report. This was in response to findings from the Commission's 2020 Funding Allocation Study, which recommended the use of T&E Grant invoices as more reliable dataset (compared to the AOR) for the purpose of allocating CTD funding based on performance measures.

As Florida continues to grow and become more mobile, CTD and its partners are committed to promoting service innovations that adapt to the economic changes within the transportation industry and respond effectively to the unique needs of the TD population in the 2020s. This report highlights major accomplishments toward achieving this goal in Fiscal Year (FY) 2019-2020, including the system's response to the service impacts from COVID-19.

The 2020 Annual Performance Report concludes with a discussion of plans for improving the quality of data reported in future reports.

## **INTRODUCTION**

---

The Florida Legislature created the Commission for the Transportation Disadvantaged (CTD) in 1989 to support the coordination of transportation services for Floridians who are transportation disadvantaged. The authority of CTD is derived from Chapter 427, Florida Statutes (F.S.), and Rule 41-2, Florida Administrative Code (F.A.C.).

Florida’s “Transportation Disadvantaged” (TD) population is defined in s. 427.011(1), F.S., as those persons who because of physical or mental disability, income status, or age, are unable to transport themselves or to purchase transportation and are, therefore, dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities, or children who are high-risk as defined in s. 411.202, F.S.

CTD accomplishes its mission through “coordinated transportation,” where it arranges the provision of transportation services through qualified Community Transportation Coordinators or transportation operators in every county of the state. The goal of this coordination is to ensure these services are delivered in a cost-effective and efficient manner and reduce fragmentation or duplication of services (s. 427.011(11), F.S.).

CTD works with state and local partner agencies to purchase (i.e., “sponsor”) transportation services for their TD eligible constituents through the “Coordinated System.” CTD also

administers the Transportation Disadvantaged Trust Fund, where majority of its funds are used by CTD to purchase trips for TD eligible individuals to access activities “not sponsored” by another purchasing agency.

CTD is an independent state agency located within the Florida Department of Transportation (FDOT) that reports directly to the Governor. CTD functions independently from the supervision and direction of FDOT, with its own rule making and budget authority. CTD employs staff in Tallahassee to administer and monitor the statutory requirements for the program.

## **COMMISSION MEMBERSHIP**

The Commission consists of seven (7) voting board members that are all appointed by the Governor, including five (5) business community members and two (2) members who have a disability and have been served by the Coordinated System. One of these members must be over 65 years of age. In addition, the Secretaries or Executive Directors of the Department of Transportation, Department of Children and Families, Department of Elder Affairs, Agency for Health Care Administration, the Departments of Economic Opportunity, Department of Veterans’ Affairs, Agency for Persons with Disabilities, and a county manager or administrator who is appointed by the Governor, or a senior management level of each, serve as ex officio non-voting advisors to the Commission.



In September 2019, Governor Ron DeSantis appointed two new members to the Commission: Renee Knight and Christinne Rudd. Commissioner Knight, of Middleburg, is the Vice President of community services at ElderSource and represents the business community on the Commission. Commissioner Rudd, of Ocoee, is an advocate and has worked with various organizations that serve persons with disabilities, including the Centers for Independent Living, and represents individuals with disabilities on the Commission.



Dr. Phillip Stevens, Vice-Chairman and Chairman Marion Hart, Florida Commission for the Transportation Disadvantaged (left to right)

| <b>Commission Membership</b>                                       |                                       |
|--|---------------------------------------|
| <b>Commissioners Voting Members</b>                                | <b>Representing</b>                   |
| Marion Hart Jr., <b>Chair</b>                                      | The Business Community                |
| Dr. Phillip Stevens, <b>Vice-Chair</b>                             | The Business Community                |
| Mike Willingham  | The Business Community                |
| Dr. Robin D. Tellez  | The Business Community                |
| Renee Knight   | The Business Community                |
| Christinne Rudd  | User with a Disability                |
| <b>Vacant</b>  | User with a Disability                |
| <b>Ex Officio Members</b>  | <b>Representing</b>                   |
| Kevin J. Thibault, <b>Secretary</b><br>Elizabeth Stutts, Designee  | Department of Transportation          |
| <b>Ken Lawson, Executive Director</b><br>Vacant, Designee          | Department of Economic Opportunity    |
| <b>Chad Poppell, Secretary</b><br>Diane Harris, Designee           | Department of Children and Families   |
| <b>Secretary</b><br>Erica Floyd-Thomas, Designee                   | Agency for Health Care Administration |
| Barbara Palmer, <b>Director</b><br>Kent Carroll, Designee          | Agency for Persons with Disabilities  |
| <b>Richard Prudom, Secretary</b><br>Krysta Carter, Designee        | Department of Elder Affairs           |
| <b>Baddy Burgess, Executive Director</b><br>Dennis Latta, Designee | Department of Veterans' Affairs       |
| <b>** VACANT **</b>  | County Manager or Administrator       |

## OVERVIEW OF THE COORDINATED SYSTEM

The Coordinated System is guided by a philosophy of centralized (statewide) policy development and decentralized (local) implementation. The chart on page \_\_\_ provides a visual representation of the various roles and responsibilities in the Coordinated System described below.

The **Commission for the Transportation Disadvantaged** is the state-level board that develops policies and procedures for the coordination of services to the TD Population. CTD contracts with Community Transportation Coordinators, typically for up to 5 years, to ensure the provision of TD services occur at the local level. While CTD establishes guidelines for TD eligibility within the parameters laid out in Florida Statutes, specific eligibility policies are determined at the local level within such guidelines.

The **Community Transportation Coordinator (CTC)** is responsible for providing and/or contracting for transportation services within a county or multi-county service area. These services may include paratransit trips (which are usually pre-scheduled), door-to-door services provided on a multi-passenger vehicle, on-demand trips (where the CTC may subcontract with a Taxicab or Transportation Network Company to deliver one-on-one trips), and/or bus pass programs, if individuals have and are able to access the fixed route system in their local area.

A CTC can be a public transportation organization (such as a transit authority), a private for-profit transportation company, a not-for-profit human services agency, or a local government entity (see pages \_\_\_ - \_\_\_ for the list of all CTCs). Through a competitive procurement process, the CTC may also contract (i.e., broker) with local **Transportation Operators** to provide TD services in its designated service area. During FY 2019-20, \_\_\_ transportation operators carried out the provision of coordinated transportation services.



As mentioned in the “Introduction,” CTD works with **Purchasing Agencies** to “sponsor” transportation for their TD constituents through the Coordinated System. Some examples of purchasing agencies include programs at the Agency for Health Care Administration, Agency for Persons

with Disabilities, and Department of Elder Affairs. Local government is the largest purchaser of TD services through the Coordinated System (see pie chart on [page \\_\\_\\_](#) for a systemwide breakdown of total revenues received from purchasing agencies).

A CTC may provide “sponsored” transportation for TD eligible individuals on behalf of a purchasing agency, such as trips to medical appointments covered under Florida’s Medicaid Managed Medical Assistance (MMA) program. CTCs that operate fixed bus route services may also serve certain groups within the TD population, such as individuals with disabilities who qualify for complementary paratransit services required by the U.S. Americans with Disabilities Act (ADA). All these services, which fall under the “Coordinated System,” are captured within each county’s Annual Operating Report (AOR), which is compiled by the CTC and submitted to CTD for publication of this report (discussed further in the “2019-20 Performance Report”).

CTD also contracts with **Designated Official Planning Agencies (Planners)** to conduct and coordinate planning activities for the local TD program. This includes development of the local Transportation Disadvantaged Service Plan and review of the AOR submitted by the CTC. The Planner is also responsible for staffing and appointing members of the Local Coordinating Board. The Planner oversees the procurement of the CTC for its designated service area, which it then recommends its designation for CTD approval.

The **Local Coordinating Board (LCB)** serves as a local advisory body to CTD and assists the CTC in identifying the local service needs and providing information, advice and direction on the coordination of TD services. LCBs are chaired by a local elected official and its membership represents local and state stakeholders, including state agencies, riders of the Coordinated System, the public education system, military veterans, the workforce development system, the medical community, and the transportation industry. LCBs meet at least quarterly and assist CTCs and Planners in a variety of activities, including establishing eligibility guidelines and setting trip priorities funded by the TD Program, developing the Transportation Disadvantaged Service Plan, and evaluating the performance of the CTC on an annual basis.

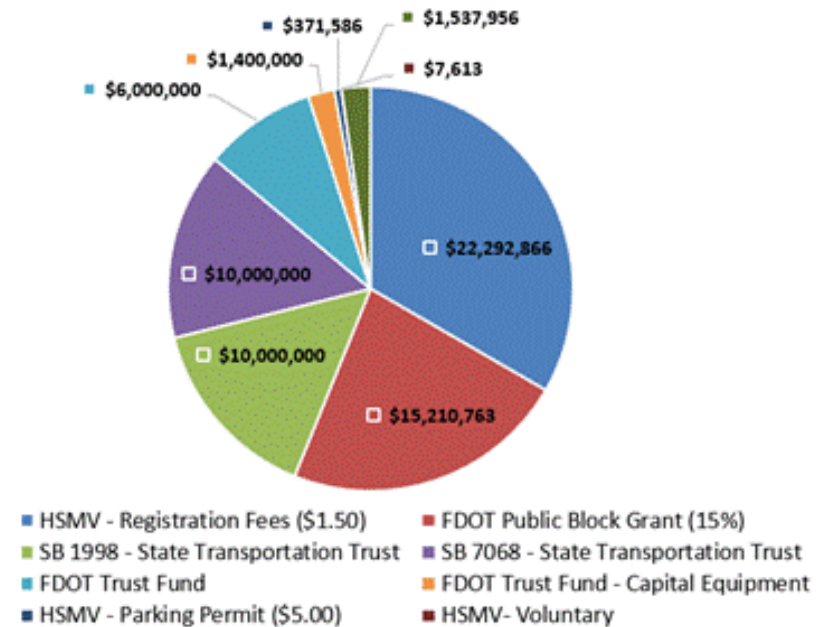
In summary, the Coordinated Transportation System is a manifestation of the hard work and support of elected and appointed officials, transportation professionals, and local partners who dedicate themselves to serve those who are unable to serve themselves.



## CTD GRANT PROGRAMS

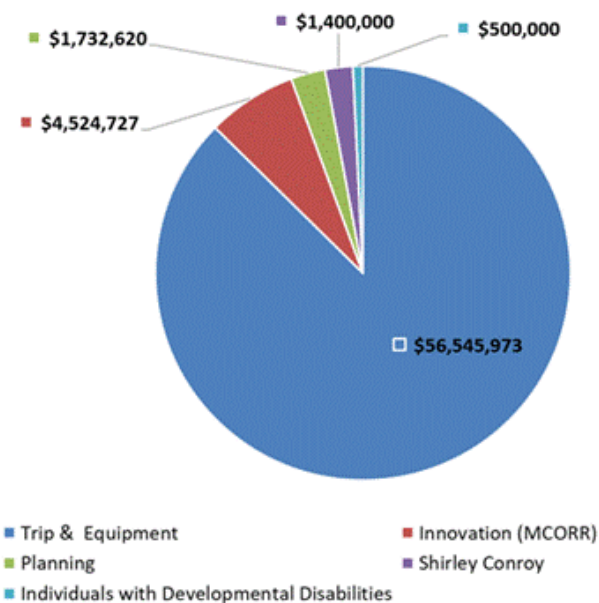
CTD administers several grant programs that are funded through the Transportation Disadvantaged Trust Fund (TDTF). TDTF funds are mostly used to purchase trips for TD eligible individuals to access activities “not sponsored” by other purchasing agencies. In order for an eligible individual to qualify for TDTF non-sponsored services, he or she must, at minimum, demonstrate no availability of any other funding or reimbursement (including self-pay), and no means of any other transportation (including public transit). Using the example discussed in the previous section, an eligible individual may receive “sponsored” trips to medical appointments under the MMA program; however, there may not be a similar funding source for that same individual to access grocery shopping and other life-sustaining activities, where such trips could be reimbursed using TDTF monies.

In FY 2019-20, the Legislature appropriated approximately \$66.8 million to the TDTF. The following pie chart provides a breakdown of the revenues that are deposited within the TDTF. The largest portion of TDTF revenues come from the vehicle registration fees that are paid by residents when they renew their license tag with the State of Florida.



After the Legislature appropriates and Governor approves funding to the TDTF for the fiscal year, CTD awards and disburses the funding through its grant programs. The pie chart on the following page provides a summary of the total funding that was awarded by CTD to each of its grant programs in FY 2019-20. It should be noted that the grant programs require a ten percent (10%) local match from the grant recipient. This match may include revenues from farebox, proceeds from a local tax, etc.

The CTD grant programs are administered under Rule 41-2.014, F.A.C.



## TRIP & EQUIPMENT GRANT PROGRAM

Majority of TD non-sponsored transportation services are funded through the Trip & Equipment (T&E) Grant program. Each year, CTD allocates funding to each CTC to support the delivery of TD services for its designated service area (county or counties). The CTC is reimbursed with the allocated funds after TD services are rendered for the month and certain documentation is submitted to CTD through invoices. CTCs may also use up to 25% of its grant funding to purchase capital equipment in support of TD non-sponsored services. A detailed analysis of T&E Grant services is provided in the “2019-20 Performance Report.”

In the 1990s, CTD established a methodology to allocate funds from the T&E Grant within Rule 41-2.014(5), F.A.C. The methodology consists of two funding components: 1) a **base level of funding** to all counties, based on their equivalent amounts that were allocated in FY 1999-2000, to maintain a certain threshold of service stability from year-to-year; and 2) a **statistical formula** that allocates the remaining funds (not allocated for the base funding) based on four variables (equally weighted at 25%) that measure a county’s inherent demand and performance in serving the TD population:

1. **Total county population** (demand), captured by the U.S. Census Bureau;
2. **Total county area in square miles** (demand), captured by the U.S. Census Bureau;
3. **Total system passenger trips** (performance), captured within the county’s AOR; and
4. **Total system vehicle miles** (performance), captured within the county’s AOR.

In 2020, CTD conducted a study to explore changes to this methodology, including how the funding could more directly account for the performance of T&E Grant funded (TD non-sponsored) services while improving year-over-year stability in base funding. This study is discussed further in the “2019-2020 Accomplishments” section, beginning on [page \\_\\_\\_\\_](#).

## **INNOVATION & SERVICE DEVELOPMENT GRANT PROGRAM**

During the 2019 Legislative Session, the Florida Legislature appropriated \$10 million in recurring funding to the TDTF through the passage of Senate Bill 7068, which created the Multi-Use Corridors of Regional Economic Significance (M-CORES) Program. CTD administers the funding through the Innovation & Service Development (ISD) Grant program in Rule 41-2.014(2)(c), F.A.C.

The M-CORES legislation (s. 338.2278(8)(e), F.S.) directs CTD to award the funding through competitive grants to CTCs and Transportation Network Companies (TNCs) for projects that support cost-effective, door-to-door, on-demand and scheduled transportation services that support at least one of the following objectives:

1. Increase a TD person's access to and departure from job training, employment, health care, and other life-sustaining services;
2. Enhance regional connectivity and cross-county mobility; or
3. Reduce the difficulty in connecting TD persons to a transportation hub and from the hub to their final destination.

In FY 2019-20, CTD awarded approximately \$4.5 million for twenty-one (21) ISD Grant projects. All grant applicants and awardees were CTCs. Although CTD did not receive

applications from TNCs in FY 2019-20, several CTC grant recipients subcontracted with TNCs to deliver services funded by the ISD Grant. Majority of projects provided an “enhanced service” to the existing TD Program, such as extending hours of operation or providing “on-demand” services not currently available to the TD population. Other highlights of the projects funded by the ISD Grant in FY 2019-20 included:

- ❖ At least nine (9) projects provided additional services for eligible individuals to access medical facilities and other health care services, including transportation to dialysis treatment centers in Flagler, Highlands/Okeechobee, Lee, Manatee, Martin, Orange/Osceola/Seminole, and St. Lucie Counties.
- ❖ Seven (7) projects enhanced access to employment or education training activities, including on-demand services for TD riders who work late shift jobs in Pinellas County and trips for eligible students in rural areas to access local community colleges (Alachua, Lafayette and Union Counties).
- ❖ Five (5) projects supported greater cross-county mobility options for TD eligible riders, including trips to the VA hospitals in Tampa and Gainesville for veterans in Citrus County and transportation for senior residents who live in the Barefoot Bay Community (Brevard County) to access social-recreational activities in Indian River County.

The table below provides a summary of all ISD Grant projects that were approved by CTD in FY 2019-20.

**[Insert Table]**

*NOTE: Due to a delay in receiving legislative budget authority to disburse M-CORES funding, CTD was not able to begin awarding ISD Grant funds until November 2019. This delay was compounded by the service impacts of COVID-19 in March 2020, which resulted in a reduction in ridership across all TD Programs (discussed further in the “2019-20 Performance Report”).*

## **PLANNING GRANT PROGRAM**

The Planning Grant program was established to provide funding to Designated Official Planning Agencies (Planners) to assist in planning activities for the local TD program. The grant supports the Planners in carrying out their responsibilities (discussed in the “Overview of the Coordinated System), including preparing and coordinating the Local Coordinating Board (LCB) meetings.

In FY 2019-20, CTD awarded \$1.7 million to twenty-eight (28) Planners, which included supporting the activities of fifty-eight (58) LCBs.

## **“SHIRLEY CONROY” RURAL AREA CAPITAL ASSISTANCE GRANT PROGRAM**

The Florida Department of Transportation (FDOT) transfers \$1.4 million to the TDTF to implement a competitive grant program that provides financial assistance to CTCs for the purchase of capital equipment. The primary focus is to support the purchase of capital in rural areas.

CTCs seeking funding must submit a project proposal, outlining the equipment requested and the amount of funds required to complete the project. The proposal must also provide specific details supporting the need, impact, and value of the project to the Coordinated System.

In FY 2019-20, nineteen (19) projects were awarded totaling \$1.3 million in funding. Capital equipment purchases included vehicles, scheduling software, computer equipment and vehicle maintenance equipment.

## **“ADVANTAGE RIDE” PILOT PROGRAM**

In 2017, CTD, along with the Florida Agency for Persons with Disabilities (APD), chaired a task force to identify strategies to improve transportation experiences for individuals with intellectual or developmental disabilities (IDD). The task force made a series of recommendations to the Legislature, which were published in a report by the Center for Urban Transportation Research (CUTR) at the University of South Florida.

The 2018 Legislature appropriated \$500,000 for CTD to administer a pilot program to support greater mobility options

for individuals with IDD, as defined by s. 393.063, F.S., as part of the recommendations made by the task force. CTD conducted a competitive procurement and selected UZURV, an adaptive transportation network company (TNC), to provide on-demand transportation services for individuals with IDD served by the APD Medicaid Waiver and Waiting List programs in Hillsborough, Manatee, and Pinellas Counties.

The “Advantage Ride” Pilot Program began operation in January 2019. The 2019 Legislature appropriated \$500,000 to continue the pilot for FY 2019-20. The program served approximately 483 individuals and provided over 20,000 trips in calendar year 2019. The program supported trips to various community activities, including employment and other social-recreational activities.

CTD presented a performance report on Advantage Ride to the Florida Legislature on February 1, 2020. The report was prepared by CUTR and highlights the program’s performance in on-demand services and customer satisfaction. **The full report can be accessed at: \_\_\_\_\_.**

## **2019-2020 ACCOMPLISHMENTS**

---

The Coordinated System celebrated the 40<sup>th</sup> Anniversary of the Transportation Disadvantaged program in 2019. As Florida continues to grow and become more mobile, CTD and its partners have committed to promoting service innovations that adapt to the economic changes within the transportation

industry and respond effectively to the unique needs of the TD population in the 2020s. The following sections highlight the milestones that were achieved toward fulfilling this goal in FY 2019-20.

## **T&E GRANT “HOLD HARMLESS” FUNDING**

As mentioned in the previous section, CTD established a methodology in Rule 41-2, F.A.C., to allocate funding to each of the counties for the delivery of TD non-sponsored services each year. In Fiscal Years 2017-18 and 2018-19, the Legislature directed CTD to implement changes to this methodology through legislative proviso. Though these changes impacted certain local CTCs, it did not appear the new methodology had a significant impact on a statewide basis. Therefore, the Legislature did not include these changes in the General Appropriations Act of 2019-20, which resulted in a return to the original methodology established in CTD Rule.

Shortly after the start of FY 2019-20, several local systems experienced a reduction of TD services due to financial losses resulting from the changes in the T&E Grant allocation methodology. On November 25, 2019, the Commission voted to “hold harmless” and restore funding to the counties that experienced a decrease in their allocations to prevent further reduction of services for the fiscal year. During the 2020 Legislative Session, the Legislature included \$4.5 million in non-recurring funding within the General Appropriations Act of 2020-21, which was approved Governor DeSantis, to



continue the “hold harmless” funding for one more year. This ensured a continuation of service stability while CTD developed a new allocation methodology through its rule development process.

Some of the lessons learned from the back-and-forth transition that occurred with the allocation methodologies included the need for stakeholders to gain a deeper and more thorough understanding of the variables within the methodology that contribute to a county’s allocation. Such an understanding would help local systems better prepare for changes to the TD program from year to year. Further, future changes to the methodology should be guided by a set of principles to ensure consistency with the fundamental mission of the TD program. Though any changes to the allocation methodology will result in gains and losses compared to the status quo, it is important that the overriding consideration be to the quantity and quality of transportation available to Florida’s TD population in every area of the state.

CTD applied these lessons in its study to develop a new funding methodology within Rule, which is discussed further in the “2020 Funding Allocation Study” subsection on page       .

## **EMERGENCY PROCUREMENT OF CTCs IN LEE, GLADES & HENDRY COUNTIES**

On February 18, 2020, Good Wheels, Inc., the CTC for Lee, Glades and Hendry Counties, notified CTD and FDOT that it

would be closing offices and no longer providing transportation services effective February 20, 2020. Good Wheels served multiple constituent groups, including the TD non-sponsored riders, Medicaid recipients, individuals with developmental disabilities, and seniors. CTD and FDOT responded swiftly to this sudden announcement by securing a provider network in the impacted counties and ensuring riders experienced minimal service disruptions.

On February 20, 2020, CTD declared LeeTran as the emergency CTC for Lee County and MV Contracted Transportation (MV) as the emergency CTC for Glades and Hendry Counties, effective through June 30, 2020. CTD coordinated with FDOT and local partners to assist these organizations in delivering services immediately upon their CTC designations. Hendry County Board of County Commissioners (BOCC) assisted MV in securing vehicles during the transition of services in Hendry and Glades Counties. LeeTran began providing life-sustaining medical services (i.e., trips to dialysis treatment) without service disruptions. MV began providing life-sustaining services in Glades and Hendry Counties within a week of its CTC designation.

These organizations—FDOT, LeeTran, MV, Hendry County BOCC and other partners that coordinated efforts to secure services in these counties—demonstrated true leadership and effective collaboration in ensuring TD riders continued to receive quality of life services in their community! Both LeeTran and MV agreed to continue serving as emergency

CTCs into FY 2020-21, until a permanent CTC is secured for each designated service area.

*NOTE: The 2019-20 Annual Operating Report only reflects data on systemwide trips that were provided by the emergency CTCs in Lee and Glades/Hendry Counties after February 19, 2020. However, the T&E Grant invoice data does capture TD non-sponsored trips provided by both Good Wheels and the emergency CTCs for these three counties.*

## **RESPONSE EFFORTS TO “COVID-19”**

In March 2020, Governor Ron DeSantis declared a state of emergency and began issuing stay-at-home orders in response to the COVID-19 Coronavirus. As with most sectors of the U.S. economy, the global pandemic negatively impacted the public transportation industry. The Coordinated System began immediately altering its protocols to ensure the cleanliness and safety of both passengers and employees.

Following the emergency orders, the FDOT-Transit Office began facilitating the Florida Transit Emergency Management Team, which included representatives of CTD, the Center for Urban Transportation Research (CUTR), and the Florida Public Transportation Association (FPTA). The team convened weekly and discussed response efforts occurring at the local and state levels, including coordinating any assistance to transit systems that were experiencing difficulties with implementing new safety procedures.

In response to the reduction in demand for TD services, CTD implemented a rescue plan within the T&E Grant program to mitigate some of the corresponding financial losses incurred by the system. The “rescue” amount was based on the percentage of the difference in TD revenue reported on a CTC’s monthly invoice compared to its monthly T&E Grant allocation. This rescue plan was designed to balance providing a certain level of financial relief while incentivizing CTCs to continue providing essential TD services throughout the duration of the pandemic.

The “2019-20 Performance Report” includes an analysis of rescue funds provided to CTCs between March and June 2020, to illustrate the impact on TD service levels during the beginning of the emergency. As of June 30, 2020, CTD reimbursed over \$3.5 million in rescue funds as part of the reimbursement of TD services invoiced by CTCs. As of the publication of this report, CTD continues to administer and monitor the impact of the rescue plan on TD services.

In addition to these efforts, FPTA created a web page ([www.floridatransit.org/coronavirus](http://www.floridatransit.org/coronavirus)) dedicated to providing up-to-date information on response efforts and best practices occurring across local systems. Further, FDOT and CUTR created a Resource Guide for transit system personnel, which included a cleaning and health supply resource list. The Florida Transit Emergency Management Team also hosted listening sessions with stakeholders to provide consistent information to the transit industry. FPTA created a Florida Transit Reopening and Recovery Task Force to explore new

methods, tools, and approaches to reposition the transit industry's essential role in a post-pandemic mobility world.

## 2020 FUNDING ALLOCATION STUDY

In November 2019, CTD announced it would be conducting an independent, in-depth study to explore changes to the Trip & Equipment Grant allocation methodology in Rule 41-2, F.A.C. CTD contracted with Thomas, Howell, Ferguson (THF) to facilitate the study and accomplish three objectives:

1. **An Initial Analysis Report** – Published on June 2, 2020, this report provided an in-depth analysis of the current methodology and an exploration of datasets that could be applied to (or enhanced in) the methodology.
2. **Stakeholder Public Workshops** – THF assisted CTD in facilitating three (3) public workshops during the Summer 2020 to gather input from stakeholders on funding models for future consideration, which were presented in the initial analysis report.
3. **A Final Study Report** – Published and approved by the Commission on August 26, 2020, the report summarized findings from the analysis, input received from stakeholder workshops, and recommended changes to the allocation methodology for CTD to adopt in rule, effective July 1, 2021.

The study report, along with information that was discussed during public workshops, can be accessed on the CTD Allocation Study website at: <https://ctdallocationstudy.com/>.

The study proposed simplifying the methodology into one formula (rather than two distinct funding components), with four variables that use more *precise* estimates or measures of inherent demand, service performance, and base (stability) funding. For performance, the study identified serious concerns with the integrity of AOR data and recommended the use of T&E Grant invoice data as a more reliable measurement of program performance (discussed further in the “2019-20 Performance Report”). Further, while the current methodology provides a certain level of stability in the form of an absolute amount within the base (i.e., a county's allocation from FY 1999-20), it does not provide a minimum threshold of loss a county can anticipate from one year to the next, as discovered during the previous transition of methodologies that led to the “hold harmless” funding.

The study proposed four variables within the revised allocation methodology:

1. **TD Population (Demand)** – Using the U.S. Census Bureau's American Community Survey, allocate funding more directly to the TD eligible population (persons with disabilities, individuals living below poverty, and adults 65 years or older);
2. **Centerline Miles (Demand)** – As an alternative to square miles, allocate funds to a county's total miles of public roads using data from the Federal Highway Administration;

3. **T&E Grant Funded Services (Performance)** – Instead of AOR trips/miles, allocate funds only for TD non-sponsored services using T&E invoice data; and
4. **Base Funding (Stability)** – Add the base as a variable within the formula and allocate funds based on a percentage of a county’s previous year’s allocation (instead of being an absolute amount from FY99-00).

The study also recommended the new methodology allocate a greater percentage of funding to the base variable (60%) and performance variable (30%) to promote year-over-year stability while incentivizing cost-effective delivery of TD non-sponsored services.

## **2019-20 PERFORMANCE REPORT**

---

Section 427.013(13), F.S., requires CTD to submit its Annual Performance Report (APR) to the Governor, President of the Florida Senate, and Speaker of the Florida House by January 1<sup>st</sup> of each year. The APR includes a compilation of performance data on services provided by the Coordinated System from the previous state fiscal year (July 1<sup>st</sup> through June 30<sup>th</sup>), which are collected and reported by the CTCs within their county’s Annual Operating Report (AOR).

As discussed in the previous section, the 2020 Funding Allocation Study cited serious concerns with the integrity of AOR data. In response to these concerns, this year’s APR includes a new section on performance data reported under the Trip & Equipment Grant program in FY 2019-20. The

T&E Grant data is captured on monthly invoices submitted by CTCs to be reimbursed by the grant and includes a more detailed view of the provision of TD non-sponsored transportation funded by CTD.

The following sections provide an overview of each dataset, including an analysis of performance that was reported at both a systematic level (AOR data) and programmatic level (T&E Grant invoice data) in FY 2019-20.

## **AOR VS T&E GRANT DATASETS**

Each September, CTCs are required to compile and submit operating data on their respective service areas within the AOR to CTD (s. 427.0155(2), F.S., and Rule 41-2.007(6), F.A.C.). The AOR provides a **macro-level, systemwide** overview of all coordinated transportation services provided to the TD population, including trips funded by CTD and other purchasing agencies.

Unlike the T&E Grant invoices, which provide detailed data on individual trips reimbursed by CTD, the AOR data only reflect aggregate totals of all trips (sponsored and non-sponsored) provided in the fiscal year, including:

- Total unduplicated passenger head count (UDPHC) served by the Coordinated System;
- Total number of Coordinated System trips and miles provided by service type (e.g., fixed route, paratransit, Transportation Network Company or Taxicab, etc.),

revenue source, passenger type (i.e., person with a disability, older adult, etc.), and trip purpose;

- Total number of unmet trip requests, no-shows, complaints, and commendations;
- A summary of revenues from each of the purchasing agencies and expenses categorized by the source (labor, benefits, services, supplies, taxes, etc.); and
- Qualitative data on the CTC, such as network type (not-for-profit, for-profit, governmental), operating environment (rural or urban), whether the CTC provides out-of-county trips, and listings of any transportation operators.

Additionally, a county's AOR may include data on services provided by "coordination contractors," which are agencies that have a written contract with the CTC to perform some, if not all of, its own transportation services to a segment within the TD population (e.g., a day program serving individuals with IDD). The contractor provides data on its services (trips and miles) to the CTC, which is compiled within the AOR.

As the AOR represents a compilation of data derived from the submission of each individual CTC, there are inconsistencies in the way this data is gathered and reported from some 60 different sources. This inconsistency is increased when the CTC includes information from coordination contractors, where the CTC does not have oversight or ability to verify the data submitted by these organizations. Though the AOR may provide a "summary" of services provided in each county,

CTD cannot currently authenticate the accuracy of data reported across all performance measures within the AOR.

In contrast, the T&E Grant invoice data provide a **micro-level, programmatic** overview of non-sponsored transportation services funded with TDTF dollars. CTCs are required to submit monthly invoices to CTD in order to be reimbursed by the grant for the delivery of services to eligible riders. Invoices are submitted using standardized forms and formats prescribed by CTD in order to ensure consistency. The summary level statistics captured in these forms include:

- The date and time a trip was provided;
- The name of the rider who was provided a trip.
- The type of trip provided to the eligible rider (e.g., ambulatory, wheelchair, etc.).
- The rate at which that trip was reimbursed;
- The pick-up and drop-off addresses of each trip; and
- The total miles of the trip.

Additionally, T&E Grant funds may be used to purchase bus passes to subsidize the fare for TD eligible riders to use the fixed bus route system, if appropriate and available in their community. Bus passes generally are reimbursed based on the number of days to ride on the fixed route (daily, weekly, monthly). The invoice data includes the date and time each bus pass was issued, the name of the customer it was issued to, and the rate at which the pass was reimbursed under the grant program.

Given the more consistent and detailed information provided on the invoices, CTD can better authenticate the data and conduct a more substantive analysis of performance of the T&E Grant program compared to the systemwide data provided in the AOR. The invoice data in this report however should ***NOT*** be viewed for the purpose of authenticating CTD trips reported in the AOR. For example, CTCs may count actual fixed route trips purchased with a bus pass on their AOR that are not reflected in their T&E Grant invoice data. Rather, the T&E Grant invoice data should be viewed as a more credible, accurate source to examine CTD program performance.

## AOR PERFORMANCE SUMMARY

Understanding the limitations of the reporting methodology of the AOR, the summary statistics and subsequent tables provided in this APR reflect ***reported*** totals of services provided by the Coordinated System in FY 2019-20.

- ❖ **Ridership** – In FY 2019-20, the Coordinated System reported approximately **16.4 million trips** provided to nearly **260,000 riders (UDPHC)** within the TD population. This represents a decrease in ridership of about **20,000 riders and 4.7 million less trips** reported from the previous fiscal year. It can be inferred that this decrease is largely due to the impacts of COVID-19.
- ❖ **Trips by Purpose** – Approximately **\_\_ million trips, \_\_% of all reported trips**, supported life-sustaining activities, such as trips to conduct personal business, or

to participate in social activities. Over **\_\_ million trips, \_\_% of all reported trips**, supported medical-related activities, such as trips to dialysis and cancer treatment. This represents a consistent trend from previous reporting years.

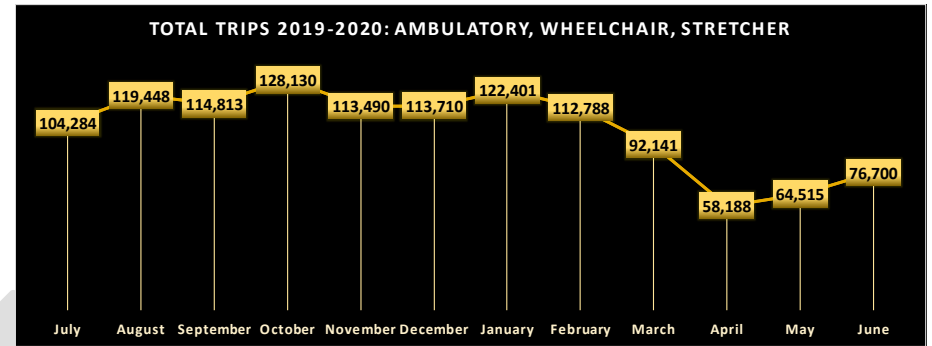
- ❖ **Trips by Service Type** – Approximately **11 million trips, 67% of all reported trips** of the Coordinated System, were provided on fixed route, Complementary ADA, or deviated-fixed route systems, at an average cost of **\$17.74 per trip**. Many fixed route and deviated-fixed route systems use funds from the Coordinated System to subsidize the purchase of bus passes through various programs offered by transit authorities. The remaining **33% of trips** were provided by paratransit services at an average cost of **\$33.97 per trip**. The Coordinated System also reported providing approximately **187,000 on-demand or other types of trips** through Taxicab or Transportation Network Companies (TNCs), at an average cost of **\$22.36 (Taxi) and \$25.07 (TNC)**.
- ❖ **Revenues** – The following pie chart provides a breakdown of revenues that were reported by the Coordinated System. In FY 2019-20, the Coordinated System collectively reported **\$291.5 million** in total revenue, with local government being the largest contributor of **\$\_\_ million**. This represents a slight decrease of approximately **\$9.5 million** in total revenue reported from the previous fiscal year. It should be noted that this data does not indicate revenue from the

federal CARES Act funding to the public transportation industry in response to COVID-19.

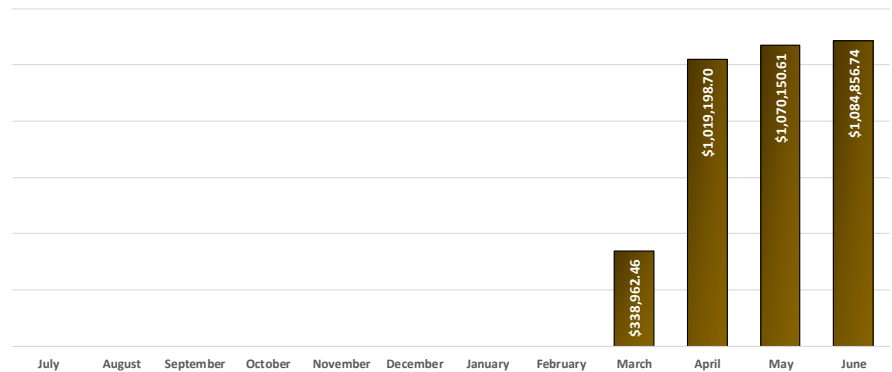
[Insert Pie Chart]

## T&E GRANT PERFORMANCE SUMMARY

T&E Grant invoice data allows for more detailed, micro-level views of CTCs’ performance with respect to non-sponsored transportation services provided to TD riders. At a higher level, analysis of this data offers insight into trends by month, so that a disruption in services caused by COVID-19 (or any other cause) can be easily captured and visualized. Similarly, CTD’s response to such a scenario (e.g., COVID-19 Rescue Plan Funds) can also be captured and visualized in equal detail.



COVID-19 RESCUE PLAN FUNDS BY MONTH FOR 2019-2020: \$3,513,168.51 TOTAL



At a more granular level, factors within the invoice data can be combined in multiple ways to offer a variety of more targeted insights into the transportation services provided. As a simple example, trips can be broken down by trip type (Ambulatory, Wheelchair, etc.) and by trips that remain in the same county and trips that cross county boundaries—or, both of these factors can be combined to explore differences in cross-county trips by trip type.

**Total Trips by Trip Type County Boundaries**

|                       | <u>Within County</u> | <u>Across County</u> | <u>Both Total</u> |
|-----------------------|----------------------|----------------------|-------------------|
| <i>Ambulatory</i>     | 802,020              | 133,817              | <b>935,837</b>    |
| <i>Wheelchair</i>     | 248,411              | 36,177               | <b>284,588</b>    |
| <i>Stretcher</i>      | 55                   | 128                  | <b>183</b>        |
| <b>All Trip Types</b> | <b>1,050,486</b>     | <b>170,122</b>       | <b>1,220,608</b>  |

**% of Trips by Trip Type County Boundaries**

|                       | <u>Within County</u> | <u>Across County</u> | <u>Both Total</u> |
|-----------------------|----------------------|----------------------|-------------------|
| <i>Ambulatory</i>     | 65.71%               | 10.96%               | <b>76.67%</b>     |
| <i>Wheelchair</i>     | 20.35%               | 2.96%                | <b>23.32%</b>     |
| <i>Stretcher</i>      | 0.005%               | 0.01%                | <b>0.01%</b>      |
| <b>All Trip Types</b> | <b>86.1%</b>         | <b>13.9%</b>         | <b>100.0%</b>     |

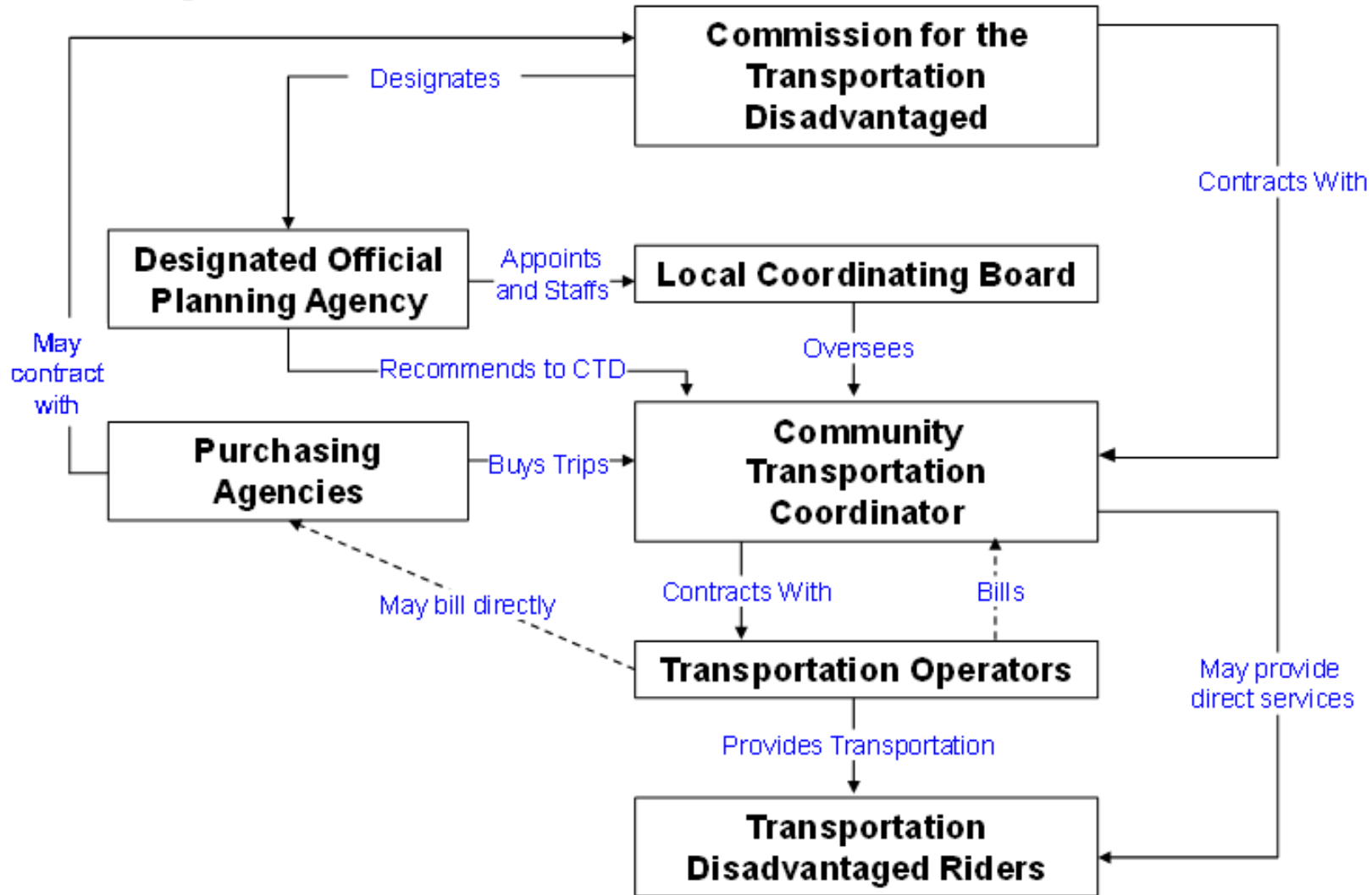
**FUTURE OF THE COORDINATED SYSTEM**

DRAFT





# Coordinated Transportation System Organization



Florida Commission for the  
Transportation Disadvantaged  
Contact: 605 Suwannee Street, MS 49  
Tallahassee, FL 32399-0450  
850-410-5700  
800-983-2435  
Website: <https://ctd.fdot.gov>

| Demographics            | Number     |
|-------------------------|------------|
| Statewide Population    | 20,598,139 |
| Unduplicated Head Count | 224,529    |



| Trips By Type of Service  | 2018              | 2019              | 2020              |
|---------------------------|-------------------|-------------------|-------------------|
| Fixed Route (FR)          | 6,935,269         | 6,330,296         | 5,550,738         |
| Deviated FR               | 698,331           | 574,001           | 436,718           |
| Complementary ADA         | 0                 | 2,361,494         | 2,085,107         |
| Paratransit               | 9,259,628         | 6,566,862         | 4,602,011         |
| TNC                       | 0                 | 8,512             | 7,758             |
| Taxi                      | 0                 | 174,799           | 142,379           |
| School Board (School Bus) | 45,678            | 26,265            | 14,982            |
| Volunteers                | 0                 | 16,224            | 10,234            |
| <b>TOTAL TRIPS</b>        | <b>16,938,906</b> | <b>16,058,453</b> | <b>12,849,927</b> |

#### Passenger Trips By Trip Purpose

|                       |                   |                   |                   |
|-----------------------|-------------------|-------------------|-------------------|
| Medical               | 2,753,122         | 2,571,823         | 1,955,323         |
| Employment            | 1,718,439         | 1,421,321         | 1,420,215         |
| Ed/Train/DayCare      | 2,611,942         | 2,821,746         | 2,305,539         |
| Nutritional           | 3,164,641         | 1,194,591         | 915,491           |
| Life-Sustaining/Other | 6,690,762         | 8,048,972         | 6,253,359         |
| <b>TOTAL TRIPS</b>    | <b>16,938,906</b> | <b>16,058,453</b> | <b>12,849,927</b> |

#### Passenger Trips By Revenue Source

|                    |                   |                   |                   |
|--------------------|-------------------|-------------------|-------------------|
| CTD                | 6,657,586         | 6,215,935         | 4,955,063         |
| AHCA               | 518,118           | 302,922           | 278,676           |
| APD                | 1,144,576         | 1,170,351         | 732,386           |
| DOEA               | 561,555           | 582,607           | 435,904           |
| DOE                | 227,660           | 170,774           | 167,799           |
| Other              | 7,829,411         | 7,615,864         | 6,280,099         |
| <b>TOTAL TRIPS</b> | <b>16,938,906</b> | <b>16,058,453</b> | <b>12,849,927</b> |

#### Trips by Provider Type

|                         |                   |                   |                   |
|-------------------------|-------------------|-------------------|-------------------|
| CTC                     | 10,215,412        | 9,240,251         | 7,432,597         |
| Transportation Operator | 3,063,267         | 3,613,054         | 3,053,173         |
| Coordination Contractor | 3,660,227         | 3,205,148         | 2,364,157         |
| <b>TOTAL TRIPS</b>      | <b>16,938,906</b> | <b>16,058,453</b> | <b>12,849,927</b> |

| Vehicle Data  | 2018       | 2019       | 2020       |
|---------------|------------|------------|------------|
| Vehicle Miles | 88,092,435 | 81,626,324 | 65,362,632 |
| Roadcalls     | 2,449      | 3,872      | 3,252      |
| Accidents     | 408        | 452        | 477        |
| Vehicles      | 3,679      | 3,996      | 4,235      |
| Drivers       | 5400       | 5987       | 6352       |

#### Financial and General Data

|                     |                |                |                |
|---------------------|----------------|----------------|----------------|
| Expenses            | \$ 251,156,175 | \$ 270,813,510 | \$ 262,951,701 |
| Revenues            | \$ 242,949,583 | \$ 269,130,699 | \$ 266,723,353 |
| Commendations       | 5,000          | 4,097          | 3,201          |
| Complaints          | 12,203         | 12,130         | 10,048         |
| Passenger No-Shows  | 236,925        | 203,157        | 182,233        |
| Unmet Trip Requests | 1,325,179      | 244,719        | 116,354        |

#### Performance Measures

|                            |         |         |         |
|----------------------------|---------|---------|---------|
| Accidents per 100,000 Mile | 0.46    | 0.55    | 0.73    |
| Miles between Roadcalls    | 35,971  | 21,081  | 20,099  |
| Avg. Trips per Passenger   | 61.16   | 65.28   | 57.23   |
| Cost per Trip              | \$14.83 | \$16.86 | \$20.46 |
| Cost per Paratransit Trip  | \$24.38 | \$27.24 | \$34.76 |
| Cost per Total Mile        | \$2.85  | \$3.32  | \$4.02  |
| Cost per Paratransit Mile  | \$2.76  | \$3.23  | \$3.86  |



