Welfare to Work:

Transportation Issues and Opportunities in Miami-Dade County

Final Report

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Chapter 1. Executive Summary

Introduction

A team of researchers led by Florida International University Institute of Government (IOG) conducted a study of transportation issues in Miami-Dade County related to welfare clients moving into the workforce. Funded by the Miami-Dade Metropolitan Planning Organization (MPO), this study contains six reports covering topics of vital concern for policy-makers in this community who are grappling with difficult and complex welfare reform issues.

Many of these reports contain detailed explanations of the research, numerous data tables, fully discussed findings and recommendations, and, in several cases, appendices with more explanation, data tables and descriptions of methodologies used. Because of the volume of information contained in the entire study, we have chosen to provide a two-part Executive Summary. Part One simply reports our recommendations with some explanations, findings and implications through both numbered lists and bullet statements. All of this is done in about five pages. Part Two provides a summary of each chapter with key points and detailed or summary data tables included. This second part of the Executive Summary is approximately thirteen pages, and offers the reader short on time the opportunity to at least get some of the richness of the research and data reported in the overall study. Part Two can also help the reader to determine quickly which of the detailed chapters he or she might find most interesting for follow-up reading.

These reports and an executive summary are briefly described next in the order in which they appear in the study:

1. Executive summary with recommendations, findings and conclusions.
2. Demographic information about the welfare clients and the report study areas.
3. Employment patterns in Miami-Dade County, including the identification of the major employment centers in the county.
4. The Broward option as a source for jobs and new transportation alternatives for Miami-Dade's welfare clients along with transportation suggestions.
5. An assessment of the suitability of existing public transit to meet transportation needs of welfare clients as well as a test of alternatives.
6. A survey of "best practices" related to welfare to work programs around the country along with management and program advice.
7. A survey of existing services and job placement for 232 former welfare clients now working in jobs in Miami-Dade County.

Two notes of caution are in order before the reader continues with the Executive Summary or the full report. First, providing transportation to welfare clients is not a panacea for welfare reform. Many formidable non-transportation impediments must be overcome prior to the client being truly job ready. Probably the most notable is the absence of affordable, quality childcare. These and similar problems must be resolved for transportation alternatives to be successful and employer expectations met. Second, our research shows that the local economy is unlikely to create enough new jobs to meet the growing demands of welfare clients, other unemployed people, immigrants and a number of high school graduates entering the same job market. Again, efforts far beyond transportation will be needed to address the local economic situation.

Executive Summary: Part One

The Executive Summary identifies three major policy recommendations, sixteen program recommendations, four "best practices," and thirty-five findings and their implications that we have drawn from our research. The reader is encouraged to review the detailed reports for supporting information and more in depth discussion of issues addressed here and in the summaries of each of the study reports found at the end of this chapter.

Three Major Policy Recommendations

The research team identified three major transportation policy recommendations that need to be addressed to help ensure the long-term self-sufficiency of welfare clients as they move into the work force.

1. **PROVIDE A CONTINUUM OF TRANSPORTATION OPTIONS IN ORDER TO MEET WELFARE CLIENTS' ROUTINES AND UNIQUE TRANSPORTATION NEEDS.**
2. **PROVIDE SUBSIDIES IN ORDER TO ENSURE THE AVAILABILITY OF NEEDED TRANSPORTATION OPTIONS FOR WELFARE CLIENTS.**
3. **IDENTIFY AND ASSIGN ONE ORGANIZATION THE RESPONSIBILITY TO EDUCATE WAGES CLIENTS ABOUT ALTERNATIVE MEANS OF GETTING TO WORK ON TIME.**

Recommendation 1. Our research indicates that welfare clients face a number of impediments in getting to work and returning home. These include childcare, home-job location mismatch, varying work schedules and the absence of personal transportation. While a number of clients may have their work transportation problems solved by existing public transit, many others will require tailored solutions if long-term self-sufficiency is to be achieved. These solutions will no doubt change over time as well, which requires that program providers experiment with pilot projects and other delivery options to ensure flexibility as needs change. It should be noted that some of these options are currently being offered, but much more needs to be done (See the Appendix to the Executive Summary for a list of current MDTA activities).

The transportation options in this continuum include:

- Existing public transit, which must include an element of education and assistance in its use, especially through job placement programs.
- New bus routes where justified (for example, routes to emerging employment centers in west Miami-Dade).
- Park-and-Ride facilities in strategic locations.
- Extended bus routes, especially into Broward County.
- Contract mini-buses and vans.
- Targeted circulating buses/vans in major employment centers.
- Jitneys.
- Car- and vanpools.
- Dial-a-Ride.
- Short-term rentals.
- Taxis.
- Paratransit.
- Employer sponsored bus and vans, especially for clients with non-traditional work schedules.
- Bicycles.
- Personal transportation
- (e.g., "Charity Cars")

Inevitably as former welfare clients achieve success in the work place, their transit patterns will begin to reflect those of other workers in this community, which means that most of them will also come to rely on a car for their transportation needs. For some welfare clients, the car may be the only way to meet their initial employment goal, which is why the last option is listed above.

Recommendation 2. Some of the options listed above have dedicated or predictable sources of funding for existing operations. However, for some services, such as current public transit, expanding existing routes or adding new routes would require additional funding. Other options have not been tried or have been offered only on a small scale, such as vanpools. These will need some form of subsidy, and the subsidies per client may vary from little or nothing to several thousand dollars per year. Subsidies will be needed, first, to ensure affordability for welfare clients; second, to provide an incentive for private providers to supply some of the options; third to expand existing services; and, fourth, to allow experimentation so that the right mix of solutions are offered over time to welfare clients. Furthermore, many of these options do not have to be limited to welfare clients; others may also use some of these services if they prove to be more convenient or cost-effective than current transit offerings.

Miami-Dade County should establish a discretionary grant program to fund some of these experiments. It could, for example, encourage community-based organizations (CBOs), individual employers and commercial and industrial tenant associations to be proactive in joining with the WAGES transportation unit in the development and operation of transportation alternatives for WAGES clients. Such a program could be modeled after the Homeless Trust, which has an advisory board to provide guidance for priority programs and for funding decisions.

Additional subsidies for welfare clients can be justified as a form of transit equity. Middle and upper class residents enjoy a number of subsidized transit conveniences in this community such as Metrorail, primarily used by middle class patrons, and drawbridges, a subsidy for wealthy boat owners.

Recommendation 3. From an organizational perspective, it is important that a single unit be created or given the authority and responsibility to assist WAGES clients in determining viable transportation alternatives to meet their transportation needs. Such a program could be modeled after the LYNX program in Orlando. This would include providing information about existing transit services, coordinating carpooling programs, developing other transit alternatives and recruiting transit providers. The organization should have no stake in any one method of transportation, but should instead look to find the best alternative that will enable the WAGES client to get and keep a job.

Other Recommendations

The next part of the Executive Summary identifies a number of recommendations made by the research team. They are grouped in terms of Program Recommendations and Best Practices.

Program Recommendations

Program recommendations reflect actions that can be taken by one or more of the agencies currently involved in the WAGES process.

1. Strengthen communication among WAGES administration, job trainers, job-placement staff, other social service agencies and transportation suppliers to better take advantage of existing transit resources.
2. Focus on the employment areas identified as best served by transit for job placement.
3. Provide WAGES clients with the same information about the areas of employment best served by transit.

4. Minimize transportation needs during job training by assigning WAGES clients to trainers based on client proximity to the job trainers' offices.
5. Give WAGES clients the flexibility of choosing an alternative job provider before the commencement of any job training.
6. Create guidelines to allow job trainers/providers to "trade" clients among themselves to help deal with home/work location and transportation issues.
7. Expand current bus and rail subsidies to WAGES clients to include their children.
8. Extend the length of time these subsidies are in place from the current six-month limit to nine months or one year after starting a job.
9. Expand bus routes to link the Airport, Airport West, Medley, Carol City, Opa-locka, Liberty City, Overtown and Kendall.
10. Develop shuttle services using vans or smaller buses to connect residential neighborhoods with the busway in South Dade.
11. Develop collection/distribution shuttle services connecting Metrorail stations to major employment centers west of state highway 826 (the Palmetto Expressway).
12. Develop a means of transportation (perhaps van service) to provide a daytime, evening, and weekend link between the downtown area and the port of Miami.
13. Extend bus late-evening service hours on selected routes.
14. Expand bus service into Broward County to areas with high entry-level job potential.
15. Add shuttle vans to fixed routes to and circulation vans inside of industrial areas and locations with large numbers of WAGES clients.
16. Add express vans between areas likely to have significant numbers of clients and employment centers.

Best Practices Recommendations

In reviewing selected programs across the country, we identified "best practices" gleaned from a number of different studies and interviews with other program providers. Best practices are those business procedures and organizational arrangements that lead to high quality, successful programs. These are defined through the following framework:

1. Program Goals: The goal of a welfare-to-work transportation program is to increase access to jobs, it is not to build a transportation program per se. Transportation is one means to a larger end.
2. Organizational Design: A lead agency and clear lines of authority and responsibility are crucial to the success of a welfare-to-work program, including coordination of transportation solutions.
3. Managerial Philosophy: Transportation providers need to adopt an entrepreneurial attitude toward fulfilling their scope of work within the welfare-to-work partnership, with a multi-tiered, multi-modal approach to transportation services, a willingness to stay flexible, and an aggressive customer service orientation.
4. Strategic Approach: A multi-phase strategy would involve both maximizing the use of existing resources and developing new tools to assist job-seekers:

Phase 1: Map the location of welfare to work clients, entry-level jobs, and existing transportation options.

Phase 2: Assess the viability of creating new fixed route transit services between areas of high job growth and areas with many job seekers.

Phase 3: Create small-scale pilot programs using vanpools or subscription buses.

Phase 4: Expand point-to-point transit planning for all welfare clients.

Phase 5: Implement aggressive marketing efforts to create van pools among non-welfare workers so welfare clients can "piggy-back" on existing van pools.

Findings

In conducting our research, we reaffirmed common knowledge and identified new information that helps illuminate the challenges of welfare reform and transportation solutions in Miami-Dade County. These findings are summarized with their implications in terms of three broad categories: Clients, Employment Patterns and Transportation Patterns. Greater detail can be found in the individual reports in this study.

WAGES/TANF (Temporary Assistance for Needy Families) Clients

- A typical WAGES participant is a Black or Hispanic 34-year-old female with two children, (one under the age of five), without a high school diploma, who has not worked in the past two years.
- The majority of WAGES clients can be found in the corridor linking Little Havana to Carol City and the northeastern part of Hialeah (areas generally well-served by public transit), with a smaller concentration in South Dade, (an area not well served by public transit).
- Over the past year, Miami-Dade's proportion of welfare clients in the state increased from one in four to one in three.
- Approximately 4,000 welfare clients in the county have stopped receiving benefits within the past two years, but the reasons why are not clear.
- A substantial number of individuals, children as well as adults, will be forced off the welfare rolls within three years. As of April 1998, the county had: 16,170 adult clients under a 24-month limit; 8,100 adult clients under a 36-month limit; and 4,320 clients, children and adults, who may be forced off the welfare roll in the last quarter of 1998 unless given a hardship exemption.
- A substantial number of target TANF adult recipients may be forced off assistance before they are fully prepared to join the labor market.
- In other parts of the country, program costs for welfare to work transportation ranged between $5 and $117 per passenger per day while annual cost per client ranged from $720 to $4,200.
- Over 50 percent of the jobs available to WAGES involve late afternoon (2 p.m. to 11 p.m.) and overnight shifts.
- Countywide, about 48 percent of recently employed clients live less than five miles from work, indicating that clients tend to stay in or near their neighborhoods.

- The majority of newly employed clients (68 percent) work within eight miles of their residence, while only 10 percent travel between eight to ten miles.
- Of the newly employed, 23 percent are commuting more than ten miles to work.
- Less than three percent are commuting to areas such as Broward or the Upper Keys where jobs are more plentiful.

Implications for Clients

- The primary issue facing welfare reform in the county is the insufficient amount of entry-level jobs generated by our economy.
- In the short term, Miami-Dade needs to look to the more robust economy in Broward County for entry-level jobs for welfare to work clients.
- In the long term, providing more individualized transportation options for welfare-to-work clients may be the only way to get them to work and keep them working.

Employment Patterns

- Rapid industrial and business development in west Dade and Hialeah support observations that emerging employment centers are too far from inner-city residents.
- While decentralized spatial patterns in the growth of employment opportunities are occurring in the county, analysis demonstrates a great deal of complexity in these patterns.
- Twelve employment centers were identified in the county; the largest four were the Downtown/Brickell, Airport West, Hialeah/Medley/Miami Lakes, and Coral Gables/Westchester areas.
- About 30 percent of employment in the county can be found within five miles of downtown.
- About 50 percent of employment in the county can be found within eight miles of downtown.
- Approximately 40 percent of all jobs in the county are within a four-mile radius of Liberty City, where many WAGES clients live.
- Downtown specializes as a financial and administrative center.
- Coral Gables acts as a second downtown, specializing in finance and administrative jobs with over 40 percent of its employment in these two sectors.
- Other employment centers are less specialized.
- The majority of Miami-Dade's non-professional services and retail employment is highly dispersed and scattered.
- Entry-level employment in the county totals 28 percent of all jobs.
- An estimated 5,000 entry-level jobs will be created in the county each year.
- More entry-level jobs are found in the Airport West, Kendall and Coral Gables areas than in Downtown Miami.
- In addition, in the future more entry level jobs will be created in the Coral Gables, Kendall, Airport West and Hialeah than in Downtown.
- Few entry-level jobs will be created in South Dade.

Employment Implications

- The amount of growth in entry-level jobs is so small that their impact on trip generation is insignificant.
- South Dade is a special case with distances to major employment centers a true barrier.
- Skill mismatch, ethnic differences and language barriers may be working to the disadvantage of WAGES clients.
- There is no single geographic focal point for the creation of new entry-level jobs in the county.
- Most new entry-level jobs are being created in more affluent areas, not near the homes of WAGES clients.

Transportation Patterns

- The airport and Biscayne Bay are major physical barriers between central city WAGES clients and jobs in west Miami-Dade County and on the beach, which limits existing fixed bus suitability for this area.
- On average in the five study areas, a greater percentage of individuals carpool than in the county as a whole (20 percent vs. 16 percent).
- Two areas, Liberty City/Overtown and Little Havana, reflect a higher level of transit use than the county as a whole (14 percent and 11 percent vs. 6 percent, respectively).
- South Dade has a higher percentage of workers carpooling (25 percent) than any other study area as well as a higher percentage than the county as a whole.
- The majority of county resident workers travel less than 30 minutes to work in all study areas as well as the county as a whole
- On average, only 15 percent of Miami-Dade workers travel more than 45 minutes to work in the county and only three percent travel more than one hour.
- An analysis of transit trips between the study areas and employment centers revealed only nine percent of all trips could be completed in less than 30 minutes.
- The average of all trips in the study areas and employment centers was 82 minutes from portal to portal for all schedules reviewed.

Transportation Implications

- Though in Miami transit service is bi-directional, it will be important to remember that transportation planning which caters to workers who reside in the suburban outskirts but work downtown needs to be adjusted.
- As the demand for individualized transportation increases, our fixed-route transit system will have an uphill battle to expand ridership.
- A travel time of more than one hour is likely to be an insurmountable barrier for prospective welfare-to-work clients.
- A trip analysis of the study areas and employment centers suggest if WAGES clients have other, more time efficient alternatives to mass transit, they are likely to take it.

Executive Summary: Part Two

The remainder of the Executive Summary summarizes of each of the research reports provided in Chapters 2 through 7. By design, summaries cannot cover the richness of detail, nuance and fullness of data found in the complete reports. Therefore, the reader is encouraged to read those reports in full that address her or his primary interests and concerns.

Chapter 2. General Information about WAGES Clients and the Study Areas

In August 1996, President Clinton signed the "Personal Responsibility and Opportunity Reconciliation Act," which ended the federal guarantee of life-long welfare assistance to eligible recipients. New block grants were created for Temporary Assistance for Needy Families (TANF), replacing the decade-old Aid to Families with Dependent Children (AFDC) program. The State of Florida created the Work and Gain Economic Self-Sufficiency (WAGES) program in 1996, which led to the creation of the Miami-Dade WAGES Coalition in February 1996. By November of that year, the WAGES Coalition hired Lockheed Martin IMS and 13 other providers to furnish case management, job placement screening and supportive services for WAGES participants. With several reorganizations and personnel changes behind it, by July 1998, the WAGES administration has solidified and is now completing its strategic plan.

A typical WAGES participant is a 34-year-old Black or Hispanic female with two children, one of whom is under five years old. She likely does not have a high school degree nor has she likely worked in the past two years. Thus, in general, the level of job readiness is low for WAGES clients. WAGES clients are clustered in certain geographic areas of the county, generally in the corridor linking Little Havana to Carol City with a smaller concentration in South Miami-Dade. This study focused on five areas: Carol City, Hialeah, Liberty City/Overtown, Little Havana and South Miami-Dade.

The commuting patterns of the residents of the study areas are not much different than the patterns of the population in the county as a whole. In general they commute to work by driving alone (68 percent versus the county average of 72 percent), carpooling (20 percent versus 16 percent), mass transit (7 percent versus 6 percent), and other (6 percent versus 6 percent). A majority of commuters in the study areas reach work in less than 30 minutes (63 percent as compared to the county average of 59 percent). Another 25 percent in the study areas commute between 30 to 44 minutes compared to the county average of 26 percent. Two percent commute more than 1 hour in the study area compared to the county average of 3 percent. Like residents in the county as a whole, about 71 percent of the commuters in the study area leave for work between 6 a.m. and 9 a.m. Overall, about 25 percent of county workers, but only 21 percent in the study areas, leave for work between 9 p.m. and midnight.

Chapter 3. Employment Patterns in Miami-Dade County in Relation to Welfare to Work

This chapter reports the location of general employment and entry-level jobs in Miami-Dade County by identifying (1) the employment centers, (2) the location of entry-level jobs, and (3) the number of new entry-level jobs created and their locations, as summarized in Table 1.1. Research indicates a decentralizing pattern in employment along with a great degree of complexity in the spatial patterns of employment and numbers and locations of jobs. The four largest centers (downtown, airport, Hialeah and Coral Gables areas) account for nearly half of the county's employment with downtown (including Brickell) still the largest employment center. Table 1.1 also identifies where entry-level jobs are located and the estimated annual growth in entry-level jobs by employment center.

Specialization appears to be occurring within employment centers. The Downtown area stands out as a financial and administrative center including 60 percent of available jobs in the public sector, professional services and finance. The Coral Gables area functions as a second downtown; professional services and finance account for over 40 percent of its employment and the area has a broad based in retail and other types of services as well. The airport area has an advantage with its transportation facilities and proximity to the highway system to cater to wholesale, delivery, communication and utility activities. Hialeah is the manufacturing center for the county with one-third of the county's jobs in this sector.

These patterns suggest that there may be an element of skill mismatch. While the Downtown and Coral Gables areas are best served by public transit, these locations tend to have more specialized service jobs for which residents in the vicinity may not have sufficient skills. Manufacturing, delivery, and wholesale employment are likely to be found in the north and western part of the county and are not accessible to the majority of the WAGES clients who live in the east. The majority of Miami-Dade's non-professional services and retail employment is highly dispersed and scattered.

Table 1.1 Major Employment Centers in Miami-Dade (1997 estimations)

Employment Centers	Estimated Employment	Estimated Entry-Level Jobs	Annual Net Growth in Entry-Level Jobs: Two Estimation Methods	
			Method 1	Method 2
Downtown/Brickell Area	143,200	28,600	470	480
Airport West	121,700	30,300	570	480
Hialeah/Medley/Miami Lakes	107,200	28,400	480	420
Coral Gables/West Miami	103,500	29,000	650	540
Kendall/Westchester	98,100	30,200	570	520
Miami North/I-95 Corridor	85,900	20,000	370	350
North Miami/Golden Glades/Aventura	68,500	23,400	440	390
Opa-locka/Carol City	45,400	12,100	200	170
Miami Beach/Bal Harbor	41,100	15,500	230	260
Little Havana/Allapattah	38,000	11,100	210	210
Perrine/Cutler Ridge/Goulds	24,300	9,700	140	120
Florida City/Homestead	13,700	5,600	70	50
Subtotal of Major Employment Centers	890,600	243,900	4,400	3,990
Other Areas	88,100	27,100	460	450
Total	978,700	270,900	4,860	4,440

Note: See detailed tables in Chapter 3 for sources and other relevant information regarding this table.
Source: Metropolitan Center, Florida International University Florida, 1998.

Finally, Table 1.2 summarizes industries with high percentages of entry-level jobs. A majority of these jobs are found in retail and non-professional service industries. Because of their overall size,

health and educational services are big employers too. These industries are scattered around the county, and WAGES clients must travel multiple directions to work for such employers.

Table 1.2 Ten Leading Industries with High Percentage of Entry-Level Jobs

Industry	Percent Share of Total Jobs	Number of Entry-Level Jobs	Total Employment
Food Stores	77%	22,350	29,110
Agriculture Production, Crops and Livestock	76%	5,450	7,150
Apparel and Accessories Stores	70%	10,080	14,450
General Merchandise Stores	68%	14,370	21,070
Eating and Drinking Places	68%	38,180	56,080
Agricultural Services	56%	7,190	12,900
Miscellaneous Retail Stores	53%	12,220	23,190
Hotel and other Lodging Places	52%	9,840	18,770
Building Materials and Garden Supplies	52%	3,490	6,660
Furniture and home Furnishing Stores	52%	5,030	9,650
Total	64%	128,200	199,030

Note: See detailed tables in Chapter 3 for sources and other relevant information regarding this table.
Source: Metropolitan Center, Florida International University, 1998.

Chapter 4. Facilitating Access to Employment Opportunities in Broward County for Former Welfare Clients

Miami-Dade County represents one of the few metropolitan areas in this country with only one contiguous suburb, Broward County. Major retailers and media view South Florida as one market. About 100,000 net daily commuters travel south to Miami-Dade County each day; Miami-Dade County serves as one of the largest single employment destinations for Broward residents, representing a significant part of the Broward economic base. This situation offers a special opportunity for inter-county cooperation that can facilitate practical transportation policy planning by the Florida Department of Transportation (FDOT), and local transportation agencies.

There are seven major north-south automobile routes from Broward to Miami-Dade County, but only a few public bus routes leave Broward for northern Dade and from northern Dade to southern Broward. For residents of Hialeah and northwest Dade, close to Broward in map distance, a trip to southern or western Broward by bus can be both circuitous and time consuming. This becomes an issue in light of Broward's more robust economy and lower unemployment rate. With the eastern service economy, large malls in the west and the largest private employers in Plantation (Motorola and American Express), Broward may be able to provide entry level opportunities for the most qualified, job ready welfare clients from Miami-Dade County. With the short-term job market in Dade unlikely to change, it seems evident that a job placement system in Dade should include opportunities in Broward to reduce the already tough competition for jobs in Dade, particularly for those welfare clients who live in the northern part of the county.

A number of alternative transit options need to be tried to test their viability in providing Dade residents access to Broward jobs. Such options would require a subsidy of some kind to make them

affordable for the welfare client. This is, however, not inconsistent with subsidies for middle and upper class transportation users who benefit from high speed rail (Metrorail), highway and other automobile commuting options, and sailboats and yachts that demand publicly funded drawbridges be available 24 hours per day. Such subsidies for welfare clients would fall under the auspices of transportation equity.

Looking northward makes sense for north Dade welfare clients from the perspective of travel time as well. Commuting to south Miami-Dade or to the western fringes where public transportation services are minimal would make the commuting time a major barrier for obtaining and keeping a job. It may be faster and cheaper, provided public transportation links are enhanced, for north Dade clients to look for and obtain jobs in southern or western Broward County.

Chapter 5. Public Transportation and Wages Clients

The focus of this chapter is on the availability of suitable public transportation linkages between concentrations of WAGES clients and major employment centers with significant entry-level jobs. In addressing the public transit/client linkages, the research team answered three fundamental questions:

1. What are the transportation needs of WAGES clients?
2. How well are these needs being met by the existing public transit system?
3. What transportation alternatives should be considered?

Limited national and local information is available on the transportation needs of former welfare recipients. The following basic conditions are reported in special studies and the U.S. Census:

- Few welfare recipients own automobiles.
- Many welfare recipients will need to make multiple trips.
- Most welfare recipients will need to make long trips.
- All welfare recipients will not be able to spend much money on transportation.

To assess the public transit system's ability to meet the needs of WAGES clients, we identified the following six characteristics that influence transportation and, ultimately, work choices.

(1) Coverage. The traveler must be within a reasonable walking distance of the transit line on both the home and employment ends of the trip. Weather conditions and personal security dictate that these distances cannot be too long.

(2) Continuity. The rider should not be required to make excessive transfers over the course of the trip. Such vehicle changes can subject the traveler to significant delays due to extensive waits and the potential for missed connections.

Frequency and Span in terms of (3) Wait Time, and (4) Arrival Time. The rider's ability to arrive promptly at the place of employment is enhanced by service that stops frequently and available over the span of the workday. Long intervals between transit vehicles require the employee to have extended transfer wait times and arrival times well in advance of beginning of the work day to avoid job tardiness-a primary concern of all employers.

(5) Duration. The total duration of the rider's home-to-work trip should not be excessive, especially in the case of single parents who may have need to link with child care and shopping trips.

(6) Cost. A fundamental requirement is that the cost of the trip be within the limited financial resources of the WAGES participant, unless some public/private subsidy is provided. The indirect cost of the trip, in the form of extended day care expenses, is also a consideration.

After analyzing various trip scenarios, we drew conclusions in two ways: (1) using all the above components and (2) using only two of the primary components (total trip duration and wait-time interval between the last possible arrival at the job location ahead of the beginning of the work day). The study area/employment center (SA/EC) trips ranking highest in each of the service characteristics analyzed more thoroughly in the chapter are show on Table 1.3.

Table 1.3 Suitability Ranking of Weekday 8:00 a.m. Trips by Highest Rankings in All (6) Characteristics (Number of Components Shown in Parentheses)

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Ranked highest across three or more charac-teristics	Opa-locka/ Carol City (5) Downtown/ Brickell (4) Miami North/ I-95 (4) N. Miami/GG/ Aventura (4) Hialeah/M. Lakes (3) Little Havana/ Allapattah (3)	Miami North/ I-95 (5) Airport West (4) Hialeah/ /M. Lakes (4) Opa-locka/ Carol City (4) Downtown/ Brickell (3)	Downtown/ Brickell (4) Little Havana/ Allapattah (4) Opa-locka/ Carol City (3)	Downtown/ Brickell (5) Airport West (4) Opa-locka/ Carol City (4) Miami North/ I-95 (3)	Perrine/ Cutler R./ Goulds (6) Kendall/ Westchester (5) Florida City/ Homestead (5)

Source: Metropolitan Center, Florida International University, 1998

Trips from the study area to the surrounding or adjacent employment centers ranked most suitable for all study areas. This is hardly surprising because four of the rated characteristics either measured distance directly (duration) or indirectly (continuity, frequency/span-wait time, and cost). The Little Havana study area to Little Havana/Allapattah employment center trip was so short that MDTA considers it to a walking (or bicycle) trip rather than transit ride. Travel to Coral Gables/West Miami and Miami Beach/Bal Harbor overall was found to be the least suitable for transit trips due to the barriers, like the Airport, that force transit to take a circuitous route. It is worth noting that the Hialeah/Medley/Miami Lakes employment centers were not rated at the top from the Hialeah study areas or adjacent Carol City/Opa-Locka study areas, as were other similar pairs.

Table 1.4 reflects the research using only the two primary components. Table 1.4 reveals that those trips between study areas and employment centers (SA/EC) that have the least total times are not always those that are physically closest. Biscayne Bay, the Miami River and the Airport are barriers to roadway, and therefore transit linkages, between several areas. On the other hand, Metrorail, which operates above ground away from traffic congestion on local streets and has a high service frequency and span, is an important transit connection for other areas. The Central Business District orientation of Metrorail and Metrobus gives Downtown/Brickell employment centers trips high rankings from all study areas except Homestead/Florida City.

The average time-related characteristics (duration and early arrival) suggest that if WAGES clients have another, more effective or efficient transportation means available to them initially or over the course of their economic betterment, they will opt for it. Private autos and car- and vanpooling are means that offer improvements in several home-to-work trip components. These two alternatives also

require higher levels of financial resources and, in the case of car- and vanpooling, rider coordination. Unless resources are used for acquiring vehicles and providing rider coordination to make these travel options available, the public transit system will continue to be the primary means of transportation for new WAGES participants. Table 1.4 shows the most suitable transit trips as identified using the two time-based criteria, using 70 minutes for the standard.

Although the geographic separation of WAGES participants and potential employment is not as large in Miami-Dade as in many metropolitan areas, the local pattern is one of broad dispersal with somewhat different transportation needs. Rather than a few high-capacity connections between concentrations of participants and employment, a network of many low-capacity linkages is required.

Table 1.4 Primary Component Transit Suitability Ranking of Weekday 8:00 a.m. Trips by Travel Time and Ahead of Schedule Time (Minutes of Trip in Parentheses)

	Carol City/ Opa-locka	Hialeah	Liberty City/Overtown	Little Havana	Homestead/ Florida City
Best Times (Standard: 70 min. or less)	Opa-locka/ Carol City (56)	Hialeah/ M. Lakes (45)	Miami North/ I-95 (28)	Downtown/ Brickell (31)	Florida City/ Homestd (24)
	N. Miami/ Golden Glade/ Aventura (57)	Airport West (47)	Downtown/ Brickell (34)	Coral Gables/ W. Miami (65)	Kendall/ Westchester (36)
	Miami North/ I-95 (67)	Miami North/ I-95 (47)	Opa-locka/ Carol City (44)	Airport West(69)	Perrine/ Cutler Ridge/ Goulds (38)
	Downtown/ Brickell (68)	Downtown/ Brickell (48)	Little Havana/ Allapattah (58)		
			Coral Gables/ W. Miami (60)		

Includes only trips for which an itinerary was available that permitted arrival on or ahead of scheduled job start time
Source: Metropolitan Center, Florida International University, 1998.

Miami-Dade Transit is not able to fully provide the needed transportation network. We found that only 22 percent of the trips examined can provide a suitable transit link between the study areas and employment centers. Few of these provided access to the largest employment centers. The Bay, the river and two airports prevent the development of an effective transit grid in key locations, including the employment centers surrounding these areas. The short peak demands are difficult to serve efficiently, requiring significant off-peak service cutbacks. The equally low transit ridership by workers both in the study area and the county reflects the limitations of a time-inefficient system. Limited resources and competing priorities will not facilitate changes to the public transit system driven by welfare reform.

Coordination with the informal carpooling that is fairly prevalent in the study areas may be one suitable option available to WAGES clients, but informed, selective and effective use of the transit system will most likely be the primary means of travel. Improved information systems regarding the availability and utilization of these two alternatives need to be provided.

The development of additional private and public van and mini-bus systems would greatly improve the transportation opportunities of WAGES participants. Shuttle vehicles have potential application in meeting the multi-trip needs within study areas and replacing the long walks required in many employment centers. Express vehicles are possibilities on a number of trips for which transit is unavailable or duration and wait times are excessive. County policies and regulations with respect to

these alternative means of transportation may need to change. Also, private and public subsidies of various forms may be required to initiate these changes, and may be necessary to maintain their operation.

Chapter 6. Transportation Aspects of Welfare to Work: A Selective Survey of Current Programs

This chapter presents an assessment of several of the leading transportation programs designed to assist welfare clients in the transition from welfare to work. It also offers a synopsis of the major questions and problem areas that arise in the process of creating such transportation projects.

The 23 programs surveyed here are heterogeneous in goals and approaches, small scale, and tentative. Program target populations range from everyone without a job regardless of skills, education, or physical handicap (Michigan's Project Zero), to JOBS clients, to under- or unemployed people with transportation problems. Programs use a variety of transportation approaches, from volunteer car pools to school buses to Red Cross vans to fixed route express buses. The largest JOBLINKS programs reach perhaps as many as 600 people and as few as 27. The Bridges-to-Work program in Chicago may serve as many as a thousand clients of the estimated 155,000 welfare-to-work clients in the city. Most of the programs can be considered to be pilot or demonstration programs at best. Primarily, they serve to illustrate the possible problems confronting larger programs and to suggest some possible avenues for addressing our local problem.

The successful employment transportation programs in this survey share three crucial characteristics:

- Excellent working relationships among transit providers, human service organizations, employers and other participating agencies.
- Available jobs suited to the skills of welfare-to-work clients, as well as clients who are job-ready.
- Targeted transportation services that link specific job seekers with specific jobs.

For Miami-Dade County the implications of this survey means implementing the "best practices" learned from this research. These "best practices" were highlighted in a previous section.

This chapter also profiles ten of the surveyed programs that seem to offer innovative (or at least illustrative) solutions to employment transportation problems that might be encountered in this county. A number of key policy issues and management challenges that emerge from the survey are discussed and possible solutions are offered. Examples of issues and responses include the following:

Transportation projects will not work if there are not a sufficient number of available jobs.

Possible Solutions:

- Establish routes to known employment areas, such as industrial or business parks.
- Create a metropolitan-wide job placement mechanism.
- Link job placement and transit planning.
- Create vanpools that make point-to-point trips for clusters of job seekers.

Different client populations have different transportation needs and will encounter different problems using transportation facilities.

Possible Solutions:

- Coordinate transportation with other human service agencies.

- When using demand responsive transportation projects (such as radio-dispatched vans), clearly communicate rules regarding no-shows and cancellations to clients.
- Consider including rides to childcare facilities as part of transportation routes.
- Make emergency ride service available.
- Establish a certification process whereby clients are not referred to transportation providers until they are certified job-ready by a social service organization charged with preparing clients for work.

Welfare clients cannot always be reached through conventional marketing mechanisms. Employers may not be accustomed to reaching out to hire welfare clients, nor do they usually have to think in terms of meeting the needs of first-time employees with transportation and other difficulties.

Possible Solutions:

- Aggressive, sustained, multi-media campaigns may be required to bridge the gap between welfare clients and potential employers, or to attract interested volunteers to staff a transit program.
- Transportation providers may need to have staff dedicated to marketing their programs to employers, social service agencies and prospective clients.

Clients making the transition from welfare to work may have many personal and family challenges, and, because they are often embarking on careers for the first time, may not be accustomed to abiding by rules and expectations that accompany on-demand or tightly-scheduled transit services. This creates the potential for conflicts in the field and wasted transportation resources.

Possible Solutions:

- The AMPG JOBLINKS study concluded that it was necessary "to clearly communicate expectations regarding timeliness, cancellations, and no-show policies to members of [welfare-to-work clients]."
- Consider providing rides to childcare facilities in addition to rides to work.
- Coordinate transit projects with other services to insure that all client needs are met.

Even well designed programs encounter a multitude of unexpected problems.

Possible Solutions:

- Make sure that demonstration projects connect job-ready workers with steady, reliable employment.
- Be prepared for multiple route revisions and cancellations, especially in the face of changes in the economy.
- Recognize that administering an employment transportation project involves both employment and transportation problems.
- Staff projects with managers who are flexible and willing to experiment.

Defining services too narrowly may mean that an employment transportation program does not serve the needs of its intended clients, while defining services too broadly will stretch the resources and minimize the effectiveness of the transportation component of a program.

Possible Solution:

- It is essential to free transportation providers to address transportation issues effectively through (1) close coordination between transportation and other service providers, and (2) widely understood assignment of responsibilities among participating agencies and clients.

Avoid devoting scarce resources to novel transportation experiments in the hope of finding a cheaper, less cumbersome solution to the transit problems of new job seekers.

Possible Solutions:

- Use tried-and-true strategies first to make headway against the welfare-to-work problem.
- Conduct pilot programs to assess the viability of other novel strategies.
- Be prepared to adopt several approaches while carefully avoiding squandering resources on too many approaches.

Welfare-to-work clients, already challenged with significant personal and family difficulties, may not be able to travel long to distant pick-up points for fixed route services; on the other hand, door-to-door services may be too expensive for transportation providers.

Possible Solutions:

- Use GIS data to group job sites and client residences.
- Use other technologies to identify strategic locations for targeted commutes.

Clients sometimes have difficulty abiding by fee-for-service arrangements, resulting in fare collection difficulties for drivers and administrators.

Possible Solutions:

- Use cashless systems, such as passes, coupons or direct contracts between human service agencies and transportation providers, instead of cash payments to clients.
- Schedule cash payments on a regular basis to avoid possible problems with transportation subsidies.

Without coordination among all agencies involved in the welfare-to-work process, transportation providers alone cannot effectively address the employment transportation problem, due primarily to the number and variety of problems confronting welfare clients.

Possible Solutions:

- Establish one agency to lead the welfare-to-work effort and provide coordination among transportation providers, human service agencies, and employers.
- Have that lead agency build relationships with and among participating groups early and assiduously.

Employment transportation programs will need to be subsidized in their initial stages and probably in their mature stages.

Possible Solutions:

- Apply to the Federal Transit Administration for funding under TEA-21 provisions.
- Apply for Department of Labor grants.
- Pool resources from a variety of agencies wherever possible.
- Push state legislators to fund pilot programs in employment transportation.

Federal programs inevitably involve paperwork that takes longer to complete than anticipated.

Possible Solution:

- Obtain technical assistance from CTAA or other consultants and begin the certification process early.

Initiating new services, especially those that involve complex marketing and administrative arrangements, can be extremely costly. Resources for existing programs are often inadequate, and few administrators are willing to devote their limited funds to experimental programs, particularly those that may be lost causes or political fads.

Possible Solutions:

- Make the best use of existing resources and programs before embarking on new programs.
- Experiment with small, pilot programs to establish the appropriate operating costs for vans, buses, shuttles, and other transportation options in Miami-Dade County.
- Establish close linkages between job placement efforts and transportation planning to insure that van pools or express buses will have sufficient ridership.

Chapter 7. Existing Transportation Support Services and the Needs of WAGES Clients

This chapter presents the results of our research on existing arrangements of transportation support services in the welfare-to-work process in Miami-Dade County. It identifies a number of areas that require improvements relating to the current transportation services for WAGES clients.

Throughout the establishment and implementation of the county's welfare-to-work effort, deliberate attempts were made to decentralize the centers of operations to facilitate the WAGES clientele. Evidence of this was the "One-Stop" centers scattered throughout the county and, later, the various site offices established by the Miami-Dade Public School system and Miami-Dade Community College. This rational commitment towards convenience appears to have been abandoned when trainers and job providers were sent WAGES clients from all parts of the county and with no regard to proximity or transit inconvenience.

Returning to the original principles of decentralization, proximity, and convenience will reduce transportation problems for WAGES clients at the job training stage. Also, it will reduce the unnecessary cost that many providers have had to incur by creating satellite offices outside their catchment areas to accommodate clusters of clients who live in areas far away (in some cases, across the county) from the main provider location.

The job placement and initial employment stage addresses transportation needs that go far beyond the present abilities of the existing WAGES transportation support system. Though most of the clients

have expressed an indication to commute up to an hour each way, many have not been able to accept employment because of transportation considerations. One job provider estimated that 70 percent of his placement failure rate was due to unavailable transportation. This problem has also prevented many clients from attending job interviews. As a result, job providers are often felt compelled to drive the clients to interviews.

Over 50 percent of the jobs available to WAGES involve late afternoon (2 to 11 p.m.) and overnight shifts. Because of the reduction in the mass transit system during those hours, many of these jobs cannot be obtained. The airport is a major job-generating center. However, the last bus from this location leaves at 11:30 p.m. The port of Miami provides another example. No transit runs over the bridge from the downtown to the seaport during either the day or evening. Walking across the bridge at night becomes so perilous that few clients would wish to undertake such an endeavor. Because of these limitations, job developers make a conscious effort to first find employment for clients in their respective neighborhoods. Unfortunately some of these neighborhoods are the ones with the fewest available jobs.

Table 1.5 is a sample of 232 WAGES cases classified as "Profile A" (i.e. those deemed to be the most job-ready). This sample represented approximately 10 percent of all the WAGES clients placed in a job by all providers from January 1st to September 11th of this year and closely represented the geographical breakdown of the entire county WAGES population.

Table 1.6 presents an aggregate picture of their travel distance to work, broadly classified into five categories:

- Immediate Neighborhood (roughly within 2.5 miles),
- Surrounding Neighborhoods (between 2.6 and 4.9 miles),
- Moderate Commute (between 5 and 7.9 miles),
- Longer Commute (between 8 and 10 miles), and
- Long-Distance Commute (beyond 10 miles).

Table 1.5 Percent Distribution Travel Distance to Work of WAGES Clients

Study Areas	Immediate Neighborhood	Surrounding Neighborhoods	Moderate Commute	Longer Commute	Long-Distance Commute	Total %	Number of Jobs
Carol City/Opa-locka	0.0	50.0	0.0	22.2	27.8	100	(18)
Hialeah	14.3	38.1	28.6	4.8	14.3	100	(21)
Liberty City/Overtown	6.4	31.9	34.0	12.8	14.9	100	(47)
Little Havana	5.9	70.6	17.6	0.0	5.9	100	(17)
South Dade	28.6	33.3	4.8	4.8	28.6	100	(21)
All Study Areas	*10.5*	*41.1*	*21.0*	*9.7*	*17.7*	*100*	*(124)*
Other Areas	15.7	27.8	19.4	8.3	28.7	100	(108)
Total	12.9	34.9	20.3	9.1	22.8	100	(232)

Notes: Except the "jobs" column on the far right, all figures are by percentage. The distance is one-way commute.
Source: Metropolitan Center, Florida International University, employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

Table 1.6 Employment Locations of Newly-Hired WAGES Clients

Employment Centers	Placed Jobs	Percent
Miami North/I-95 Corridor	37	15.9%
Hialeah/Medley/Miami Lakes	28	12.1%
Airport West	26	11.2%
North Miami/Golden Glades/Aventura	24	10.3%
Kendall/Westchester	23	9.9%
Downtown/Brickell Area/Coconut Grove	23	9.9%
Opa-locka/Carol City	23	9.9%
Little Havana/Allapattah	11	4.7%
Florida City/Homestead	9	3.9%
Coral Gables/West Miami	7	3.0%
Perrine/Cutler Ridge/Goulds	4	1.7%
Miami Beach/Bal Harbor	2	0.9%
Subtotal of Major Employment Centers	*217*	*93.5%*
Other Areas in Miami-Dade	10	4.3%
Outside Miami-Dade	5	2.2%
Total	*232*	*100.0%*

Source: Metropolitan Center, Florida International University, employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

The analysis of the placement data also helps us to identify transportation barriers. Table 1.7 presents a matrix that relates employment centers to the residential locations of WAGES clients. When interpreting this table, emphasis should be on the shaded "zero" cells which indicate that no placement has been worked out in matching the residential location with the employment location. For example, none of the WAGES clients living in South Dade has been placed in job locations north of Kendall. Conversely, none of the WAGES clients living in Carol City/Opa-Locka work in South Dade. These shaded cells represent the current transportation gaps among residential area and workplace. Alternative transportation solutions should be developed to address these gaps.

The data clearly indicate that the existing transportation system is incapable of moving all the WAGES clients to where jobs are available. The solutions to this problem are beyond the capacity of the existing transit system and, therefore, must be met by alternative solutions.

Table 1.7 Transportation Gaps Among Employment Centers and Residential Locations

Employment Centers	WAGES Client Residence Location						
	Carol City	Hialeah	Liberty City	Little Havana	South Dade	Other	Total
Broward	1	0	0	0	0	2	3
Opa-locka/Carol City	6	0	9	0	0	8	23
North Miami/Golden Glades/Aventura	3	0	6	0	0	15	24
Airport West	0	8	1	1	0	16	26
Hialeah/Medley/Miami Lakes	3	9	2	2	0	12	28
Miami North/I-95 Corridor	1	2	15	5	0	14	37
Little Havana/Allapattah	1	0	2	3	0	5	11
Miami Beach/Bal Harbor	0	0	0	1	0	1	2
Downtown/Brickell/Coconut Grove	0	0	9	5	0	9	23
Gables/West Miami	0	1	0	0	0	6	7
Kendall/Westchester	2	1	3	0	4	13	23
Perrine/Cutler Ridge/Goulds	0	0	0	0	1	3	4
Florida City/Homestead	0	0	0	0	7	2	9
Other Miami Dade	1	0	0	0	7	2	10
The Keys	0	0	0	0	2	0	2
Total	18	21	47	17	21	108	232

Source: Metropolitan Center, Florida International University, Employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

Appendix to the Executive Summary

This Appendix contains information regarding the activities currently being undertaken by the MDTA in an effort to improve access to jobs. A number of these activities are related to recommendations we have made in this report.

Welfare to Work

Miami-Dade County's Transportation Alternatives for Access to Jobs

The following are transportation programs and products that have been designed and implemented to improve and/or provide "Access to Jobs" in Miami-Dade County.

- Maximizing the use of the existing transit system through he sale of Metropasses at a reduced rate of $30 per month (normally $60). During the month of October, 1998, 4,843 Welfare-to-Work clients were transported on the conventional transit system with Metropasses purchased by the WAGES Coalition.
- Implementation of the first demonstration project. It is a Miami-Dade county/Monroe County metrobus express route. A major employer of Welfare-to-work clients was identified in the Upper Keys. This employer was anxious to hire staff from the large population of WAGES clients in South Dade County. However, the lack of reliable transportation created a major barrier to employment. MDTA staff worked closely with both the employer and the staff from the Department of Labor and Employment Security (DOLES), to design and implement this service. The first trip in this demonstration project is scheduled for December 1, 1998.

  To off-set part of the cost of this project, the employer has agreed to purchase a minimum of 100 Metropasses a month, at a cost of $52.00 a pass. The balance of the cost is being funded by MDTA for the first 3 months of the demonstration project. The transit agency is seeking Reverse Commute, and Access to Jobs grant funds to continue operation of this route.

  To encourage employees to use the new service, the employer is subsidizing the cost of each Metropass, so that employees pay $32 a month, for a $30 All Transit Metropass. The additional benefit of the Metropass is that it can be used by the employee or his/her family, on all modes of transit in Miami-Dade County, when the employee is not at work.
- Implementation of two Reverse Commute peak hour demonstration routes are scheduled for implementation Monday, December 14, 1998. MDTA staff is working closely with the Human Resource Director of these agencies to provide a Transit Awareness and Training segment on the day the agency conducts their employee orientation program. Transit information kiosks will be set up in the lobby of each job site.
- Provide travel training and trip planning are services offered by MDTA to both the WAGES caseworkers and their clients.
- Created A WAGES Transit Guide that clearly illustrates all the bus routes that intersect or cross the Miami-Dade/Broward County line. The Transit Guide also includes the location of all the "Career Service Centers;" the fare structure and information numbers for Miami-Dade County, in Creole, Spanish, and English; the address of the Career Service Center for jobs at Miami International Airport; the phone numbers for Tri-Rail, and Broward County Transit information; and an insert of the map of Monroe County.

- Designed a Miami International Airport (MIA) Transit Map for display and distribution at the Airport Career Service Center. It clearly illustrates al the service, both Tri-Rail, and Metrobus routes that serve MIA.
- Installed a transit Information Kiosk, and information "Hot Line" telephone that connects directly wit the MDTA Transit Information section, in the MIA Career Service Center.
- Provide technical assistance to the staff of the WAGES Coalition in the design and implementation of a "Demand Response" pilot project with the private transportation sector.
- Provide technical assistance to the transit research staff from Florida International University, who are currently conducting a study on WAGES transportation in Miami-Dade County.

Chapter 2. General Information about WAGES Clients and the Study Areas

by Alexander Franco, M.S. and Sidney Wong, Ph.D.

Introduction

The purpose of this chapter is to provide basic information concerning welfare recipients in Miami-Dade County who are eligible for the Work and Gain Economic Self-Sufficiency (WAGES) program. This chapter includes a summary of recent changes in welfare reform as well as the current development of the WAGES program in Miami-Dade. It also provides relevant information about the five communities that were chosen as our study areas because of their high concentrations of WAGES clients within the county. Finally, it summarizes characteristics of transportation to work in these five areas.

Historical Background

In August of 1996, President Clinton signed the "Personal Responsibility and Work Opportunity Reconciliation Act" which ended the federal guarantee of providing life-long welfare assistance to eligible recipients. The Act allowed individual states to create their own reform in welfare programs under federal guidelines. New work requirements and time limits on welfare benefits were imposed and block grants for Temporary Assistance for Needy Families (TANF) were created to replace the decade-old Aid to Families with Dependent Children (AFDC) program.

In 1996, the State of Florida enacted legislation limiting welfare assistance to two years over a five-year period or a maximum of three years over a six-year period if recipients had serious job placement problems. Over a lifetime, cash assistance would be available for only four years. The Florida reform is tougher than the federal law limitation of five years over a lifetime. The legislation also provides funding and services for welfare recipients to meet transitional needs. It requires local regions to establish their WAGES Coalition to plan and coordinate the delivery of services under the state welfare reform program.

In February of 1997, Miami-Dade County established its 32-member board for the WAGES Coalition which is comprised of appointed community leaders, government officials, social service agencies, and private sector companies. Unlike WAGES in other counties, the day-to-day operation of the Miami-Dade WAGES Coalition is independent of the Jobs and Education Partnership Regional Board and is not attached to any existing agency. Rather, it establishes a new administrative office and develops its own supporting staff with new executive positions and staff on loan from various state and county agencies.

In June of 1997, the state allocated $26 million to the Miami-Dade/Monroe WAGES district. In October of that year, the Miami-Dade office of the Florida Department of Children and Families (FDCF) announced it would cease its day-to-day overseeing of the county's welfare-to-work efforts. In November, WAGES hired Lockheed Martin IMS and thirteen other providers to furnish case management, job placement screening, and supporting services for the WAGES clients.

In January of 1998, Miami-Dade/Monroe WAGES opened its office in downtown Miami. In the following month, County Mayor Alex Penelas appointed a director to a county position, the Office of Job Creation and Welfare to Work, to help coordinate efforts among the various agencies and organizations involved in the county's welfare-to-work effort.

Meanwhile sixteen "One-Stop Service Centers" were established throughout the county by WAGES to facilitate the eligibility determination of TANF recipients to join the WAGES program. These centers also provide work registration, and orientation and assessment services. After that, WAGES clients who are job-ready will join a six-week job placement process with Florida Department of Labor and Employment Security (FDOL). If they cannot get jobs, they will join the rest of the WAGES clients to work with providers for training.

During the 1998 session, the Florida Legislature voted to withdraw FDOL from any further participation in welfare-to-work efforts, effective October 1, 1998. As a result, the WAGES Coalition is transferring the responsibility of initial job placement screenings from "One-Stop Service Centers" to the providers to Miami-Dade County Public Schools and Miami-Dade Community College. As of August 1998, the WAGES Coalition hired thirteen providers for job training and placement and nine for teenage pregnancy services. The primary providers hired another 50-some subcontractors in job placement and other supporting services.

In eight months' time the Miami-Dade and Monroe WAGES Coalition has undergone a number of reorganizations and numerous changes. While these changes were necessary in response to the withdrawal of DFOL and FDCF, the separation of WAGES administration from other agencies and the long preparation time has affected coordination and strategic planning. By July 1998, the WAGES administration completed its reorganization and a permanent executive director was hired. It is now actively strengthening its capacity and is in the final stage of completing the WAGES strategic plan.

Trends of TANF Caseloads

Since the enactment of welfare reform in 1996, the welfare population in Florida has sharply declined. The number of people (including children) receiving cash assistance dropped from 531,500 to 263,300 between September 1996 and May 1998. In the same period, the number of adult welfare recipients declined from 155,100 to 67,600. The number of cases (i.e., total number of families on welfare) correspondingly decreased from 200,300 to 101,600. In all categories, there has been a net decline of approximately 50 percent.

The declines in Miami-Dade County have lagged behind the rest of the state. Being the poorest urban county in Florida, its central city the fourth poorest in the country (according to the 1990 census), Miami-Dade already had the highest concentration of welfare recipients in 1996. At that time, about one out of every four AFDC recipients in the state resided in Miami-Dade County. During the last two years, as other parts of the state experienced sharper declines in their welfare population, Miami-Dade fell behind to the point that it now holds about one-third of the state's TANF recipients. Table 2.1 shows the decreases in TANF cases in South Florida. (Technically, the figures include about 200 cases in Monroe County; unless specifically indicated, this chapter does not make a distinction between the two counties and, correspondingly, identifies all figures as pertaining to Miami-Dade.)

Approximately 4,200 TANF adult recipients have stopped receiving benefits within the last two years. Though the decline is substantial, it is far below the statewide 50 percent decline. It should be noted that the drop in caseloads could not be fully explained by recipients finding employment. Withdrawal from welfare involves many factors, including obtaining a job, out-migration, and receiving support from immediate family members or other relatives.

FDCF figures in April 1998 show that in Miami-Dade 16,170 TANF adult recipients are under a 24-month limit, and 8,100 TANF adult recipients under the 36-month limit. The FDCF also estimates that, when time limits begin to expire in October of this year, benefits will run out for about 2,190 TANF adult recipients, followed by 1,260 in November and 870 in December, totaling 4,320 for the last quarter of 1998. Between January 1999 and October 2000, another 11,800 adult recipients will be forced off TANF assistance.

Table 2.1 TANF Caseload and Recipients in Miami-Dade County*

	Feb. 1997	Mar. 1998	Percent Change
Caseload	38,104	31,533	-17%
Number of Recipients (incl. Children)	103,478	88,133	-15%
Number of Adult Recipients	29,106	24,940	-14%

* Note: Includes 200 cases in Monroe County.
Source: Metropolitan Center, Florida International University, analysis of Florida Department of Children and Families (1998a) and Miami-Dade and Monroe WAGES Coalition (1998e), 1998.

Recognizing the difficulty of obtaining employment for the most difficult cases, the State of Florida is allowing for 7,300 hardship exemptions between October 1, 1998 and September 30, 1999 for Miami-Dade. (The number of exemptions for each calendar year is calculated as 20 percent of the caseload that existed in October of two years back.) These exemptions provide an extension of benefits from one to twelve months to those who are deemed to have major barriers to employment. The WAGES Coalition has selected approximately thirty individuals to perform *pro-bono* work to determine hardship exemptions. In the summer of 1998, changes were made in the way welfare eligibility was calculated and a large number of the 2,190 TANF recipients had their cutoff deadline extended. As a result, only about 780 recipients would have lost their benefit by October 1 and nearly all of them were granted the hardship exemption.

WAGES Clients

The number of WAGES clients in Miami-Dade County is subject to change. While almost all TANF adult recipients are eligible, not all choose to participate in the WAGES program. In early 1998, the FDCF anticipated about 23,000 TANF adult recipients would participate in the WAGES program. However, it is likely that the ultimate number of WAGES clients will be smaller because of the continuing decline in the number of TANF adult recipients. Through June 1998, 14,766 TANF adult recipients have been referred to the WAGES program for job training and assistance in locating employment opportunities. The number increased to 16,495 in August. Based on the trends, the final number of WAGES clients will probably be 19,000 in the year 2000.

Table 2.2 summarizes some of the key characteristics of the WAGES population in Miami-Dade. To generalize, a typical WAGES client is a 34-year-old Black or Hispanic female with two children. There is a 65 percent probability that she has a child under five years of age and a 63 percent probability that she has never completed high school and has not worked in the past two years.

The key issue of welfare reform is the job readiness of the TANF adult recipients. In an attempt to assess the work readiness of eligible WAGES clients, FDCF developed three broad profile classifications using skills, education and work experience of recipients. Profile A includes those clients with some job skills and experience and higher levels of education, Profile B consists of those who require work preparation and support to gain employment and Profile C represents those who face significant barriers to employment and require substantial assistance and training to enter the labor market. Based on information from open cases in late 1997, about 30 percent of the potential WAGES clients can be classified under Profile A, 25 percent under Profile B, and 45 percent under Profile C. In other words, about 10,000 TANF of 19,000 adult recipients will need assistance, training and rehabilitation after October 2000. If these FDCF estimates are correct, thousands of

TANF adult recipients will be forced out of assistance before they are fully prepared to join the labor market.

Meanwhile employment placement for WAGES clients progresses steadily through contracted providers. Through April 1998, about 835 former TANF adult recipients obtained unsubsidized employment. By June 1998, the number increased to 1,285 and by September 1998, it reached 2,200. As expected, these are entry-level jobs that require minimal skills and little prior work experience. Preliminary analysis showed that about half of them are either part-time or shift jobs.

Table 2.2 Selected Characteristics of WAGES Clients in Miami-Dade*

Gender		*Educational Attainment*	
Female	92%	Less than High School	63%
Male	8%	High School or GED	34%
		Post-Secondary	3%
Ethnicity		*Work Experience in the Past Two Years*	
Black	50%	None	64%
Hispanic	45%	1 to 6 Months	22%
Non-Hispanic White	5%	7 to 12 Months	8%
Others	1%	More than 12 Months	6%
Age		*Employment Status*	
Below 18	1%	Never Employed in Life	36%
18 to 24	19%	Previously Employed	56%
25 to 40	59%	Currently Employed	8%
Above 40	22%		
Average Age	33.5 yrs		

* Note: Includes 200 cases in Monroe County.
Source: Metropolitan Center, Florida International University, analysis of Florida Department of Children and Families (1998b) and Miami-Dade and Monroe WAGES Coalition (1998a, 198b, 1998c, 1998d & 1998e), 1998.

In addition, Miami-Dade's economy is stagnant with an on-going unemployment rate of 6.3 percent (as of August 1998). This is much higher than the 4.5 percent of the state and the nation. With about 68,000 people unemployed and seeking jobs in Miami-Dade, the local labor market clearly is incapable of absorbing all former TANF recipients. In Chapter 3, we estimate that the county is currently generating about 5,000 entry-level jobs (i.e., jobs that require low skills and minimal education) annually. With this low rate of the creation of appropriate jobs, even assuming no competition from other entry-level job seekers, it will take considerable time to provide every TANF adult recipient currently in the WAGES program with a job.

Spatial Distribution of TANF Adult Recipients and the Study Areas

Figure 2.1 depicts the residential concentration of TANF adult recipients as of April 1998. Zip Codes 33147 and 33142 in Liberty City have the highest concentration with about 2,300 and 1,700 WAGES clients, respectively. Fourteen other Zip Codes in the following areas have clients between 500 and 1,000: Carol City, Hialeah, Homestead, Liberty City, Little Havana, Little Haiti, North Miami,

Naranja/Princeton, Opa-locka, Overtown, and Perrine. Altogether, 13,800 WAGES clients or 57 percent of those in Miami-Dade are found in these sixteen Zip Codes. The remaining 10,500 clients are scattered in other Zip Codes in the county. The broad generalization is that apart from few concentrations in South Dade, the majority of the potential WAGES clients are found in the corridor linking Little Havana to Carol City and the northeastern part of Hialeah. It is interesting to note that Central and North Dade areas are reasonably well served by public transportation, unlike South Dade, which, of course, has a much smaller overall population base.

One of the tasks of this study was to select areas with high concentrations of WAGES clients. We selected five areas for detailed study: Carol City/Opa-locka, Hialeah, Liberty City/Overtown, Little Havana, and South Dade. Table 2.3 shows the number and ethnicity of clients. (Appendix 2 lists the corresponding Zip Codes and demographic details of the five study areas and Figure 2.2 shows the locations of the five study areas.)

The five study areas contain about 12,000 WAGES clients (or approximately half of the WAGES population in the county). A detailed study of work trips in these areas is reported at Chapter 5 to highlight needs of WAGES clients. That study also examines travel time of these areas to the major employment centers and illustrates the time barrier problems that these residents must confront.

Table 2.3 WAGES Participants by Study Areas as of April 1998

Study Areas	No. of Clients	Percent Black	Percent Hispanic	Percent Women
Carol City/Opa-locka	2,370	80%	18%	95%
Hialeah	2,110	3%	92%	87%
Liberty City/Overtown	4,550	81%	18%	96%
Little Havana	1,750	5%	92%	91%
South Dade	1,550	50%	40%	93%
Total Study Area	12,340	52%	44%	93%
Miami-Dade County*	24,300	50%	45%	92%

* Note: Includes 200 cases in Monroe County.

Source: Metropolitan Center, Florida International University Florida Department of Children and Families (1998b) and Miami-Dade and Monroe WAGES Coalition (1998b).

Figure 2.1
TANF Adult Recipients

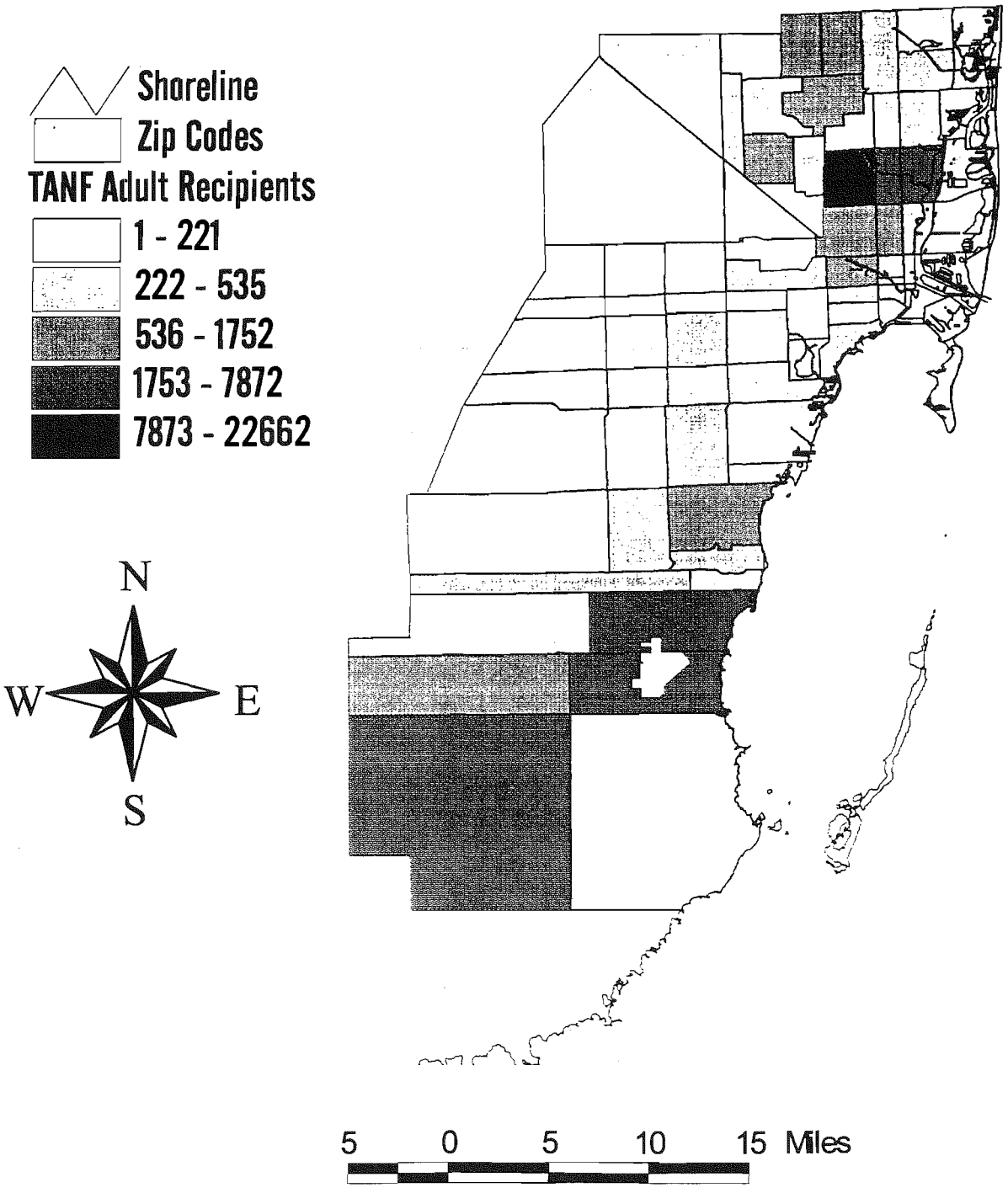
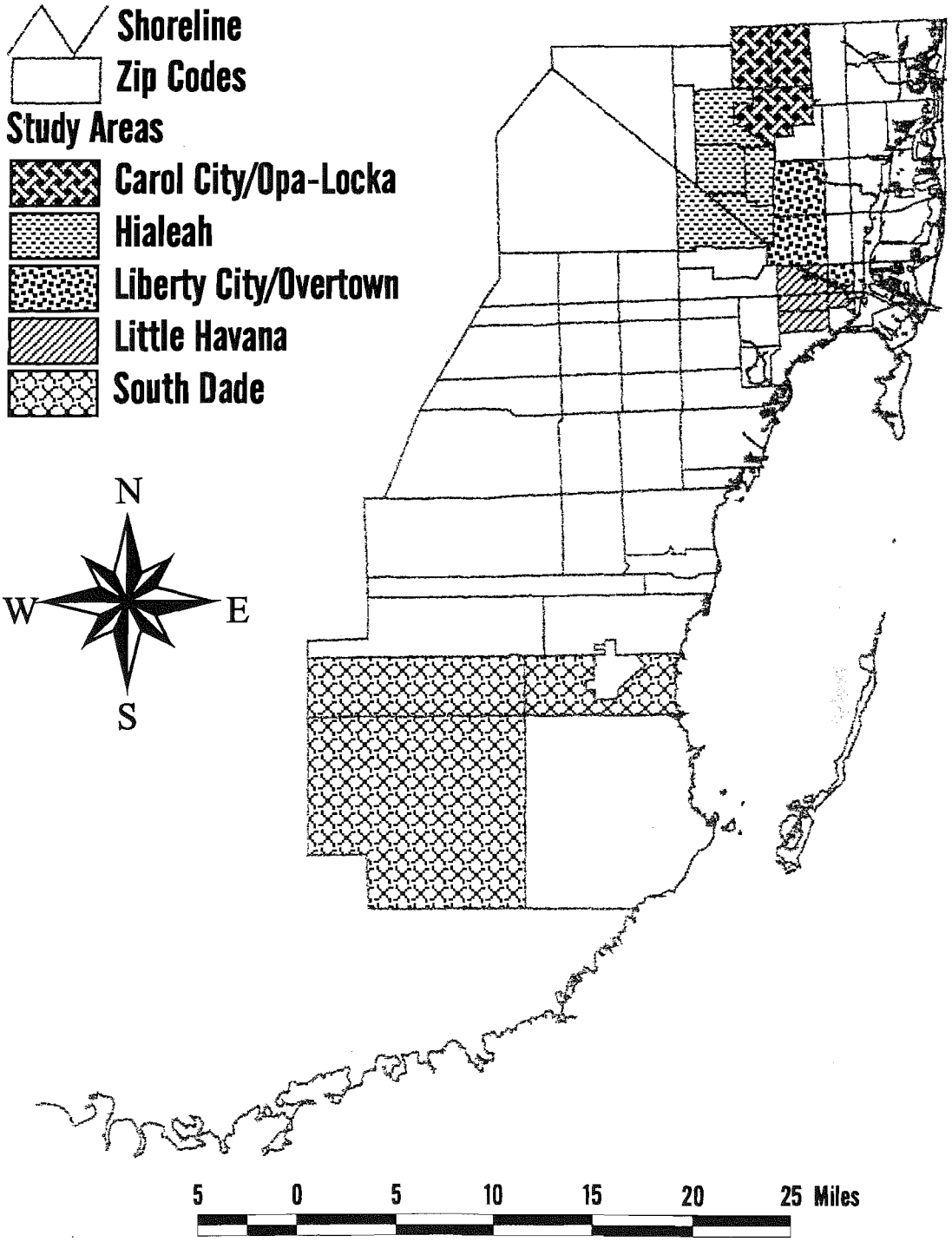


Figure 2.2
Study Areas



Transportation Patterns of Residents in the Study Areas

The 1990 Census provides some useful information on the patterns of travel between work and residence. We analyzed the relevant data for the five study areas. The results are provided in Tables 2.4 to 2.6. Though these patterns are for all workers residing in these areas, we believe that WAGES clients in the respective communities will likely adopt the same pattern once they start working. In other words, these results should be viewed as a reasonable indicator of the future travel characteristics of the WAGES clients.

Regarding the means of transportation to work, Table 2.4 shows that 68 percent of the workers in these study areas drive alone compared to 72 percent of all workers in the county. Among the five study areas, Hialeah and Carol City/Opa-locka have the highest rate of workers who drive alone, most closely mirroring the county's average. Carpooling is the second most popular means of transportation. About 20 percent of all workers in the study areas carpool, the highest percentage of which occurs in South Dade (25 percent). In general, the rate of carpooling overall in the study areas is higher than the 16 percent figure for the county.

Census data show that countywide, only 6 percent of workers use public transportation. Among the five study areas, the percentages vary a great deal: two percent in South Dade, three percent in Hialeah, 11 percent in Little Havana, and 14 percent in Liberty City/Overtown. The use of transit is, in part, a function of the availability and quality of transit services. Therefore, we would expect a more intense use of transit in Liberty City/Overtown and Little Havana. On the other hand, residents in Hialeah and South Dade may continue to rely more on non-transit means because of limited transit access to employment centers. It should be further noted that even under the most favorable conditions, few places in the county use public transportation at rates higher than 20 percent. While it is imperative to encourage the use of public transportation, policy makers should recognize that a majority of WAGES clients would probably find individualized transportation more appealing.

Table 2.4 Use of Means of Transportation to Work in 1990, All Workers (in Percent)

Study Areas	Drive Alone	Carpool	Transit	Others
Carol City/Opa-locka	71%	18%	7%	4%
Hialeah	74%	18%	3%	6%
Liberty City/Overtown	60%	20%	14%	6%
Little Havana	61%	20%	11%	9%
South Dade	66%	25%	2%	7%
Total Study Area	68%	20%	7%	6%
Miami-Dade County	72%	16%	6%	6%

Source: Metropolitan Center, Florida International University, analysis of the 1990 Census STF3B file (Table P-49), 1998.

Travel time is a critical issue since a long-distance commute is a barrier to employment, especially when children are involved. Table 2.5 shows the travel time of workers in the study areas in 1990. The 1990 Census defines travel time as "the total number of minutes that it usually took the person to get from home to work during the reference week." It includes time spent waiting for public transportation, picking up passengers in carpools, and in other activities related to getting to work. In all five-study areas, the work trip was more than an hour for only two percent of the workers;

similarly in the county, only three percent spent more than an hour getting to work. This percentage was similar to the 3 percent for the whole county. About 10 percent of workers in the five study areas spent between 45 to 59 minutes in their travel to work. This was a bit lower than the 12 percent for the county.

Table 2.5 Travel Time to Work in 1990, All Workers (in Percent)

Study Area	Less than 30 minutes	30 to 44 minutes	45 to 59 minutes	More than 60 minutes
Carol City/Opa-locka	53%	33%	12%	2%
Hialeah	69%	22%	7%	2%
Liberty City/Overtown	60%	26%	12%	2%
Little Havana	62%	25%	10%	3%
South Dade	64%	20%	15%	2%
Total Study Area	63%	25%	10%	2%
Miami-Dade County	59%	26%	12%	3%

Source: Metropolitan Center, Florida International University, analysis of the 1990 Census STF3B file (Table P-50), 1998.

On the other hand, about 63 percent of the workers in the study traveled less than 30 minutes, which is a bit higher than the 59 percent in the county. In fact, the average travel time for the county is 25 minutes. These figures show that a travel time of more than one hour is almost an insurmountable barrier to the majority of workers. We expect that typical WAGES clients will respond to a long commute time in a similar fashion. Therefore, any transportation linkage program designed for WAGES clients should aim at achieving a travel time of about 30 minutes and should not exceed one hour. We need to remember that working mothers may also have to get their children to child-care facility or school and this will increase the average travel times noted above.

Census data also provide information regarding the time leaving home to work, presented in Table 2.6 below. A majority of workers leave home between 6 a.m. and 9 a.m. The patterns were uniform throughout the study areas and the county. About 70 percent of the travel began within that three-hour period. However, one-quarter of the trips were made between 9 am and midnight. Despite the small portion of workers who work on shift or start their work trips off-peak hours, finding an adequate transit solution for them may be very difficult. Since we expect a higher percentage of WAGES clients to travel off-peak, decision-makers need to devise a more flexible solution to cater the off-peak needs.

Table 2.6 Time Leaving Home to Go to Work in 1990, All Workers (in Percent)

Study Areas	12:00 a.m. to 4:59 a.m.	5:00 a.m. to 5:59 a.m.	6:00 a.m. to 6:59 a.m.	7:00 a.m. to 7:59 a.m.	8:00 a.m. to 8:59 a.m.	9:00 a.m. to 11:59 p.m.
Carol City/Opa-locka	3%	6%	23%	30%	14%	24%
Hialeah	2%	5%	23%	32%	19%	20%
Liberty City/Overtown	3%	7%	25%	30%	14%	22%
Little Havana	2%	6%	20%	31%	20%	22%
South Dade	2%	8%	25%	31%	15%	20%
Total Study Area	2%	6%	23%	31%	17%	21%
Miami-Dade County	2%	4%	18%	30%	21%	25%

Source: Metropolitan Center, Florida International University, analysis of the 1990 Census STF3B file (Table P-52), 1998.

While the 1990 Census data provides useful transportation planning information for WAGES clients, it should be emphasized that this information is already dated. A better guideline might be found by examining the actual travel patterns of former TANF recipients who have been hired recently. Chapter 7 of this study summarizes information from 232 clients who have found jobs and discusses, from this limited perspective, issues related to transportation planning.

Conclusion and Implications

The welfare reform efforts in Miami-Dade County are challenging because it has the highest concentration of welfare recipients in the State of Florida. During the last two years, while the rest of the state has been experiencing rapid decline of TANF caseload, the decline in Miami-Dade has been slower—to the point that one out of every three TANF recipients in the state resides in Miami-Dade County.

Despite strong community efforts and initiatives from the county, matching jobs for each WAGES client will take considerable time because of the sluggish local economy. Our study concludes that the county will generate about 5,000 new entry-level jobs each year. While over 4,000 former TANF adult recipients have left the welfare rolls in the last two years, there are still 23,000 potential WAGES clients. As of June 1998, employment has been secured for about 1,300 WAGES clients, but more effort is needed. Hopefully the booming economy in neighboring Broward County will help to resolve the lack of entry-level jobs in Miami-Dade, but transportation from Dade to Broward may be problematic. (See Chapter 4 for a discussion of Broward County issues.)

One of the major barriers facing WAGES clients is that they are not job ready. Low levels of education and lack of employment experience have made it difficult for them to find employment. Furthermore, childcare needs pose tremendous difficulties to those working full-time. Additional barriers include the language requirement in some labor markets and the lack of reliable and affordable transportation to work.

The analysis of transportation patterns from the 1990 Census in the five study areas shows that driving alone was the predominant way of workers going to work. The use of public transportation never exceeded 15 percent in these areas and in some places it was as low as 2 percent. Almost three-quarters of workers in these study areas began their commute to work between 6 a.m. and 9 a.m. and, for a majority, their commute was less than 30 minutes. If these are reasonable predictors for WAGES clients, future transportation proposals must be flexible and be client-oriented. The Census

data strongly suggest that more individualized modes of transportation should be explored so that WAGES clients can travel to work, shop and take children to child care facilities.

Finally, our on-going interviews with job placement providers reveal that no systematic efforts regarding transportation has been in place. The "One-Stop Centers" provided by the MDTA do not appear to have had an immediate impact because caseworkers are preoccupied with case management and screening. In our opinion, trip planning and other transportation services are most effective when they are provided as part of the job placement effort after a specific job has been identified.

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Miami-Dade and Monroe WAGES Coalition. 1998a. "Extract of the FLORIDA System regarding number of TANF adult recipients," (January).

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Miami-Dade and Monroe WAGES Coalition. 1998d. "Extract of the FLORIDA System regarding ethnic breakdown of TANF adult recipients," (April).

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Appendix 2: Ethnicity of TANF Adult Recipients in Study Areas

April 1998

Study Areas			Black	Hispanic	White	Others	Total	Percent Black	Percent Hispanic
A	Carol City/Opa-locka								
	33054	Opa-locka	847	107	18	4	976	86.8%	11.0%
	33055	Carol City West	419	280	24	1	724	57.9%	38.7%
	33056	Carol City East	620	43	5	4	672	92.3%	6.4%
	Subtotal		*1,886*	*430*	*47*	*9*	*2,372*	*79.5%*	*18.1%*
B	Hialeah								
	33010	Hialeah Southeast	21	578	21	3	623	3.4%	92.8%
	33012	Hialeah Central	6	673	21	5	705	0.9%	95.5%
	33013	Hialeah Northeast	4	280	17	2	303	1.3%	92.4%
	33014	Hialeah Northwest	25	373	19	2	419	6.0%	89.0%
	33166	Miami Springs	3	46	11	1	61	4.9%	75.4%
	Subtotal		*59*	*1,950*	*89*	*13*	*2,111*	*2.8%*	*92.4%*
C	Liberty City/Overtown								
	33136	Overtown	468	55	8	4	535	87.5%	10.3%
	33142	Brownsville/ Allapattah	1,290	436	22	4	1,752	73.6%	24.9%
	33147	Liberty City	1,906	333	24	3	2,266	84.1%	14.7%
	Subtotal		*3,664*	*824*	*54*	*11*	*4,553*	*80.5%*	*18.1%*
D	Little Havana								
	33125	Allapattah South	48	618	24	0	690	7.0%	89.6%
	33128	West of Downtown	13	84	2	0	99	13.1%	84.8%
	33130	Southwest of Downtown	19	258	14	1	292	6.5%	88.4%
	33135	Little Havana	5	437	8	2	452	1.1%	96.7%
	33145	Little Havana South	2	211	8	0	221	0.9%	95.5%
	Subtotal		*87*	*1,608*	*56*	*3*	*1,754*	*5.0%*	*91.7%*
E	South Dade								
	33030	Homestead West	370	337	94	6	807	45.8%	41.8%
	33033	Homestead East	178	172	44	1	395	45.1%	43.5%
	33034	Florida City	225	100	21	0	346	65.0%	28.9%
	Subtotal		*773*	*609*	*159*	*7*	*1,548*	*49.9%*	*39.3%*
Total Study Areas			6,469	5,421	405	43	12,338	52.4%	43.9%
Miami-Dade County			12,058	10,879	1,192	171	24,300	49.6%	44.8%
Study Area as Percent of the county			53.6%	49.8%	34.0%	25.1%	50.8%		

Source: Florida Department of Children and Families (1998b)

Chapter 3. Employment Patterns of Miami-Dade County in Relation to Welfare to Work

by Sidney Wong, Ph.D.

This chapter analyzes the spatial pattern of employment in Miami-Dade County. This analysis provides useful information regarding transportation strategies for WAGES clients. The commonly-accepted spatial mismatch theory states that the increasing travel time from the urban core to emerging work places has become a significant barrier to residents with little education or skill to secure sustainable employment. This theory has suggested that economically disadvantaged people are likely to stay in the inner cities while new employment is increasingly created in the urban fringes. In the case of Miami-Dade, rapid industrial and business development in the area west of Miami International Airport and in Hialeah tend to support this theory in that emerging employment centers in Miami-Dade County are beyond an acceptable commuting distance for inner-city residents.

While most location analyses of employment trends tend to emphatically support this conceptualization of the decentralization of jobs from the urban core, some recent studies relating to welfare-to-work suggest that inner cities still retain sizeable entry level employment opportunities. Broadly speaking, this report studies the location of general employment in Miami-Dade County, and, more specifically, it examines the location of entry-level jobs. An understanding of where the WAGES clients will be employed has important implications for transportation planning.

This chapter answers four questions:

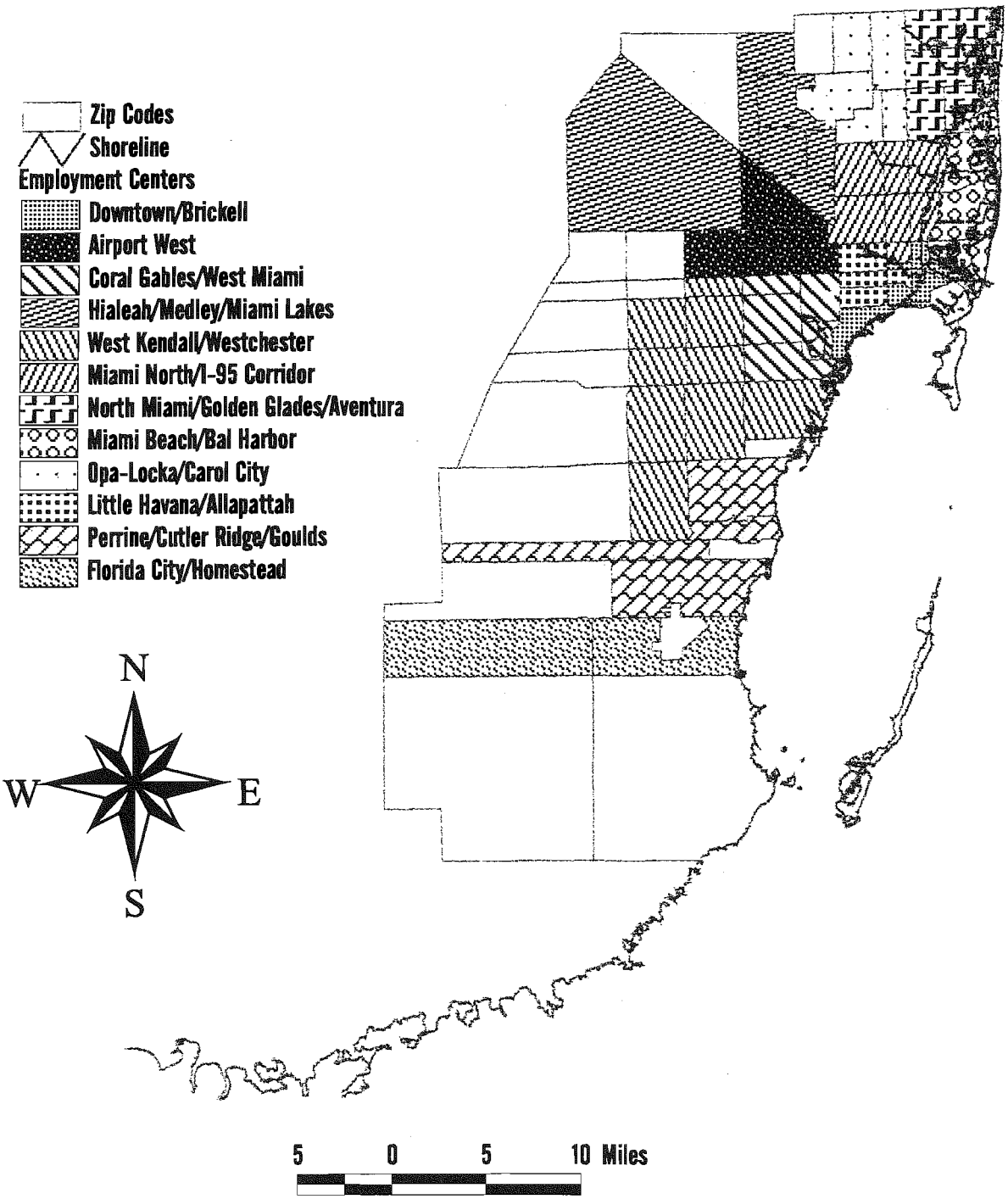
1. Where are the employment centers?
2. Where are existing entry-level jobs located?
3. How many entry-level jobs will be created?
4. Where will new entry-level jobs be found?

Location of Employment Centers

Post-war suburbanization has significantly altered the geography of employment locations in American cities. Residents and businesses are migrating out or springing up in the urban fringe, eroding the relative importance of downtown areas as employment centers. Similarly, areas outside the inner core of Miami-Dade have experienced faster growth in employment. Both the shifting market driven by suburbanization and the decentralization of industries for better accessibility to the expanded highway system have caused significant growth in Hialeah, Miami Lakes, Kendall and areas west and southwest of the Airport.

We used the ES202 data from the Florida Department of Labor and Employment Security to identify employment centers in Miami-Dade County (Figure 3.1). Appendix 3 reports the estimation methodology and explains the characteristics and limitations of the ES202 data. While our analysis confirms a decentralizing pattern in employment, it also shows a great degree of complexity in spatial patterns. Table 3.1 shows the percent distribution of employment for the twelve employment centers that we identified in the county.

Figure 3.1
Employment Centers



The big four centers (Downtown, Airport, Hialeah, and Coral Gables) account for nearly half of the county's employment. Downtown Miami (including the Government Center, the Port, the Omni area, Brickell, and Coconut Grove) is still the biggest employment center, but its dominance has declined. In contrast, nearly one-quarter of the jobs in the county are now located in the area near Miami International Airport and in Hialeah, Medley and the Miami Lakes area. Coral Gables (including South Miami and West Miami) still functions as a second downtown and captures about 11 percent of the employment in the county. The remaining half of the county's employment is distributed in the other eight smaller employment centers, led by Kendall and the I-95 corridor.

Thus, this dispersal pattern of employment in the county does not support radical employment suburbanization or an extreme condition of spatial mismatch. While decentralization is taking place, outlying areas fifteen to twenty miles from the downtown accommodate an insignificant number of jobs. In contrast, about 30 percent of the county's employment can be found within five miles of downtown (in downtown Miami, Little Havana, Wynwood, Jackson Memorial Hospital, and the I-95 corridor). An eight-mile radius from the downtown easily captures over half the employment in Miami-Dade County (Miami Beach, Coral Gables, east part of the Airport area, and some parts of east Kendall and Westchester). If a four-mile radius were drawn from Liberty City, where most of the WAGES clients live, the catchment area would contain at least 40 percent of all the jobs in the county.

Another way to examine the spatial pattern of employment is to study whether specialization is occurring within each employment centers. Table 3.2 shows the employment distribution of each center by major industrial division. Four of the twelve areas are major employment centers, each of which provide over 100,000 jobs. Downtown Miami stands out as a financial and administrative center as about 60 percent of its employment is in the public sector, professional services and finance. Coral Gables, as a second downtown, includes employment in professional services and finance of over 40 percent, and also has a broad base in retail and other types of services. The airport area clearly has an advantage with its transportation facilities linking air and ground transport, catering to wholesale, delivery, communication and utility activities. Hialeah is the manufacturing center for Miami-Dade, accommodating about one-third of the county's manufacturing jobs.

Regarding the eight minor employment centers, only three show evidence of some form of specialization. The Miami North/I-95 Corridor area to the north of downtown, including Wynwood, accommodates substantial employment in the health service industry in addition to a strong manufacturing base. The Opa-locka area has a concentration of manufacturing jobs. Homestead and Florida City have significant numbers of agricultural-related employment. The remaining five employment centers rely most heavily on the service and retail sectors, but otherwise do not appear to specialize.

These patterns suggest some sort of skill mismatch. Downtown and Coral Gables tend to have more specialized service jobs that may not be easily open to residents in the vicinity. Manufacturing, delivery, and wholesale employment are likely to be found in the northern and western part of the county and are not accessible to the majority of the WAGES clients who live in the east. However, the bulk of Miami-Dade's non-professional services and retail employment is highly dispersed. The county's economically deprived neighborhoods are less likely to generate such jobs because of the relatively weak purchasing power of residents. To answer the question of skill mismatch, we must first find out where the entry-level jobs are.

Location of Entry-Level Jobs

In Chapter 2, we discussed educational attainment and employment status of WAGES clients. To recap, 63 percent never finished high school, 36 percent never worked in their life, and only 6 percent

have maintained employment over twelve months in the past two years. Without additional training, WAGES clients likely have a limited range of occupations they can enter.

Based on the Florida Micro-OIS CD-ROM data, we identified 53 occupations that require minimal skill and training (see Table 3A.2 in Appendix 3 for the complete list). The Micro-OIS data indicate that these 53 occupations absorbed 263,6000 workers in 1994 (excluding those in self-employment and private household categories). About 28 percent of Miami-Dade's employment is entry-level. This is consistent with the 29 percent figure for the state of Florida. Table 3.3 shows the ten major entry-level occupations in terms of employment. Though these ten occupations account for about 19 percent of the county's employment, they represent about 70 percent of all entry-level jobs. Table 3.4 shows the ten leading industries that hire large numbers of entry-level workers. Retail and non-professional service industries supply a majority of entry-level positions. Due to overall size, health and educational services are also big employers of entry-level workers. Because these industries are scattered around throughout the county, WAGES clients must travel in different directions to work in these industries.

In terms of concentration of entry-level employment within industries, only seventeen industries have a higher percent share than the countywide average of 28 percent. Altogether, they absorbed 171,800 entry-level workers, or 65 percent of all the county's entry-level employment in 1994. Table 3.5 shows the ten leading industries that offer the greatest employment opportunities to low-skill job seekers.

The estimation of the location of entry-level jobs proved to be a tedious process. Available occupational data cannot be broken down to sub-county levels. Therefore, the research team had to compile an occupation-industry matrix to identify the percent share of entry-level jobs within each industry (Appendix 3 explains this method in detail). We then merged the percent-share data with aggregated ES202 data at the two-digit SIC level for each employment center. The estimated total number of entry-level jobs by employment centers in 1997 is shown Table 3.6. When we compare Table 3.1 to Table 3.6, we see that there is a slightly greater degree of dispersal, evidence for spatial mismatch, in entry-level jobs than the overall employment.

The role of Downtown and Brickell for absorbing low-skill employment is further diminishing as Airport West, Kendall and Coral Gables hire more entry-level workers. While the four traditional centers (Downtown, Hialeah, Coral Gables and the Airport area) account for about half the county's employment, their combined share in entry-level jobs is just above 40 percent. In fact, Kendall and North Miami are emerging as employment centers with a higher proportion of entry-level jobs. However, as with the dispersal pattern of overall employment in the county, the dispersal of entry-level jobs does not support the traditional pattern of spatial mismatch in terms of the suburbanization of employment that can be seen in other U.S. cities. For example, 30 percent of the county's entry-level jobs are located within a four-mile radius of Liberty City.

A specialization analysis (Table 3A.3 in Appendix 3) shows that areas with high representations of entry-level jobs are all outside major employment centers. It should be noted that this analysis indicates the potential of an area to have higher concentrations of entry-level jobs, and it does not take into account of the actual number of employment opportunities. Five employment centers can be characterized as areas in which jobs require few skills: (1) Florida City/Homestead, (2) Perrine/Cutler Ridge/Goulds, (3) Miami Beach/Bal Harbor, (4) North Miami/Golden Glades/Aventura and (5) Kendall/Westchester. On the other hand, Downtown/Brickell, Airport West and the North Miami/I-95 Corridor have an under-representation of such jobs. This indicates that there is a spatial complexity of job patterns which requires WAGES clients to travel from multi-origination points to multi-destination points. This complexity poses particular challenges to fixed-route transportation planning.

Location of Future Entry Level Jobs

Predicting future job growth for Miami-Dade is never an easy task as actual growth is affected by a variety of unpredictable factors. The attempt to predict job growth by locality and skill level is even more problematic. For this reason, all the estimates below should be treated as illustrations only. Appendix 3 reports the methodology for these estimates. Based on data provided by the Florida Department of Labor and Employment Security, we identified two sets of annualized growth rates for each of the 79 major industrial groups. Our analysis gives an estimate that Miami-Dade will add between 17,070 to 18,350 jobs each year (in contrast to an increase in 20,000 jobs reported between October 1996 and Oct 1997). The number of new entry-level jobs each year ranges from 4,440 to 4,860, or roughly 26 percent of the total new jobs. Our estimate also provides a breakdown of net annual growth of entry-level jobs by employment centers.

The estimates in Table 3.7 should be used carefully because of limitations of data sources and the methodology (as explained in Appendix 3). Further examination of development capacity of each area should be conducted. For instance, the calculations identify Coral Gables as the biggest center for creation of entry-level jobs in spite of limited growth capacity for expansion of retail and service facilities. Again, the role of the Downtown for future entry-level job creation is eroding even though the big four employment centers still account for about 45 percent of the annual growth. The locational distribution and the next tier is more disperse as medium size centers such as Kendall, North Miami and the I-95 Corridor play more important roles.

Conclusions and Implications

The employment analysis partially proves that decentralization of jobs is occurring in Miami-Dade County but not to an extreme degree. The spatial mismatch between jobs and residential areas that confronts inner-city residents is complex. The data suggest that Miami-Dade County does not conform to the more traditional notion of the theory in terms of jobs in the outlying suburbs and workers in the downtown core. Rather, the spatial distribution of employment and, in particular, entry-level jobs is changing, creating greater dispersal of such jobs within employment centers that are not too far from inner city areas. This observation seems to support evidence that other barriers, such as skill mismatch and ethnic differences, may be more important to WAGES clients. The primary distribution of entry-level jobs in the service sector is also causing problems for WAGES clients because the growth of entry-level jobs is likely to occur in more affluent neighborhoods. In addition, spatial patterns imply that there is no single focal point for such employment.

Several policy implications can be derived. First, the primary issue facing welfare reform in Miami-Dade is the insufficient number of entry-level jobs generated by our economy. It will take at least four years for future entry-level jobs to absorb all 23,000 WAGES clients, assuming no competition from the existing labor force. With an unemployment rate of over 7 percent in Miami-Dade, this is an unlikely scenario. Thus, it is realistic to expect that some WAGES clients may stay on welfare for at least four or five years. Unless there is a net decline in the number of residents with low education or skill, the success of welfare reform depends on efforts to revitalize the local economy.

Second, traditional transportation planning which brings workers from the outskirts into the downtown area needs to be adjusted. The overall employment distribution is decentralized and requires an increasing amount of multi-point rather than multi-origination/single destination trips. The expanding number of multi-purpose trips, off-peak work trips, and non-working trips calls for flexible arrangements in which only individualized transportation appears viable. Therefore, road improvement and traffic management to facilitate internal movement and link all these employment centers to scattered residential neighborhoods should be the focus of future transportation investments.

Third, as the demand for individualized transportation increases, our fixed-route transit system will have an uphill battle to expand ridership. Therefore, the transit system has to look for alternatives that are more flexible. Our analysis shows that substantial employment is not far away from the downtown; our inner city is actually within the proximity of major employment centers. It is time to examine the barriers of transit service to reduce the number of transfers needed to move a short distance. Transit planners should explore flexible arrangements, such as circulating routes and feeder services, and examine the potential of vans and other para-transit means that are compatible with individualized transportation.

Fourth, growth in entry-level jobs is so small that the impact of these new jobs on trip generation will be insignificant. Providing that it is financially feasible and cost-efficient, such a scenario should be serious explored.

Fifth, our analysis indicates that South Dade is a special case. Its distance to other major employment centers is a true physical barrier. Since its employment base is not big enough, WAGES clients there have to travel north or south to work unless they are involved in the local agricultural activities. A separate transportation strategy should be developed for this area.

Sixth, case studies should be examined to monitor how WAGES clients make the necessary transportation arrangements for work and other necessary trips. One can likely conclude that the transportation requirement for each client is unique. In one case, a client may travel from Liberty City to Opa-locka or to Hialeah; in another case, a client may travel from Carol City to Miami Beach; in other cases, from Hialeah to east Kendall and from Little Havana to North Miami.

Selected References:

Florida Department of Labor and Employment Security ES202 data for the last quarter of 1995.

Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security, Oct. 1997.

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Shen, Qing. 1996. "Location Characteristics of Inner-City Neighborhoods and Employment accessibility of Low-Wage Workers."

Tables 3.1 to 3.7

Table 3.1 Major Employment Centers in Miami-Dade (1997 estimations)

Rank	Employment Centers	Estimated Employment	Percent
1	Downtown/Brickell Area	143,200	15%
2	Airport West	121,700	12%
3	Hialeah/Medley/Miami Lakes	107,200	11%
4	Coral Gables/West Miami	103,500	11%
5	Kendall/Westchester	98,100	10%
6	Miami North/I-95 Corridor	85,900	9%
7	North Miami/Golden Glades/Aventura	68,500	7%
8	Opa-locka/Carol City	45,400	5%
9	Miami Beach/Bal Harbor	41,100	4%
10	Little Havana/Allapattah	38,000	4%
11	Perrine/Cutler Ridge/Goulds	24,300	2%
12	Florida City/Homestead	13,700	1%
	Subtotal of Major Employment Centers	890,600	91%
	Other Areas	88,100	9%
	Total	978,700	100%

Note: Employment figures include part-time and full-time permanent jobs but exclude those in: railroad; postal services; and self-employed, unpaid family workers and private household workers. An Employment Center is constructed of agglomeration of Zip Codes; its definition is reported in Table 3A.1 in Appendix 3.
Source: Metropolitan Center, Florida International University Florida, analysis of the Department of Labor and Employment Security ES202 (data for the last quarter of 1995), 1998.

Table 3.2 Major Employment Centers in Miami-Dade - Distribution of Industrial Division

A Employment

Employment Center	1. Downtown	2. Airport	3. Hialeah	4. Coral Gables	5. Kendall	6. I-95 Corridor	7. North Miami
Agr, Forestry & Fishing	80	160	490	570	1,540	250	170
Mining (incl service)	0	0	130	10	30	0	0
Construction	530	6,860	5,040	3,220	5,240	2,370	1,840
Manufacturing	5,730	10,330	26,870		1,830	13,170	1,550
Trans, Communi & Utility	29,630	24,460	4,780	4,150	1,910	3,460	2,700
Wholesale	3,230	25,500	9,940	4,570	4,360	11,290	5,120
Retail	9,060	14,150	19,070	17,940	24,760	10,530	19,970
Finance, Insur & Real Est	10,330	9,300	7,750	8,370	8,610	2,600	4,670
Professional Services	21,340	12,010	18,120	36,950	37,960	32,450	17,210
Other Services	9,260	15,990	13,700	22,660	9,510	8,880	12,440
Public Sector	53,440	1,750	240	2,090	1,360	350	2,180
Unclassified	580	1,230	1,110	900	980	520	680
Total	*143,200*	*121,700*	*107,200*	*103,500*	*98,100*	*85,900*	*68,500*

B Percent Distribution

Employment Center	1. Downtown	2. Airport	3. Hialeah	4. Coral Gables	5. Kendall	6. I-95 Corridor	7. North Miami
Agr, Forestry & Fishing	0.1%	0.1%	0.5%	0.6%	1.6%	0.3%	0.2%
Mining (incl service)	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
Construction	0.4%	5.6%	4.7%	3.1%	5.3%	2.8%	2.7%
Manufacturing	4.0%	8.5%	25.1%	2.0%	1.9%	15.3%	2.3%
Trans, Communi & Utility	20.7%	20.1%	4.5%	4.0%	1.9%	4.0%	3.9%
Wholesale	2.3%	21.0%	9.3%	4.4%	4.4%	13.1%	7.5%
Retail	6.3%	11.6%	17.8%	17.3%	25.2%	12.3%	29.2%
Finance, Insur & Real Est	7.2%	7.6%	7.2%	8.1%	8.8%	3.0%	6.8%
Professional Services	14.9%	9.9%	16.9%	35.7%	38.7%	37.8%	25.1%
Other Services	6.5%	13.1%	12.8%	21.9%	9.7%	10.3%	18.2%
Public Sector	37.3%	1.4%	0.2%	2.0%	1.4%	0.4%	3.2%
Unclassified	0.4%	1.0%	1.0%	0.9%	1.0%	0.6%	1.0%
Total	*100%*	*100%*	*100%*	*100%*	*100%*	*100%*	*100%*

1. Downtown/Brickell Area
2. Airport West
3. Hialeah/Medley/Miami Lakes
4. Coral Gables/West Miami
5. Kendall/Westchester
6. Miami North/I-95 Corridor
7. North Miami/Golden Glades/Aventura
8. Opa-locka/Carol City
9. Miami Beach/Bal Harbor
10. Little Havana/Allapattah
11. Perrine/Culter Ridge/Goulds
12. Florida City/Homestead

Table 3.2 Major Employment Centers in Miami-Dade - Distribution of Industrial Division (Continued)

8. Carol City	9. Miami Beach	10. Little Havana	11. Perrine	12. Florida City	Subtotal	Rest of County	Total
110	100	120	2,640	3,700	9,900	3,970	13,900
0	0	0	0	0	200	230	400
1,640	530	1,070	1,040	780	30,100	3,610	33,800
7,940	490	1,330	370	430	72,100	4,700	76,800
2,620	810	1,400	290	670	76,800	6,960	83,800
5,130	650	1,680	910	520	72,900	5,130	78,000
7,920	10,840	9,080	8,120	2,750	154,200	17,950	172,100
1,260	4,170	3,270	2,660	440	63,400	5,070	68,500
10,020	9,750	14,800	5,930	2,520	219,000	10,960	230,000
7,190	9,800	3,920	2,180	1,050	116,600	6,540	123,100
1,300	3,430	900	0	750	67,800	22,400	90,200
250	510	390	140	60	7,300	530	7,900
45,400	*41,100*	*38,000*	*24,300*	*13,700*	*890,600*	*88,100*	*978,700*

8. Carol City	9. Miami Beach	10. Little Havana	11. Perrine	12. Florida City	Subtotal	Rest of County	Total
0.2%	0.2%	0.3%	10.9%	27.0%	1.1%	4.5%	1.4%
0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	0.0%
3.6%	1.3%	2.8%	4.3%	5.7%	3.4%	4.1%	3.5%
17.5%	1.2%	3.5%	1.5%	3.1%	8.1%	5.3%	7.8%
5.8%	2.0%	3.7%	1.2%	4.9%	8.6%	7.9%	8.6%
11.3%	1.6%	4.4%	3.7%	3.8%	8.2%	5.8%	8.0%
17.4%	26.4%	23.9%	33.4%	20.1%	17.3%	20.4%	17.6%
2.8%	10.1%	8.6%	10.9%	3.2%	7.1%	5.8%	7.0%
22.1%	23.7%	38.9%	24.4%	18.4%	24.6%	12.4%	23.5%
15.8%	23.8%	10.3%	9.0%	7.7%	13.1%	7.4%	12.6%
2.9%	8.3%	2.4%	0.0%	5.5%	7.6%	25.4%	9.2%
0.6%	1.2%	1.0%	0.6%	0.4%	0.8%	0.6%	0.8%
100%	*100%*	*100%*	*100%*	*100%*	*100%*	*100%*	*100%*

Note: Due to rounding, totals may not add to 100%.
ES202 raw data classifies some public-sector employment under various professional services categories. Totals cannot be directly compared with FDOL aggregate reports or County Business Patterns because of classification differences.

Source: Metropolitan Center, Florida International University, evaluation of Florida Department of Labor and Employment Security ES 202 data (for the last quarter of 1995), 1998.

Table 3.3 Ten Leading Entry-Level Occupations in Miami-Dade

OES	Occupations	Employment	Percent
49011	Salespersons, Retail	34,920	13%
55347	General Clerk	29,760	11%
49023	Cashier	26,400	10%
65008	Waiter and Waitress	18,770	7%
67005	Janitor and Cleaner	15,630	6%
98999	All other Helpers, Laborers, Movers	13,430	5%
63047	Guard	12,290	5%
55305	Receptionist, Information Clerk	10,090	4%
67002	Maid and Housekeeping Cleaner	10,020	4%
49021	Stock Clerk, Sales Floor	9,930	4%
	Subtotal	181,240	69%
	Other Entry Level Occupations	82,360	31%
	All Entry-Level Employment	263,600	100%

Note: Employment estimates are for 1994, and self-employment and private-household employment are excluded.
Source: Metropolitan Center, Florida International University Florida, analysis of the Florida Micro-OIS Version 3.0, (Oct. 1997), Florida Department of Labor and Employment Security, 1998.

Table 3.4 Ten Leading Industries with Large Numbers of Entry-Level Jobs

SIC	Industry	Employment	Percent
58	Eating & Drinking Places	38,200	14%
73	Business Services	26,300	10%
54	Food Stores	22,300	8%
53	General Merchandise	14,400	5%
80	Health Services	13,600	5%
59	Misc. Retail	12,200	5%
56	Apparel & Accessory. Stores	10,100	4%
70	Hotel, & Lodging	9,800	4%
82	Educational Services	9,400	4%
55	Auto Dealers & Gas Station	7,500	3%
	Subtotal	163,800	62%
	Other Entry Level Occupations	99,800	38%
	All Entry-Level Employment	263,600	100%

Note: Employment estimates are for 1994, and self-employment and private-household employmen are excluded.
Source: Metropolitan Center, Florida International University Florida, analysis of the Florida Micro OIS Version 3.0, Florida Department of Labor and Employment Security (Oct. 1997), 1998.

Table 3.5 Ten Leading Industries with High Percentage of Entry-level Jobs

SIC	Industry	Percent Share	Entry-Level Jobs	Total Employment
54	Food Stores	77%	22,350	29,110
2	Agriculture Production, Crops and Livestock	76%	5,450	7,150
56	Apparel and Accessories Stores	70%	10,080	14,450
53	General Merchandise Stores	68%	14,370	21,070
58	Eating and Drinking Places	68%	38,180	56,080
7	Agricultural Services	56%	7,190	12,900
59	Miscellaneous Retail Stores	53%	12,220	23,190
70	Hotel and other Lodging Places	52%	9,840	18,770
52	Building Materials and Garden Supplies	52%	3,490	6,660
57	Furniture and Home Furnishing Stores	52%	5,030	9,650
	Total	64%	128,200	199,030

Note: Employment estimates are for 1994.
Source: Metropolitan Center, Florida International University Florida, analysis of the Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security (Oct. 1997), 1998.

Table 3.6 Location of Entry-Level Jobs in Miami-Dade (1997 estimations)

Employment Centers	Number of Entry-Level Jobs	Percent of Total
Airport West	30,300	11%
Kendall/Westchester	30,200	11%
Coral Gables/West Miami	29,000	11%
Downtown/Brickell Area	28,600	11%
Hialeah/Medley/Miami Lakes	28,400	10%
North Miami/Golden Glades/Aventura	23,400	9%
Miami North/I-95 Corridor	20,000	7%
Miami Beach/Bal Harbor	15,500	6%
Opa-locka/Carol City	12,100	4%
Little Havana/Allapattah	11,100	4%
Perrine/Cutler Ridge/Goulds	9,700	4%
Florida City/Homestead	5,600	2%
Subtotal of Major Employment Centers	243,900	90%
Other Areas	27,100	10%
Total	271,000	100%

Note: Employment figures include part-time and full-time permanent jobs but exclude self-employed, unpaid family workers and private households. Estimation procedures for entry-level jobs by employment center are reported in Appendix 3.
The total matches the 1994 estimated total only by coincidence and is a result of rounding. Figures reported here are the low estimates.
Source: Metropolitan Center, Florida International University Florida, analysis of the Florida Department of Labor and Employment Security ES 202 data for the last quarter of 1995.
Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security, Oct. 1997.

Table 3.7 Estimated Annual Net Growth of Entry-Level Jobs
(Number and Percent Growth)

	Estimate One		Estimate Two	
Employment Centers	Number	Percent	Number	Percent
Coral Gables/West Miami	650	13%	540	12%
Kendall/Westchester	570	12%	520	12%
Airport West	570	12%	480	11%
Hialeah/Medley/Miami Lakes	480	10%	420	9%
Downtown/Brickell Area	470	10%	480	11%
North Miami/Golden Glades/Aventura	440	9%	390	9%
Miami North/I-95 Corridor	370	8%	350	8%
Miami Beach/Bal Harbor	230	5%	260	6%
Little Havana/Allapattah	210	4%	210	5%
Opa-locka/Carol City	200	4%	170	4%
Perrine/Cutler Ridge/Goulds	140	3%	120	3%
Florida City/Homestead	70	1%	50	1%
Subtotal of Major Employment Centers	4,400	91%	3,990	90%
Other Areas	460	9%	450	10%
Total	4,860	100%	4,440	100%

Note: Estimate One is based on a set of annualized growth rates using 1994 as the base-year, and Estimate Two is based on rates using 1995 as the base year.
Source: Metropolitan Center, Florida International University, 1998 analysis of:
Florida Industry and Occupational Employment Projections 1995-2005.
Florida Department of Labor and Employment Security ES 202 data for the last quarter of 1995.
Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security, Oct. 1997.

Appendix 3A: Definition of Employment Centers

Table 3A.1 Definition of Employment Centers in Miami-Dade

Center	Center Name	Zip Code	Zip Code Area
1	Downtown/Brickell	33102	Downtown Miami
		33128	Government Center
		33129	Brickell South
		33131	Brickell and Downtown South
		33132	Downtown Miami and Omni
		33133	Coconut Grove
		33152	Downtown Miami
2	Airport West	33122	Miami International Airport
		33126	Central Miami/Blue Lagoon Area
		33159	Miami International Airport
		33166	Airport West/Galloway Corridor
		33172	Fountainebleau Park/West Dade
3	Gables/West Miami	33124	University of Miami
		33134	Coral Gables
		33143	South Miami
		33144	West Miami
		33146	Coral Gables
		33155	West Miami
4	Hialeah/Medley/Miami Lakes	33010	Okeechobee Road Strip
		33012	Central Hialeah
		33013	Central Hialeah
		33014	Miami Lakes
		33015	Miami Gardens
		33016	Okeechobee Road Strip
		33178	Medley
5	Kendall/Westchester	33156	Dadeland
		33165	Westchester
		33173	Westchester
		33174	Sweetwater
		33175	West Kendall
		33176	West Kendall
		33177	West Kendall
		33183	Kendall Lakes
		33186	West Kendall
		33199	FIU
6	Miami North/I-95 Corridor	33127	Liberty City
		33136	Overtown/Jackson Mem. Hosp
		33137	Wynwood
		33138	Miami Shore
		33142	Liberty City S/Allappattah N
		33147	Liberty City
		33150	Liberty City East

Table 3A.1 Definition of Employment Centers in Miami-Dade

Center	Center Name	Zip Code	Zip Code Area
7	North Miami/Golden Glades/Aventura	33160	North Miami Beach
		33161	North Miami
		33162	North Miami Beach
		33179	Ives Dairy
		33180	Aventura
		33181	North Miami
8	Miami Beach/Bal Harbor	33139	South Beach
		33140	Central Miami Beach
		33141	North Miami Beach
		33154	Bal Harbor/Surfside
9	Opa Locka/Carol City	33054	Opa Locka
		33056	Carol City
		33167	Opa Locka
		33168	Opa Locka
		33169	Golden Glades
10	Little Havana/Allapattah	33125	Little Havana/Allapattah S
		33130	Little Havana
		33135	Little Havana
		33145	Shenandoah
11	Perrine/Cutler Ridge/Goulds	33032	Princeton
		33157	Perrine
		33170	Goulds
		33189	Cutler Ridge/Franjo
12	Florida City/Homestead	33030	Homestead
		33034	Florida City

Source: ;Metropolitan Center, Florida International University, 1998

Appendix 3B: Methodology: The Estimation of Entry-Level Jobs by Location

There is no direct data for the location of entry-level jobs. Employment is reported either by industrial categories (SIC) or by occupational types. Researchers in other studies tend to take the total employment of a selected group of industries as a proxy. The selection of such industries is based on experience and subjective judgement.

The FDOL's 1997 Florida Micro-OIS Version 3.0 CD-ROM service contains a file (osidmnd.dbf) that provides important link between the occupational data with the industrial data. This file comprises of 661,665 records for the 1994 employment at two-digit and three-digit SIC levels by occupational types for each county for Miami-Dade County, Florida, and the US. I extracted the relevant information for the state and Miami-Dade County to construct an occupation-industry matrix. This data enables us to compute the percent of employment within each two-digit SIC level at any skill category.

The next step is to identify entry-level occupations. The Micro-OIS CD-ROM allows users to pull out occupations that require different level and duration of training. I pulled out a list of 153 occupations that met the classification of minimal requirement in training. I eliminated about two-third of them that appears to require certain experience or on-job training. Table 3A.2 lists the remaining 53 occupations that actually went to the estimation procedure. It also contains 24 others that had been considered but were not used. In total, these 53 occupations account for about 28 percent of the total employment (excluding SIC 88) in Miami-Dade in 1994. A wider list with 77 occupation types increased the percentage only to 30 percent. These figures are also consistent with the statewide figures.

Table 3A.2 Occupations in Miami-Dade Require Entry-Level Skills

OES	Occupational Title	OES	Occupational Title
49011	SALESPERSON, RETAIL	79021	FARM EQUIPMENT OPERATOR
49021	STOCK CLERK, SALES FLOOR	79033	PRUNER
49023	CASHIER	79038	LAWN MAINTENANCE WORKER
49026	TELEMARKETER, DOOR-TO-DOOR SALES, STREET VENDER	79855	GENERAL FARM WORKER
53108	TRANSIT CLERK	79999	ALL OTHER AGRI., FORESTRY, FISHING OCCUPATION
55305	RECEPTIONIST, INFORMATION CLERK	93905	ELECTRICAL, ELECTRONIC ASSEMBLER NONPRECISION
55321	FILE CLERK	93923	SEWER, HAND
55347	GENERAL OFFICE CLERK	93935	CANNERY WORKER
56005	DUPLICATING MACHINE OPERATOR	93938	MEAT, POULTRY, FISH CUTTER
57311	MESSENGER	97805	SERVICE STATION ATTENDANT
58023	STOCK CLERK, STOCKROOM OR WAREHOUSE	97808	PARKING LOT ATTENDANT
63044	CROSSING GUARD	98102	MECHANIC AND REPAIRER HELPER
63047	GUARD	98311	HELPER, BRICK AND MASON

Table 3A.2 Occupations in Miami-Dade Require Entry-Level Skills

OES	Occupational Title	OES	Occupational Title
65008	WAITER AND WAITRESS	98312	HELPER, CARPENTER
65011	FOOD SERVER, OUTSIDE	98313	HELPER, ELECTRICIAN
65014	DINING ROOM AND BARTENDER HELPER	98314	HELPER, PAINTER, PLASTERER
65017	COUNTER ATTENDANT	98315	HELPER, PLUMBER, PIPEFITTER
65032	COOK, FAST FOOD	98316	HELPER, ROOFER
65038	FOOD PREPARATION WORKER	98319	HELPERS, ALL OTHER CONSTRUCTION
65041	FOOD PREPARATION AND SERVICE WORKER, FAST FOOD	98323	HELPER, EXTRACTIVE WORKER
67002	MAID AND HOUSEKEEPING CLEANER	98502	MACHINE FEEDER AND OFFBEARER
67005	JANITOR AND CLEANER	98705	REFUSE COLLECTOR
67011	ELEVATOR OPERATOR	98799	ALL OTHER HAND MATERIAL MOVERS
67099	ALL OTHER CLEANING, BUILDING SERVICE WORKERS	98902	HAND PACKER AND PACKAGER
68011	SHAMPOOER	98905	VEHICLE, EQUIPMENT CLEANER
68021	USHER, LOBBY ATTENDANT, TICKET TAKER	98999	ALL OTHER HELPERS, LABORERS, MOVERS
68023	BAGGAGE PORTER AND BELLHOP		

Occupations that Are Considered and Tested but Not Used in the Estimation

OES	Occupational Title	OES	Occupational Title
49017	COUNTER AND RENTAL CLERK	93921	PRESSER, HAND
56099	ALL OTHER OFFICE MACHINE OPERATORS	93926	CUTTER AND TRIMMER, HAND
58008	PRODUCTION, EXPEDITING CLERK	93932	CARPET CUTTER, DIAGRAMMER
58099	ALL OTHER MATERIAL WORKERS	93941	METAL POURER, BASIC SHAPES
59999	ALL OTHER CLERICAL AND ADMIN. SUPPORT	93947	PAINTING AND COATING, HAND
63099	ALL OTHER PROTECTIVE SERVICES	93953	GRINDING AND POLISHING, HAND
65099	ALL OTHER FOOD SERVICE WORKERS	93956	ALL OTHER ASSEMBLERS, FABRICATORS
66099	ALL OTHER HEALTH SERVICE WORKERS	93999	ALL OTHER HAND WORKERS
79011	GRADER AND SORTER, AGRICULTURAL PRODUCTS	97117	DRIVER/SALES WORKER
79030	GARDENER AND GROUNDSKEEPER,	97199	ALL OTHER MOTOR VEHICLE

Table 3A.2 Occupations in Miami-Dade Require Entry-Level Skills

OES	Occupational Title	OES	Occupational Title
	EXCEPT FARM		OPERATORS
85953	TIRE REPAIRER AND CHANGER	97517	ORDINARY SEAMEN AND MARINE OILER
87711	HIGHWAY MAINTENANCE WORKER	98702	STEVEDORE, EXCEPT EQUIPMENT OPERATOR

Source: Metropolitan Center, Florida International Unversity, Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security, (Oct. 1997), 1998.

I then merged an index file of these 53 occupations with the occupation-industry matrix by occupational codes. By classifying the 800 codes into two types: entry-level and non-entry-level, I computed the share of entry-level employment in each two-digit SIC code (the percent-share file). This data enabled us to examine industries that are likely to hire entry-level jobs and the employment size.

Next, I combined the percent share file with the aggregated ES202 data at 2-digit SIC level for each employment centers. This procedure provided the following information: estimates for the 1997 entry-level jobs for each employment centers either at 2-digit SIC or at major industrial division levels. This procedure assumed the absence of radical changes in the 1994 occupational structure between 1994 and 1997.

However, the estimation of future growth of entry-level jobs requires further work. There were two possible approaches: one started from the occupational data; the other from the industrial data. Since there are more updated information form DOL's reports, I chose the latter approach. From the Micro-OIS CD ROM, I computed the annualized growth rates for each two-digit SIC for Miami-Dade County. These rates were based on estimation for 2005 employment using 1994 as the base year. This set of growth rate was termed as Estimation One. Next I computed a similar table from a published DOL report that used 1995 as the base year and the set of growth rates was termed as Estimation Two.

It should be understood that any estimation of employment growth is not precise and is based on a strong degree of assumption. Our approach here is simply to apply these two sets of growth estimates (used by DOL) to the ES202 data to determine the amount of employment likely to be created in the next twelve months for each employment center (at the 2-digit SIC level).

Applying the two sets of annualized growth rates for each two-digit SIC to the 1997 employment estimates derived the net growth of jobs for each employment centers. I then used the percent-share file mentioned above to estimate how many of these new jobs fell into the entry-level category.

The estimation for entry-level jobs involved a series of multiplication and rounding procedures of job number to integers. Even with the same set of assumptions, the end-estimates fluctuated according to the method of truncating, the timing of truncating and the level of aggregation that the multiplication was conducted. We administered sensitivity analyses to test different scenarios. The estimates reported in the main report are medium numbers though the figure may be biased slightly toward the low side. The reliability of the estimates generally decreases at a more disaggregated level, such as two-digit SIC level instead of the industrial division level.

A separate estimation for entry-level jobs was conducted for individual Zip Codes. The discrepancy with those estimates conducted at the employment centers could be significant depending on the level

of desegregation. These estimates are not reported here and were only used for our trip- timing exercise.

Lastly, I conducted a specialization analysis to identify which employment centers are likely to expand entry-level jobs in the future. Table 3A.3 shows centers like Florida City, South Dade, Miami Beach and Kendall tend to have an above-average rate of growth in entry-level jobs. The potential of future entry-level jobs lays in a widespread area outside the core.

Table 3A.3 Specialization Analysis of Entry-Level Employment (1997 estimations)

		Employment			Specialization	
Employment Centers	Total	Percent	Entry-Level	Percent	Index	Condition
Florida City/Homestead	13,700	1%	5,600	2%	1.48	Yes
Perrine/Cutler Ridge/Goulds	24,300	2%	9,700	4%	1.44	Yes
Miami Beach/Bal Harbor	41,100	4%	15,500	6%	1.36	Yes
North Miami/Golden Glades/Aventura	68,500	7%	23,400	9%	1.23	Yes
Kendall/Westchester	98,100	10%	30,200	11%	1.11	Yes
Other Areas	88,100	9%	27,100	10%	1.11	Yes
Little Havana/Allapattah	38,000	4%	11,100	4%	1.05	Neutral
Coral Gables/West Miami	103,500	11%	29,000	11%	1.01	Neutral
Opa Locka/Carol City	45,400	5%	12,100	4%	0.96	Neutral
Hialeah/Medley/Miami Lakes	107,200	11%	28,400	10%	0.96	Neutral
Airport West	121,700	12%	30,300	11%	0.90	No
Miami North/I-95 Corridor	85,900	9%	20,000	7%	0.84	No
Downtown/Brickell	143,200	15%	28,600	11%	0.72	No
Total	*978,700*	*100%*	*271,000*	*100%*	-	-

Note: This specialization analysis is to identify employment centers that are over-represented in the percent share of entry-level job. The technique used is essentially location quotient analysis. The specialization index is computed by dividing the percent of entry-level employment of the county in the employment center by the percent of total employment of the county in the same employment center. An index larger than 1 shows overrepresentation.
Source: Metropolitan Center, Florida International University, analysis of Florida Department of Labor and Employment Security ES 202 data (for the last quarter of 1995) and Florida Micro-OIS Version 3.0, Florida Department of Labor and Employment Security, (for Oct. 1997), 1998.

Chapter 4. Facilitating Access to Employment Opportunities in Broward County

by Kenneth Lipner

Overview

While most other metropolitan areas consist of several adjoining counties, and in some cases several states, Miami-Dade County is unique in that it may be the only U.S. metropolitan area that has just one contiguous suburb, Broward County. The inter-county cooperation necessary is less complex due to the small number of players, which could facilitate practical transportation policy planning. In addition, in practice the political demarcation and distinction between Miami-Dade and Broward is of little or no importance in the South Florida economic marketplace. Major retailers such as Burdines, Sears and Macy's attract customers from throughout the region and the media long ago incorporated Miami and Fort Lauderdale into their market considerations. Furthermore, it is reasonable to suggest Miami-Dade County significantly supports Broward County's primarily service-oriented economy. More than 100,000 net daily commuters that travel south from Broward each day; at the very least Miami-Dade County serves as one of the largest single employment destinations for Broward County residents.

Given the low unemployment rate and the expansion of service jobs, especially at the entry level in Broward, it is certainly possible that many Miami-Dade residents in the northern part of the county will also begin commuting to south Broward to take advantage of their robust economy. In short, daily commuting between Miami-Dade and Broward and vice versa will, no doubt, increase in the future. Therefore, in the broader context, special attention needs to be paid to facilitating the movement of welfare-to-work clients to destinations in south Broward. For example, welfare-to-work clients in north Miami-Dade now have better transit access to jobs in south Broward than they do to jobs in Kendall, Coral Gables, or west of the airport. It would be more efficient to extend transit lines north than to improve transit going south and west from many locations in north Miami-Dade.

The usual "morning-in," or the suburb to city commute from Broward to Miami-Dade, has been typical of commuting patterns in most metropolitan areas of the United States since World War II. The interstate highway system, ostensibly built as a defense highway system to encourage the quick movement of troops and equipment during the cold war era, has made suburb to city and suburb to suburb commuting quick and easy in virtually every city in the nation. While opinions concerning the motivation and rationale that have resulted in American suburbanization differ, there is a consensus substantiated by data in every region of the nation that employment growth in the suburbs has exceeded employment growth in the city in every Standard Industrial Code (SIC) category in every Metropolitan Statistical Area (MSA).

Consistent with employment growth in the suburbs has been the reliance on the personal automobile as the primary method of journey- to-work transportation. The development of ring roads connected to the interstate system has expedited this traffic movement. Hence by 1998, a transportation infrastructure exits throughout the nation that is based primarily on a morning-in to the city and suburban to suburban edge-city commuting. Due to these growth patterns, "reverse commuting" where inner city or residents from poor neighborhoods commute daily to suburbia for jobs is a more recent phenomenon and one that has received less attention from analysts. This is an important aspect to this problem as lower income people need convenient access to job locations throughout the South Florida region.

The unemployment rate in Broward County was 4.8 percent in July 1998 compared to7.2 percent in Miami-Dade County. The Broward labor market is also much more favorable and conducive to employing WAGES clients than the Miami-Dade County labor market. Broward County's service oriented economy has more potential entry-level employment opportunities with entry level jobs compatible with the skills and achievements of the target population located in Miami-Dade. In the east, Broward is characterized by the high density condominiums and hotels. In the west, it employs many in its the large mega-mall shopping centers such as the Galleria in Fort Lauderdale, the Broward Mall, and the Sawgrass Mills Shopping Center. Even Broward's largest private employers, Motorola and American Express in Plantation, may be able to provide entry-level opportunities for the most qualified and job-ready WAGES clients. The steady growth of the health care industry and geriatric-related services throughout Broward County also provide potential entry-level employment opportunities. Hospitals, nursing homes, extended care facilities, and home health organizations are growing in Broward and could provide many jobs for these individuals.

North Miami-Dade to South Broward Commute

The typical "morning-in, evening-out" Miami-Dade-Broward automobile commute is well serviced through existing highways. State Highway A1A in east Broward, to Interstate 75 in West Broward, with U.S. Highway 1, Interstate 95, Florida's Turnpike, U.S. Highway 441, 27th Avenue/University Drive, and several other urban highways provide substantial north-south access. By contrast, public transportation between Broward and Miami-Dade is limited. Miami-Dade's Route K, V and Metrobus Route 3 continue north along U.S. 1 and only as far as the sparsely occupied Diplomat Mall on Hallandale Beach Boulevard in Hallandale. Transfers to the Broward system are available to the Broward County Transit (BCT) bus, Route 1 and 9 at the Aventura Mall on NE 192nd Street. Commuters may then continue north to the central terminal in downtown Fort Lauderdale. The BCT also operates a bus on north-south Route 18 on U.S. 441 (NW 2nd Ave, Miami) to the 163rd Street Mall in North Miami Beach. BCT Route 18 connects with Palm Beach County's Palm Tran Route 91 and 92 at the Sandalfoot Shopping Center.

Tri-Rail, the commuter rail system funded cooperatively by Miami-Dade, Broward and Palm Beach Counties, operates from its southern terminal located near the Miami International Airport, north to Opa-locka and then northeast to West Palm Beach, utilizing the Amtrak-Seaboard tracks that are located nearly parallel to Interstate 95 from north Miami-Dade County. Here, there is no public bus or rail service directly connecting to residents or jobs in Miami-Dade located west of I-95, although the South Florida Regional Planning Council is exploring the utilization of I-75 as a link to the new Metrorail western extension and a new station is now under construction near the Palmetto Expressway in west Miami-Dade.

Residents of Hialeah and northwest Miami-Dade County are near Broward in proximity, but a trip to southern and western Broward County can be both circuitous and time consuming. It may appear to some transit-dependent riders as if public transportation planners and policy makers were trying to discourage travel to Broward for individuals who lack access to personal automobiles. Access to vehicles offers the additional advantage of access to the larger supply of job opportunities present in Broward, regardless of where people live in north Miami-Dade.

Limiting the employment opportunities of former welfare recipients to only the highly competitive Miami-Dade labor market would be both a policy shortcoming and disservice to the job-seeking citizens of Miami-Dade County and the potential WAGES client base. Current data provided by the State Department of Labor indicate there no geographic area, industry type or occupational category is experiencing worker shortages at the entry level in Miami-Dade County. Utilizing the definition of full employment by the traditional standard of five percent unemployment, it is clear that, with an unemployment rate of 7.2 percent, there are few opportunities in Miami-Dade for perhaps all but the most highly skilled and experienced professionals and tradespeople.

While it is not within the scope of this project to analyze the nature and causes of Miami-Dade labor-market difficulties, it is reasonable to note that the Miami-Dade labor market is unlikely to change in the immediate future. Hence, it may not be advisable to design a job placement system for welfare clients that are dependent only on Miami-Dade. It makes no sense to add travel time for residents in north Miami-Dade to travel south, utilizing Miami-Dade's public transportation system, to compete with residents of Liberty City, Allapattah, Overtown and Little Havana for scarce jobs. Most of these inner-city and near-suburban residents already have good access to the Central Business District and Government-Civic Center, Brickell, the Airport and Jackson Health complex by using existing Metrobus routes and Metrorail. However, the residents from north and west Miami-Dade have lengthier and more time-consuming trips to reach these particular jobs. A rational policy would provide the means of helping them travel to the south Broward County area.

Transit Service Options

The Urban Institute (1974) presents several transportation solutions that may be particularly useful in developing travel options for the contiguous bilateral commuting pattern that exists between the two counties. With the exception of only two or three other metropolitan areas, the morning-in commute is the norm throughout the U.S. In addition, virtually all suburban spatial development follows a concentric circle model of development. That is, commuters converge on the central core from several suburban counties that surround the urban area. As discussed in Chapters 3 and 5 of this report, the South Florida region may exhibit a different kind of pattern. At some point, it might be interesting to examine the welfare caseload and the relative labor market conditions in the few urban areas that may be spatially similar and resemble Miami-Dade County.

It will be important to develop new publicly-funded transportation options to facilitate reverse commuting to Broward County employment opportunities. Other sections of the report have documented several options being used in other areas of the United States that are viable in transporting welfare clients to jobs. Below is a discussion of several such options.

Extended Metrobus Service to Broward

Most important, an immediate and simple solution is the extension of Miami-Dade's Metrobus along NW 27th Avenue from Opa-locka/Carol City to south Broward County. The Metrobus Route 27 and 27 Max, which travel along NW 27th Avenue in Miami-Dade County, should be extended north approximately three miles into south Broward County to directly connect with Broward County Transit buses to facilitate this travel pattern. Metrobus Route 27, which currently terminates at NW 211th Street, would provide Miami-Dade residents with a direct connection to Broward County Transit (BCT) Route 2 and Route 5 when extended to Pines Boulevard and University (27th Avenue in Miami). BCT Route 2 is the main BCT bus line in west Broward. Its service runs from Hollywood/Pines Boulevard in south Broward and continues north along University Drive all the way to its northern terminal in Coral Springs in north Broward. This route has close proximity to several major employment centers including the Coral Square Mall, the West Regional Terminal, and Broward Community College. Additionally, BCT Route 2 intersects with another twelve BCT bus Routes: 3, 5, 12, 30, 36, 56, 57, 62, 72, 75, 83, 87. These twelve BCT routes provide direct access to even more job centers in Broward. The BCT bus route and additional employment centers are as follows:Century Village (Rte 2)

- Pembroke Pines (Rte 5)
- Broward Community College, Central (Rte 12)
- Broward Terminal (Downtown Ft. Lauderdale) (Rte 30)
- Sawgrass Mills, Motorola (Rte 36)

- Broward Mall, American Express (Rte 56)
- Sunshine Plaza (Rte 57)
- Tamarac (Rte 62)
- Coral Ridge Mall (Rte 72)
- State Road 89 Loop (Rte 75)
- Margate (Rte 83)
- Coral Springs (Rte 87)

The benefits of extending Metrobus Route 27 and/or 27 Max north to connect with BCT Route 2 directly are important to improving access to the fast growing Broward job market. A secondary benefit to this bus extension is to reduce traffic congestion on 27th Avenue and to correspondingly decrease negative environmental externalities such as air and noise pollution.

Optimally, this extension of Metrobus Route 27 north should not add a fare nor have a fare surcharge. Given price elasticity, any additional charge could discourage bus ridership. The low-cost 25-cent transfer should be extended to riders transferring to and from BCT bus routes in order to encourage ridership and utilization of this system. This marginal change in extending Metrobus Route 27 north should provide economic benefits to Miami-Dade County well in excess of its marginal costs. This should be one of the first activities to enhance job placement of welfare clients. Because of the differences between the bus systems, the Wages Coalition in Miami-Dade should consider subsidizing the low fares for Miami-Dade welfare clients so that coordination between the two bus systems is not jeopardized.

Paratransit

Neither a dependent fixed-route service nor a completely independent personal vehicle, Paratransit options offer an intermediate solution to transit problems. These options acknowledge "urban policy making which aims to improve urban mobility while minimizing accompanying congestion, pollution, and energy consumption" (Urban Institute, 1974). For our purposes, these transportation options to and from Miami-Dade to Broward will include:

- Taxicab Service
- Dial-A-Ride Services
- Jitney Service
- Short Term Rental
- Subscription Buses
- Carpools

Taxicab Service

Taxicab service can provide an important link for welfare-to-work travel. It provides flexibility without requiring additional capital expenditure, and provides complete flexibility in routing pick-up and delivery especially helpful when an intermediate stop for childcare is required. In comparison with other modes of public transportation, taxicabs can start and terminate at any location, they are available at all times of the day and night providing 7-day, 24-hour service. The waiting time for a cab is generally shorter than for a bus and the taxi's speed is better. In addition, there is evidence that

females, non-whites and low-income passengers, individuals with the same characteristics as most of the WAGES clients, disproportionately benefit from taxi service

Ride sharing with multiple pick-ups and multiple delivery adds to the efficiency of the taxicab option. However, the privacy and general comfort level of a shared taxicab by comparison may be lower than a seat on a bus.

In order for taxicab services to be viable for those welfare clients without direct access to the limited public transportation from Miami-Dade to Broward County employment, several obstacles must be overcome. Primary among them is that the different regulations of the taxi industry in the two counties in South Florida must be considered, especially as they affect pricing, pick-up, discharge, dead-heading and shared rides. In order to overcome this particular obstacle, economic incentives provided by the Florida Department of Transportation could be utilized and could be combined with an increased administrative role of the Metropolitan Planning Organization (MPO) and/or an expanded role of the Tri-rail Authority. For example, Tri-rail could coordinated taxi service with existing train service, requiring the utilization of Tri-rail in order for job seekers to receive a taxi fare subsidy. For periods when Tri-rail is not in service and emergencies, a direct taxi service would be provided.

Dial-a-Ride

Dial-a-Ride, a demand responsive, demand activated service, is another option that can be used for morning-out and off hour service to Broward County from Miami-Dade County. Miami-Dade County has experience with this option through its Special Transportation System (STS), which is available to individuals with disabilities. These systems use either vans or cars and are able to provide a reliable service to clients. Either a publicly-operated or a privately-contracted subscription ride service can be utilized. This mode can be efficient and economically effective, especially when it is combined with a limited emergency pick-up service by van, car or taxi.

Jitney Service

Jitney service provides yet another option for cross-county travel that may be especially practical in South Florida. Jitney service is widely used and accepted in many parts of the world. Hispanic and Caribbean immigrants have initiated and used jitneys from New York City departing from outside New York City's Port Authority's midtown bus terminal to West New York, New Jersey via the Holland Terminal. In fact, Atlantic City, New Jersey, is the city that has the longest practical experience of a regular jitney service in the U.S. Here in Miami-Dade County, numerous routes have appeared in recent years. Initially, jitney services skimmed-off ("creamed") passengers from the most heavily traveled Metrobus lines, but since have been more highly regulated to avoid their potentially adverse effect on the MDTA. Currently, as a prerequisite for entry, jitneys services must meet all state and local safety and environmental standards, as well as federal Americans with Disabilities Act (ADA) standards.

Ideally, jitney service in Broward could operate on an east-west bus route traveling on or paralleling the Port Everglades Expressway, (Interstate 595) running west from Fort Lauderdale Beach to the sea port, the Fort Lauderdale Airport, proceeding west to the Davie FAU-BCC education center and terminating at the Sawgrass Mills. This would open up access to employment opportunities for potential job seekers lacking cars. Sanctioning expanded regulated inter-county private jitney service would incur no additional public capital investment. An additional option would include publicly owned and operated jitney services, but this would involve a capital investment or the costs of leasing these vehicles. Whichever option is determined most viable, a new inter-county jitney services could be operated through Tri-Rail (or a Tri-Rail type) authority. The most important routes to consider would provide service along the I-75 to Hialeah corridor north to Weston and the Sawgrass Mills, from northside (NW 79th Street and 27th Avenue), and the Opa-locka Tri-Rail-University Drive

corridor north to the Broward Mall. These routes would provide service to Florida Atlantic University, Broward Community College Central campus and the Nova-Southeastern educational complex in Davie.

Short-Term Automobile Rentals

As discussed in other sections of this report, daily and short-term automobile rentals could be considered a Broward-Miami-Dade travel option under specific limited conditions. This could include, for example, temporary employment at the new West Broward County National Car Rental arena. Rather than establish bus, jitney or van service, rental cars could also be utilized through a pilot program or on an experimental basis in order to document and/or establish the economic viability of inter-county travel via the "Charity Cars" concept. Again, part of the costs of these rentals would have to be subsidized.

Subscription Buses

Subscription buses, such as the shuttle bus between the North and South F.I.U campuses, could also be utilized. This mode is most successful when a concentrated number of employees are able to fill a large bus which would then travel from a single pick-up point (such as Hialeah Metrorail, or Northside Shopping Center, Opa-locka/Tri-Rail) to a specific job location. It would be the most successful with employment destinations in which large employers are located (such as Sawgrass, Motorola and American Express in central Broward).

Carpools

Carpools have been long advocated by environmentalists as an effective means of reducing pollution and congestion, and providing a more efficient use of land over the parking lot. An added benefit and incentive for carpooling in the context of welfare-to-work is the potential for the direct payment of carpooling costs to the car owner who drives with employable welfare clients. A subsidy, at least equal to the fare box subsidy available to Metrorail riders (estimated at 67 percent of the true actual cost of each ride), or equivalent the cost of private auto ownership, could be paid to the car owner of the carpool. In other words, a worker who agrees to transport his or her new fellow workers would accrue the cash benefits from the carpool operation. Additional incentives of reducing the cost of insurance applied to the carpool owner could provide an inviting incentive for employees to provide transportation to these new employees. The carpool fares would certainly compare favorably to the middle class subsidy of public high capital investment of carpool lanes and ramps. The cost and transfer of cash benefits to WAGES clients would increase only marginally. The costs of fuel and maintenance would continue to be incurred primarily by the car owner and driver.

Transit Equity

The concept of "transportation equity" provides additional support of the using the above forms of paratransit (with some government subsidy). For example, studies of the San Francisco Bay Area Rapid Transit (BART) system, the Southeastern Pennsylvania Transit Authority (SEPTA) the Lindenwald rapid transit line, and even the southern leg of Miami-Dade's Metrorail, have all noted that middle and upper income riders are more likely to claim the subsidy for rides on these expensive fixed rail systems than lower income riders. The misapplication of subsides to those who do not need them are acceptable to proponents of these fixed rail systems who emphasize that the positive economic externalities of energy savings and pollution decreases are worth it. In addition, the cost of the public subsidies that help to sustain the middle to upper income suburban commuting transit pattern for the typical morning-in suburb-to-city commute has long been understood in the literature. This subsidy is constantly reinforced through billions of dollars in capital expenditures by expanding and enlarging the suburban serviced expressway and urban interstate highway systems. It is within this context that paratransit goals may require a subsidy to service those low income individuals who

do not drive, cannot drive, prefer not to drive or cannot incur the costs of a private automobile. In light of the sluggish economy in Miami-Dade County, the provision of subsidies on paratransit for former welfare clients, therefore, is a reasonable policy.

Summary and Conclusion

The level of public subsidy that will be necessary to implement some of these options is the major consideration in determining which are most viable for transportation between Miami-Dade and Broward County for WAGES clients. Normally, standard economic analysis would compare each mode of travel relative to demand elasticities for the cost of public transportation. At various personal income levels, as the cost of public transportation increases the demand for service tends to decrease. However, the desire to place clients in jobs may transcend this cost issue. For example, the most cost-effective method may be the negative income tax in which clients would receive funds directly. The long-standing debates on this policy not withstanding, this is not an option in the immediate short-term. Clients who are the most difficult to employ for structural reasons, (i.e. an individual's job skills or residence does not match the job requirements and/or location of existing job openings) will also require transportation solutions that may be expensive.

What are the parameters of public costs involved in transporting welfare recipients to work? Should public transportation subsidies for welfare clients be equal to those given to private profit making airlines that use publicly constructed airline terminals, private cruise ships that use publicly dredged waterways, or even owners of sailboat and yachts that demand publicly funded drawbridges be available 24 hours a day? With regards to the parameters of public subsidies, policies should require that the most practicable low cost transportation method is utilized first. For example, use a bus over a taxi if the bus provides adequate service. The policy should be designed to provide a cost-effective hierarchy of transit mode, but should still ultimately recognize that providing transportation to work is a necessity. In sum, a continuum of transit options should be available for WAGES clients. A public subsidy based on the choice of the most cost-effective method for the client is justifiable in light of the long-term goals of welfare reform. In addition, planners should consider the demand for urban travel as influenced by land use policies and extraordinary working and shopping hours.

Travel time to work should be similarly rationalized. One need not refer clients who live in north Miami-Dade to jobs located in Homestead. In the specific case of the former welfare recipients in north Miami-Dade and Hialeah, job opportunities in southern and western Broward County represent a better and cheaper alternate for employment and more cost effective transportation option in many cases (assuming public transportation exists). Rather than refer north Miami-Dade clients to the long or inaccessible journeys to the more distant or remote sections of Miami-Dade County, Broward is a more viable and cheaper referral option. Based on no other factor other than distance traveled from home to work, the relative costs of transportation suggests that it is more economical to transport individuals shorter distances than longer distance ones.

Based on relative labor market conditions, the closer Broward County labor market has a dramatically lower unemployment rate 4.9 percent than the 7.2 percent in Miami-Dade County as of July 1998. This lower unemployment rate affords greater job-placement opportunity in Broward County if public transportation to it exists. In addition, the structure of the Broward labor market itself is important. The service based retail/wholesale and health care economies of Broward County may be more compatible for entry level opportunities for young women with modest educational attainment levels than the opportunities available in Miami-Dade County.

Finally, as noted above, there is a critical issue of transit equity. Should the most needy in our society obtain a public transportation subsidy equal to the subsidy received by middle income suburban commuters, cruise ships, yacht owners or airline passengers? While strong economic and environmental arguments exist for the continuation of these public subsidies to individuals in the

middle and upper income brackets, the value of promoting self sufficiency among former welfare clients through more direct transit subsidies is also a worthy goal. Particularly as the lack of personal transportation often impedes mobility, job placement and longevity among these welfare clients.

The WAGES Coalition in Miami-Dade County should explore cooperative transit arrangements with Broward County to increase access to jobs in the entire region, especially for WAGES clients. In the larger context, only as many as 4,000 to 5000 former welfare clients who might be making the journey daily into Broward County may require such subsidies, which merely level the playing field for welfare clients without personal transportation.

References

Urban Institute (1974), Para-transit: Neglected Options for Urban Mobility funded by the U.S. Department of Transportation, Urban Mass Transportation Administration and the Federal Highway Administration.

Chapter 5. Public Transportation and Wages Clients

by Allan Bly, AICP

The focus of this chapter is on the availability of suitable public transportation linkages between concentrations of WAGES clients, as found in the study areas, and major employment centers with significant entry-level jobs. Both study areas and employment centers have been described in detail in Chapters 2 and 3 of this study, respectively. In addressing the public transit/client linkages, we answered three fundamental questions:

1. What are the transportation needs of WAGES clients?
2. How well are these needs being met by the existing public transit system?
3. What transportation alternatives should be considered?

Transportation Needs of WAGES Clients

There have been few nationally or locally detailed studies of the transportation needs of former welfare recipients. The limited data that are available through special studies and the U.S. Census have reported the following basic conditions:

Few welfare recipients own automobiles.

The U.S. Department of Health and Human Services reports that, nationally, less than 6 percent of welfare recipients reported owning an automobile (1997). However, studies have determined that 20 to 40 percent of welfare recipients own automobiles in cities that specifically do not under report the individuals on the welfare rolls (Edin and Lien, 1997). Although specific data on auto ownership of welfare recipients in Miami-Dade are not available, the 1990 Census found auto *availability* of no more than 30 percent to central city households with the lowest incomes.

Many welfare recipients will need to make multiple trips.

Nationally, 88 percent of recipients of welfare assistance were in households headed by single females (U.S. Department of Health and Human Services, 1997; Urban Institute, 1997). About half of the welfare cases with one parent had at least one child under 5 years of age. The child care and domestic responsibilities of working women require them to make 33 percent more trips per day than non-working women (U.S. Bureau of the Census, 1990). (See Chapter 2 for demographic data of Miami-Dade County welfare recipients.)

Most welfare recipients will need to make long trips.

Many studies of the spatial mismatch between the location of welfare recipients' homes and entry-level jobs in most metropolitan areas means that they will need to travel farther for employment (Kasarada, 1995). This is especially true of single, low-income working mothers (Rosenbloom, 1995). As discussed in Chapter 3, the spatial mismatch theory appears to be less true in Miami-Dade than in other metropolitan areas. However, the journey-to-work trip duration for former welfare recipients using public transit is likely to be considerably higher than the 24 minute median for local workers, 94 percent of whom commute by private automobile (U.S. Bureau of the Census, 1990).

All welfare recipients will not be able to spend much for transportation.

Typically, low-income households are able to spend approximately seven percent of their gross income on direct transportation (BRW and Biko, 1997).

In summary, nationally and within Miami-Dade County most WAGES participants face major constraints: automobile unavailability, multi-trip needs, lengthy travel and severe transportation expenditure limitations. These constraints require that public transit be examined to determine its ability to meet the needs of WAGES participants before addressing other potential solutions.

Public Transit's Ability to Meet the Needs of WAGES Clients

Considering the financial condition of the welfare clients described above and in Chapter 2 of this report, public transit clearly offers a cost-effective means of getting WAGES clients to work. Yet factors other than cost come into play that may affect the efficacy of relying on public transit as the primary transportation solution for WAGES clients. These other factors influence the transportation and ultimately work choices. These other factors are described next and will then be used to help evaluate the public transit linkages between the location of welfare clients and potential jobs.

Selection Criteria

To assess the public transit system's ability to meet the needs of WAGES clients, we identified the following six characteristics that influence transportation and ultimately work choices.

(1) Coverage. The traveler must be within a reasonable walking distance of the transit line on both the home and employment ends of the trip. Weather conditions and personal security dictate that these distances cannot be too long.

(2) Continuity. The rider should not be required to make excessive transfers over the course of the trip. Such vehicle changes can subject the traveler to significant delays due to extensive waits and the potential for missed connections.

Frequency/Span in terms of (3) Wait Time, and (4) Arrival Time. The rider's ability to arrive promptly at the place of employment is enhanced by service that is frequent in interval and available over the span of the workday. Long intervals between transit vehicles require the employee to have extended transfer wait times and arrival times well in advance of beginning of the work day to avoid job tardiness—a primary concern of all employers.

(5) Duration. The total duration of the rider's home-to-work trip should not be excessive, especially in the case of single parents who may have need to link with child care and shopping trips.

(6) Cost. A fundamental requirement is that the cost of the trip be within the limited financial resources of the WAGES participant, unless some public/private subsidy is provided. The indirect cost of the trip, in the form of extended day care expenses, is also a consideration.

Establishing Standards

There are no universally accepted standards for suitable levels of transit service characteristics just described. Each individual community must establish its own service standards based on its own desires and capabilities.

Miami-Dade has established broad, system-wide transit service standards as part of its Comprehensive Development Master Plan and the Miami-Dade Transit Agency (MDTA) Strategic Management Plan. However, neither of these plans addresses the detailed service characteristics described above. To its credit, though, MDTA does use combinations of computer modeling, ridership surveys and public hearings to evaluate and determine the need for new and changed routes.

The agency is in the process of expanding a transit service performance analysis and monitoring process that will provide additional data on route-level Metrobus ridership.

For the purposes of this report, the research team made the attempt to determine normative standards that could be used to measure the suitability of current transit service for the journey-to-work for WAGES participants. Two sources of information were examined: (1) U.S. Census data on travel characteristics of local workers county-wide and by study area and (2) tabulations of the parameters of current transit routes linking the study areas and employment centers.

The 1990 Census contained three measures of the home-to-work travel of Miami-Dade residents. In addition to examining these measures for countywide trip characteristics, we reviewed the same considerations for work trips of all study area residents. We recognize that there is little comparability in the skill levels and automobile availability of the average study areas worker and the average potential WAGES participant. However, this method helped us to determine if there could be significantly distinct travel patterns for workers who reside in the same location as WAGES participants and who would face the same difficulties in the context of transit service general employment opportunities. All tables summarizing these data are at the end of this chapter.

Transportation Means. The private automobile was the mode of travel for 88 percent of Miami-Dade County workers. Only six percent rode transit. The levels of usage of these two transportation means were similar for study area workers. However, carpooling was 25 percent more prevalent in the study areas than in the rest of the county.

Travel Time. The median journey-to-work time in Miami-Dade County was 24 minutes. Fifteen percent of work trips took 45 minutes or longer. Worker travel time was slightly shorter for study area residents. For example, only 12 percent of the study area residents made trips to work longer than 45 minutes.

Time Leaving Home. The peak hour during which the largest portion of Miami-Dade workers (31 percent), begin their trip to work is 7:00 a.m. to 8:00 a.m. and, based on the reported median trip duration, are typically starting work approximately one half hour later. However, the average study area resident leaves for his/her job approximately 25 minutes earlier than the average countywide resident.

In terms of a potential standard for mass transit, the U.S. Census information only provides figures on its average use (six percent in Miami-Dade County). However, this data offers information about two other key aspects of local commutes: the duration of all work trips (a median of 24 minutes) and probable peak hour for the beginning of the workday (7:30 a.m. to 8:30 a.m.).

Since Miami Dade Transit Agency has no detailed standards of service, we tabulated averages for several relevant components of all study area/employment center (SA/EC) trips as part of the two levels of analyses described below. These statistical measures were used to compare the trip characteristics between various home and work locations of potential WAGES clients. A summary of the trip component averages is contained in Table 5A.7.

Analysis of Transit Trips

Miami-Dade Transit Agency (MDTA), a department of Miami-Dade County government, operates the local public transportation system. The system has four components--Metrobus, Metrorail, Metromover and Special Transportation Services (STS), but we determined that detailed consideration of only the bus and rail trips to be within the scope of this study.

In order to provide a complete analysis, three different trip schedules were included in the analysis (each trip ends at the job destination at or before the scheduled time): (1) Weekday 8 a.m. service, (2) Weekday 12:00 a.m. (midnight) service, and (3) Sunday 8:00 a.m. service. We evaluated relevant

components of each of the rail and/or bus transit routes that provided the quickest connection between the centroids of each of the five study areas and each of the twelve employment centers (point of origin to destination point). We chose the Weekday 8:00 a.m. because it represents the broader two-hour morning peak during which half of the work trips occur, and we chose the Weekday 12:00 a.m. and Sunday 8:00 a.m. services to best represent hours necessitated by shift work. In this way, we intended to determine which provided the most suitable work trip environment for potential WAGES clients.

A second, similar analysis was made of the transit routes between the centers of each of the several Zip Codes of three pairs of study areas and employment centers use in identifying potential alternative transportation modes. An explanation of the methodology used in of both of these analyses and tabulations of the results are found in Appendix 5A.

The unit of analysis was the single trip either (1) between the centroids of a pair of study areas and employment centers or, (2) the Zip Code subareas. The second analysis provides potential examples of possible trips between these areas or subareas. In order to provide for a trip that could be considered representative, the origin and destination were the centroids of each of the paired areas or subareas. This limited approach was considered appropriate for the level of analysis required by, and resources available to, the project.

An analysis of the characteristics of existing transit service between the centroids of the five study areas and the twelve employment centers is found in Appendix Table 5C-1 and summarized in the following sections. Since more than 70 percent of the study area home-to-work trips originate in the week day morning peak hours, the principal focus of the discussion is on the corresponding Weekday 8:00 a.m. transit trip schedule.

Coverage

Miami-Dade Transit provides public transit service within an average of a two minute walk to a Metrorail or Metrobus route from the center of all study areas and a five minute walk from a transit route to the center of all employment centers for all three schedules examined. This pattern reflects the better service provided to the in-lying study areas than to the more outlying employment centers. MDTA estimates that Metrobus service is within one-quarter of a mile of 78 percent of the population and 91 percent of the jobs in Miami-Dade County (MDTA, 1996).

The transit service coverage is best during the Weekday 8:00 a.m. when the walking distance to transit and from transit averages two minutes for each. The Weekday 12:00 a.m. and Sunday 8:00 a.m. schedules average walking distances to transit and from transit are three and six minutes each. These longer times are due to the fewer routes that are operating during these off-peak times, requiring the use of routes more distant from home and/or jobs.

The MDTA reports that no service is provided between ten study area/employment (SA/EC) center pairs on the Weekday 12:00 a.m. (midnight) schedule and nine pairs on the Sunday 8:00 a.m. schedule. Eighty-four percent of these unserved routes were to the two largest employment centers in the county, the Hialeah/Medley/Miami Lakes and Kendall/Westchester areas.

The distribution of total walk times required for the principal trip schedule is show in Table 5.1a. More than 75 percent of the people in the study areas live within eight minutes of the nearest bus stop. Areas linked with the best and worst coverage (shortest and longest combined total walk times for the weekday morning peak) are summarized on Table 5.1b. (All tables are provided at the end of this chapter, before the Appendices.)

Continuity

On average, the overall continuity of the Miami-Dade transit system is good. Twelve percent of the trips we analyzed require no transfers, 39 percent require one transfer and 49 percent require two

transfers. Changes between transit vehicles contribute significantly to the increase in wait times by an average of 14 minutes for one transfer and an additional nine minutes for a second transfer. Table 5.2a shows the distribution of transfers required per principal trip for the 59 trips for which itineraries were available. Areas linked with the best and worst continuity (least and most average number of transfers for combined schedules) are summarized in Table 5.2b.

Frequency/Span (in terms of wait times and arrival times)

The rider's ability to arrive promptly at the place of employment is enhanced by service that is frequent in interval and available over the span of the workday. Miami-Dade Transit buses and heavy-rail vehicles operate seven days a week with varying hours and headways. The Metrobus system has a route length of approximately one thousand miles and is in operation seven days a week from 4:30 a.m. to 2:30 a.m. Within peak hours the frequency ranges from 7 ½ minutes to 70 minutes. However, not all routes maintain these hours and frequencies.

The Metrorail has a length of 21.1 miles with a 1.1-mile extension west from the Okeechobee Station programmed for completion in the year 2001. The system is in operation seven days a week from 5:30 a.m. to 12:00 a.m. and a peak hour frequency of six minutes. The entire system maintains this operating schedule.

The early evening shutdown and late morning startup of many of the Metrobus routes pose problems for late night and weekend trips. The reduced services during these hours result in longer wait times, longer walk times and increased variations from desired arrival times. The average wait time for the trips analyzed increases from 15 minutes for the weekday morning trips, to 21 minutes for Sunday morning trips, and to 25 minutes for weekday late night trips. As noted previously, the decrease in service is complete enough in the latter two cases that in 19 instances the destinations are considered unreachable by public transit (i.e., no itinerary was listed).

The temporal reduction in service more than doubles the average total walk times for weekday late night and weekend morning trips over that for weekday mornings. Most of these increases are on the Employment Center end of these trips. Areas linked with the highest and lowest frequency/span ratings from the standpoint of wait times for the Weekday 8:00 a.m. schedule are summarized in Table 5.3a.

Areas linked with the highest and lowest frequency base on wait time (least and greatest combined total wait times) for the weekday morning peak are summarized in Table 5.3b. It should be noted that the unusually long wait time on the Hialeah to Miami Beach/Bal Harbor trip is offset by a shorter total trip duration than the next best alternative that has a less lengthy wait time.

Most importantly, since employers prefer prompt employees, the frequency and span of service affects the ability to deliver a WAGES client to his/her job in a timely manner. Not all transit trips provide this timeliness; six routes were limited to arrival times after the job start time for the three workday schedules we examined (Weekday 8:00 a.m., Weekday 12:00 a.m. midnight and on Sunday 8:00 a.m.). Table 5.3c shows that though 47 percent of routes would allow the employee to arrive up to nine minutes early for 8 a.m. trips, almost one quarter would arrive more than twenty minutes early, and one route cannot arrive at the destination on time. Specifically, five issues stand out regarding the timeliness of the three schedules studied:

- Ninety-three percent of the trips could be scheduled to arrive on or ahead of the three selected times. These were early by an average of 27 minutes ahead of schedule. Of those trips that arrived early, the most timely service is provided for the Weekday 8:00 a.m. schedule, during which the traveler arrived an average of 14 minutes early.
- The Weekday 12:00 a.m. schedule requires an employee to arrive an average of 50 minutes early.

- The Sunday 8:00 a.m. service delivered riders an average of 19 minutes before the beginning of the workday.
- The trips that delivered riders to jobs after the beginning of the workday were almost evenly divided between the two off-peak schedules.
- Conversely, of the 27 percent of the trips that resulted in arrivals more than 30 minutes ahead of the beginning of the work day, almost two-thirds were on the Weekday 12:00 a.m. schedule which is limited by late evening route closures.

Area linkages with the best and worst frequency/span ratings from the standpoint of promptness for the weekday peak schedule are summarized on Table 5.3d.

Duration

The trips between study areas and employment centers are long in duration, averaging 82 minutes from portal to portal for all schedules. The shortest average duration is for the Weekday 8:00 a.m. trips (76 minutes), and longest for the Weekday 12:00 a.m. trips (88 minutes). The distribution of trips by time range is shown in Table 5.4a. Trips with the shortest and longest duration for the Weekday 8:00 a.m. schedule are summarized in Table 5.4b.

Cost

The low cost of Miami-Dade's public transit, especially in comparison to alternative means of transportation like personal automobiles, is its primary attribute. The fare box cost of a bus/rail trip is $1.25 and $.25 for each transfer (an exception is the $.25 fare surcharge for express bus service). Based on these charges, the cost for the average SA/EC trip is $1.50—the base fare plus one transfer. The ranges of average direct cost of these trips are shown on Table 5.5a.

The use of a $60 monthly pass for an average of 20 round trip work commutes averages out to be $1.50 per trip. However, the use of passes at corporate discounts for bulk purchases could reduce the per trip cost by from 10 percent to 13 percent depending on the number purchased. Table 5.5b displays the cost rankings for the highest and lowest quartiles from the five study areas to the employment centers.

In some instances childcare cost during the interval of a work trip by transit, or any other means of transportation, could be considered an indirect travel cost. Many childcare services charge extra hourly fees for supervision that extends beyond the base daily hours. A WAGES parent paying such costs because of a transit work trip of extended duration could potentially redirect these expenditures toward the increased costs of faster alternative transportation.

Overall Suitability

An overall suitability rating of study area/employment center (SA/EC) transit trips can be determined in two ways: (1) by means of a composite rating that includes all of the several service components analyzed; or (2) by use of one or more of the most important components. Both methods were developed to rank the Weekday 8:00 a.m. schedule trips, since they represented the morning peak hours that encompass almost two-thirds of the home-to-work trips in Miami-Dade County.

Rating Using All Components

The SA/EC trips ranking highest in each of the six service characteristics analyzed in the preceding sections were compiled. These included transit coverage, continuity, frequency/span-wait times, frequency/span-arrival times, duration and cost. The distribution of characteristics in which the SA/EC trips rank high for the Weekday 8:00 a.m. schedule is shown in Table 5.6a.

Table 5.6b summarizes the approximately one-third of these trips that were ranked the highest in at least three of the criteria used to determine overall suitability. Trips from the study area to the employment centers within or adjacent to them ranked most suitable for all study areas. (It should be noted that the Little Havana study area to Little Havana/Allapattah employment center trip was so short that MDTA considered it to a walking trip rather than transit ride). This result is due primarily to the fact that four of the rated characteristics either measured distance directly (duration) or indirectly (continuity, frequency/span-wait time, and cost). Travel to Coral Gables/West Miami and Miami Beach/Bal Harbor overall were found to be the least suitable transit trips. It is worth noting that the Hialeah/Medley/Miami Lakes employment centers were not top-rated transit trips from the Hialeah study areas or adjacent Carol City/Opa-locka study areas.

Rating Using Primary Components

Although we have identified six characteristics of transit that are important for WAGES participants, we believe that the most significant involve time. They are: (1) the total trip duration; and (2) the wait-time interval between the last possible arrival at the employment location in advance of the beginning of the workday and the actual job start-time. In combination these time factors represent the total interval from leaving home to starting work.

This combined trip time and arrival time interval averages 110 minutes for all trips that deliver the rider at work on or ahead of schedule. The average times are: 93 minutes for the Weekday 8:00 a.m. schedule, 103 minutes for the Sunday 8:00 a.m. schedule and 139 minutes for the Weekday 12:00 a.m. schedule. As discussed previously, the longer times for the two off-peak schedules are due to the numerous routes that stop well before midnight and start late in the weekend morning. The distribution of the SA/EC combined time trips for the Weekday 8:00 a.m. schedule is shown in Table 5.6c.

The shortest peak morning trips (which are ranked the highest) are depicted on Table 5.6d in terms of those that arguably could be considered an acceptable standard for total time—a combined trip time and early arrival of 70 minutes or less. In all cases, the trip to the employment centers surrounding the study areas ranks highest. Again, it should be noted that the Little Havana study area to Little Havana/Allapattah Employment Center trip was too short to be scheduled as a transit trip. Coral Gables ranks high as a suitable transit trip for two study areas (Liberty City/Overtown and Little Havana), but Miami Beach/Bal Harbor is not highly accessible by transit to any.

Table 5.6d also shows that the trips between study areas and employment centers that have the least total times are not always those that are physically the closest. Biscayne Bay, the Miami River, and the Airport are barriers to roadway, and therefore transit linkages, between several areas. On the other hand, the Metrorail, which operates separated from the traffic congestion on the local streets and rates high in frequency and span, is an important transit connection for other areas. The Metrorail and Metrobus are oriented towards the Central Business District that results in high ratings for trips to the Downtown/Brickell employment centers from all study areas except Homestead/Florida City.

Summary

The above analysis of SA/EC trips provides averages for several key trip components that can be used in determining which routes may be most suitable over six specific aspects of transportation. The average rankings for the centroid to centroid transit trips connections are shown in Table 5.7.

The average time-related characteristics (duration and early arrival) suggest that if WAGES clients have another, more effective or efficient transportation means available to them initially or over the course of their economic betterment, they will opt for it. This can be compared with the travel patterns reported by the U.S. Census Bureau as shown in Table 5B in the Appendix. Private autos and car- and vanpooling are means that offer improvements in several home-to-work trip

components. These two alternatives also require higher levels of financial resources and, in the case of car- and vanpooling, rider coordination. Unless resources are used for acquiring vehicles and providing rider coordination to make these travel options available, the public transit system will continue to be the primary means of transportation for new WAGES participants. Table 5.8 shows the most suitable transit trips as identified using the two time-based criteria, using 70 minutes for the standard.

In addition to examining the efficiency of transit routes by the total time required, we examined their effectiveness in terms of the job resources accessed, summarized in Table 5.9. We found that:

- Downtown/Brickell was most accessible for the peak weekday morning schedule followed by Miami North/I-95, Airport West, Coral Gables/West Miami and Opa-locka/Carol City.
- Miami Beach/Bal Harbor, ranked the lowest primarily because of its distance, and is therefore least accessible. Kendall/Westchester, Hialeah/Medley/Miami Lakes, North Miami/Golden Glades/Aventura, Little Havana/Allapattah, Perrine/Cutler Ridge/Goulds and Florida City/Homestead are equally poorly accessible.
- Only one of the five employment centers with 10 percent or more of the estimated entry level jobs in Miami-Dade County ranked among the three most accessible. This pattern was generally the same for the other two schedules analyzed here.

Miami-Dade Transit has planned for several improvements that, over time, will enhance accessibility to and from many of these larger employment centers, especially in the northwest, central west and southwest reaches of the county (see the Appendix to the Executive Summary).

Transportation Alternatives

Chapter 6 identifies several alternatives to conventional public transit are being tried in other communities as a means of overcoming the transportation difficulties of former welfare recipients. We selected three of these alternatives to examine their potential application in Miami-Dade County. We chose three combinations of study areas and employment centers to make more detailed examinations of the work trip characteristics in order to determine the potential outcomes of these alternate means of transportation in the context of Miami-Dade County.

Alternative Means Examined

The three alternative means chosen were: (1) shuttle/circulation vans, (2) express vans and (3) a combination of shuttle/circulation and express vans.

Shuttle/Circulation Vans

These relatively small, semi-fixed route vehicles are used to collect or disperse riders to or from larger, fixed route vehicles. On the home end of a work trip, they can more effectively maneuver through residential areas to assemble riders for delivery to a more efficient long-haul transit bus or train. They are also well suited to make intermediate stops to deliver children of working parents to neighborhood childcare facilities. Conversely, on the employment end of the work trip, collector vans can dispense the riders of larger transit vehicles to their job sites in shopping centers and industrial parks. On the return trip from work to home the roles of both of these types of shuttle vehicles are reversed.

The most prevalent examples of these shuttle vehicles are the 17 privately owned jitney van services that operate in Hialeah, Carol City, Opa-locka, Liberty City, Overtown, Allapattah, Southwest County, and North Miami. (See list in Appendix 5D). These vehicles can carry up to 15 passengers and operate on semi-fixed routes between fixed terminals. Typically, these vans connect housing areas, Metrorail and Metrobus routes, shopping malls, college campuses, downtown businesses and

other major employers to complete the home-to-work-trip for their passengers, thereby becoming both shuttles and long-haul vehicles. The smaller size of these vehicles sometimes allows them to operate more frequently during peak hours and to provide extended off-peak service late at night and on weekends. These operations must be certified by the county and are limited to corridors where transportation service presently exists at intervals of thirty minutes or more in order to assure that the jitneys do not adversely affect the existing transportation system as a whole or future planned transportation services.

Some hotels and major businesses operate similar services that are limited to transporting their employees from public transit lines to the work site. Local churches, childcare centers and social service agencies could operate shuttle vans in the residential neighborhoods of WAGES clients. In addition to jitney services, shuttle services may be especially appropriate for institutions that have available vehicles during the work-trip hours. In some circumstances, taxicabs may be used on an interim basis until a threshold van ridership could be established.

The most appropriate application of shuttles/collectors is in extending the coverage of the public transportation system. The characteristics of the existing SA/EC travel that best identifies the need for such applications are the walk times from home to transit and from transit to job. Trips with a walk time of over 10 minutes (i.e., walks of more than one-half mile) are far beyond the identified average. These gaps in service should be evaluated for potential use of shuttles with the intent of improving comfort and security of travelers as well as reducing their trip time. Any reduction in time of these vans over the walk times estimated for current trips will depend on the duration of the van circulation routes. However, it is clear that eliminating long, uncomfortable and potentially unsafe walks would be a major improvement to current transit service.

Express Vans

These smaller, more maneuverable transit vehicles operate non-stop between two points to provide faster trip times than larger busses that make frequent stops serving the same route. The Miami-Dade Transit's Kendall Kat is an example of such an operation. Even though they are not fully non-stop between the Hammocks Shopping Center and the Dadeland North Metrorail station, these mini-busses complete their thirty-minute trip in 73 percent of the time required for the No. 88 local-service buses, which follow essentially the same route during the weekday morning peak hour.

To more fully compare express service van and local-service bus peak hour travel times, several test runs were made as part of this study. Traveling over several Metrobus routes, a van that traveled non-stop was able to complete the trip in an average of 60 percent of the time required for the frequently-stopping larger bus. Additional time reductions may occur if an express route that is shorter than the current transit route can be utilized. In similar comparisons with Metrorail, a van traveling closely parallel streets did not save time; instead its trip times averaged 168 percent of those of the rail transit.

Express vans have the greatest potential for reducing trip duration. The characteristics of the SA/EC travel that best indicates the need for such applications are the ride-time and wait-time. Based on the test runs made, it is estimated that the ride-time of bus transit trips can be reduced by 40 percent and the wait-times associated with transfers eliminated. Non-Metrorail trips that would have reductions in duration and in-transit wait times of 50 percent or more were considered to be the best prospects for the use of express vans.

Combination Vans

Vehicles that combine the shuttle/circulator and express functions provide the most complete home-to-work transportation service. In addition to the benefits of the shuttle/circulator and express activities, these unified purpose vehicles eliminate the need for any transfers. They also have the

prospect of delivering passengers to their places of employment in a more timely manner by being able to operate on tighter, integrated schedules customized to the specific needs of their regular riders.

The numerous private van pools and school buses that currently operate in Miami-Dade County typify this means of transportation. The Special Transportation System (STS) for the disadvantaged is a semi-public service made somewhat less efficient by non-regular passengers.

The best potential for the application of combined vans is for trips that meet both criteria for shuttle/circulator vans and the express vans. As noted in the above alternatives analysis, the combined vans would reduce the express route travel times by the approximately three minute initial express van wait time that would no longer be required. Any additional time savings over the current overall trip time will require that the average shuttle circuit times be less than the average walk times they will replace or that new, shorter duration routes be found for the express segments of the trips.

Examining Alternatives through Three Hypothetical Routes

The three specific SA/EC combinations were selected in order to capture and represent the demographic diversity of the potential WAGES clients, the distinctiveness of employment opportunities in different sections of town and the range of distance between the study area and the employment center. The following SA/EC pairs were chosen: (1) Hialeah and Coral Gables/West Miami, (2) Liberty City/Overtown and Hialeah/Medley/Miami Lakes and (3) Little Havana and Miami Beach/Bal Harbor. We then analyzed these combinations in terms of existing routes and the three potential alternatives discussed above.

The fastest transit routes between each study area and employment center Zip Code area were tabulated for the same trip components as were used in the previous centroid to centroid analysis. However, these analyses were limited to the Weekday 8:00 a.m. schedule which is representative of the two-hour 6:00 a.m. to 8:00 a.m. weekday morning peak during which half of the daily work trips are initiated. The methodology used is described in Appendix 5A. The resulting data are summarized in the following sections. Individuals interested in seeing the original data tables may contact the Metropolitan Center.

SA/EC 1: Hialeah to Coral Gables/West Miami (Figure 5.1)

The Hialeah study area is 28 square miles in size and comprised of five Zip Code areas. It has the following overall boundaries:

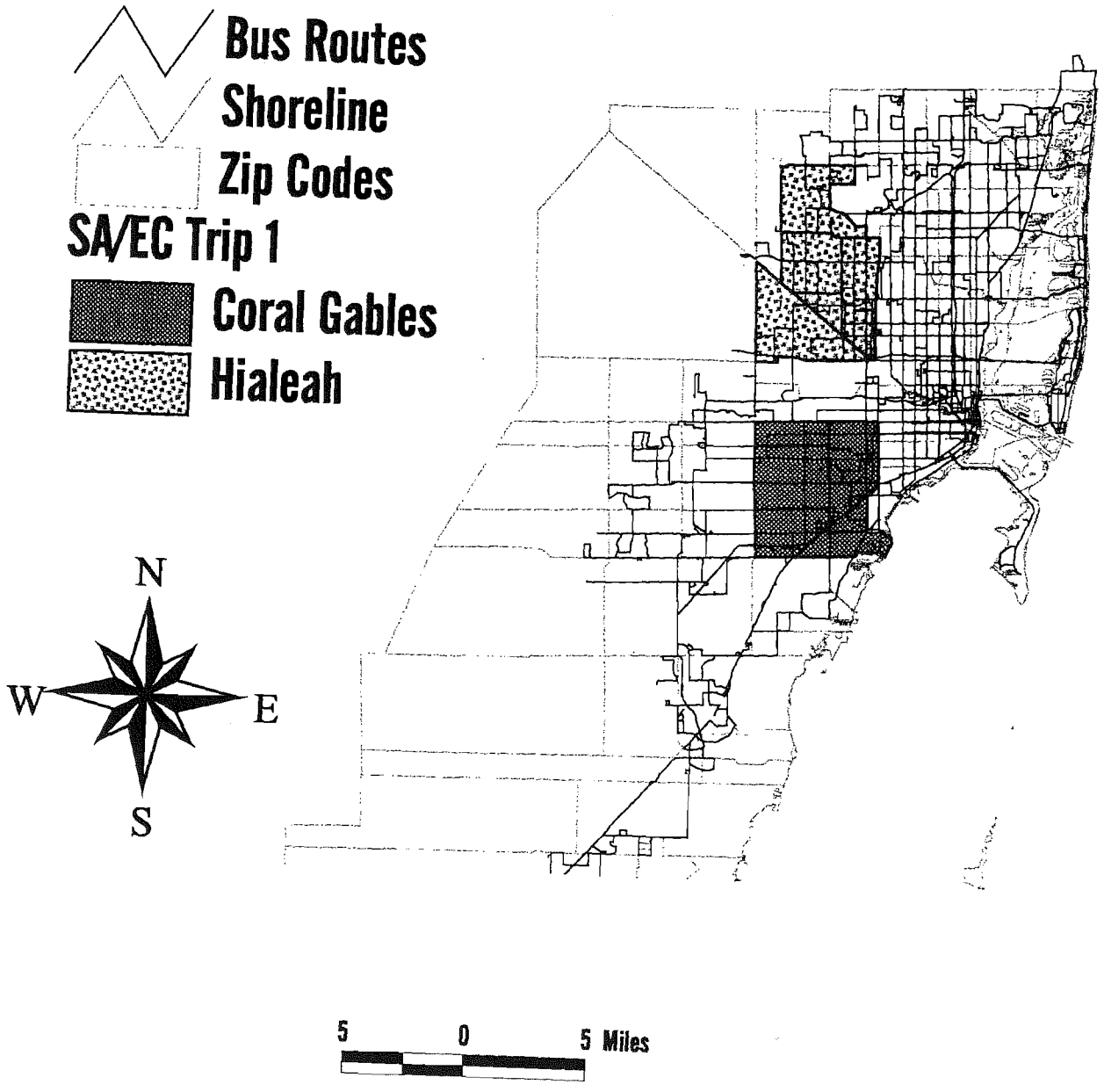
- North: Palmetto Expressway/Okeechobee Road/NW 87 Avenue
- East: Red Road/Gratigny Parkway/E. 11th Avenue
- South: N.W. 36th Street
- West: N.W. 87th Avenue/Okeechobee Road/Palmetto Expressway

It encompasses the residential areas of Miami Lakes, Hialeah, and Miami Springs; the commercial centers of Westland Mall, Hialeah Race Track and several major commercial streets; and the industrial areas along the Palmetto Expressway and in the Miami Lakes Industrial Park.

The Coral Gables/West Miami Employment Center has the following borders:

- North: W. Flagler Street
- East: S.W. 37th Avenue/U.S. 1/Le June Road/Edgewater Drive/Biscayne Bay
- South: N. Kendall Drive
- West: S.W. 87th Avenue

Figure 5.1
Hialeah SA to Coral Gables EC



The area is primarily residential, but industrial facilities and commercial development, especially in Downtown Coral Gables, Dadeland, Bird Road and U.S. 1, provide about 103,500 jobs. An estimated 27 percent of these jobs are considered entry level positions that, when vacant, are potentially suitable for WAGES participants. The employment center is located south-southeast of the study area and there are 15 miles between centers.

Suitability of Existing Transit

A total of 18 transit routes are used to provide the shortest duration transit service for the 75 trips that cover the three schedules. Miami International Airport is a major barrier between the two areas. West of the Airport, the primary north-south route is No. 73 that follows Milam Dairy Road and is used in 43 percent of the total trips. Metrorail, although long in distance, provides the quickest and most frequent service around the east side of the Airport and is used in 39 percent of all trips. Other important north-south routes operate on Douglas Road and 27th Avenue. Numerous connecting east-west routes are used and none dominate.

The Hialeah/Coral Gables-West Miami trips rank lower in suitability of all SA/EC trips in several important respects. The walk distances are longer, especially on the home end, reflecting the lower transit coverage in suburban locations. The weekend cutback in service makes the Sunday morning trips especially difficult, as connections to Metrorail become more roundabout. These factors contribute to the greater than average overall trip time for the selected area. A comparison of key characteristics of the Hialeah/Coral Gables-West Miami trips with those of all SA/EC trips is shown in Table 5.10.

Several new transit routes that are planned in the MDTA Transit Development Program will improve service between this SA/EC pair. The proposed Northwest Dade Express, N.W. 67 Avenue limited-stop service (MAX), and Doral West and Hialeah Gardens locals will enhance access from the northern and central reaches of the Hialeah study areas to the also proposed new Palmetto Metrorail Station. Lastly, the new Route 137 Local will improve north-south access to the western reaches of the Coral Gables/West Miami employment center and the proposed Bird Road MAX will add a connection to the Douglas Metrorail Station on the east.

Potential Alternative Transportation Means

Shuttle. The long walk distances between home and transit in the Miami Lakes/North Hialeah subarea indicate that there could be a benefit from shuttle/circulator vans. The numerous lakes and few through streets in this subarea are not conducive to a high level of transit coverage and, in turn, make for long walk distances to the few routes that serve the area. However, a closer evaluation of this particular subarea, a middle income community, may find that there are few potential WAGES clients who could benefit from van service applications. The need for van alternatives to the employment opportunities in the downtown area of Coral Gables should also be examined.

Express Vans. Numerous trips deserve consideration for express van application. The East Central Hialeah subarea is the only one not identified as having a significant potential. It was excluded from consideration as all of its trips use the faster Metrorail and consequently have little possibility for achieving faster express van times.

Combination. Within the analysis parameters, the potential for combination van service during the morning peak hour is limited to two linkages. These begin in the Miami Lakes/North Hialeah and East Central Hialeah and end in Westchester.

In addition, late night transit trips, which often have longer walk distances, overall time duration, and the perception of greatly heightened security risk, can benefit from replacement by combined van service. Examples of such trips are: (1) South Central Hialeah to Westchester, (2) Southeast Hialeah to South Miami/South Gables and (3) Miami Lakes/North Hialeah to South Miami/South Gables. In

addition to the safety concerns, these trips take over 165 minutes so essentially will not be made without the use of more specialized transit. See Table 5.11 for a summary of these data.

SA/EC 2: Liberty City/Overtown to Hialeah/Medley/Miami lakes (Figure 5.2)

The Liberty City/Overtown study area, comprised of three Zip Code areas, is a 14 square mile mixed residential/industrial/commercial central city area adjacent to and northwest of Downtown Miami. Its boundaries are:

- North: N.W. 107th Street
- East: N.W. 12th Avenue/N. 20th Street/Biscayne Bay
- South: N. 5 Street/N.W. 12th Avenue/N.W. 20th Street
- West: Le June Road/E. 11th Avenue

There are a significant number of jobs in the area. The Civic Center medical/government complex provides the largest concentration of employment.

The Hialeah/Medley/Miami Lakes employment center encompasses seven Zip Code subareas adjacent to and northwest of the study area. The boundaries of the area are:

- North: N.W. 155th Street (Broward County Line)
- East: N.W. 57th Avenue/Gratigny Parkway/E. 11th Street
- South: Okeechobee Road/N.W. 87th Avenue/N.W. 33rd Road
- West: N.W. 107th Avenue/Homestead Extension of the Turnpike/I-75

This 55 square mile area containing one of the county's major concentrations of inner city and suburban industrial and commercial areas contains an estimated 27,500 suitable jobs for WAGES clients. There is also a large resident population competing for these employment resources.

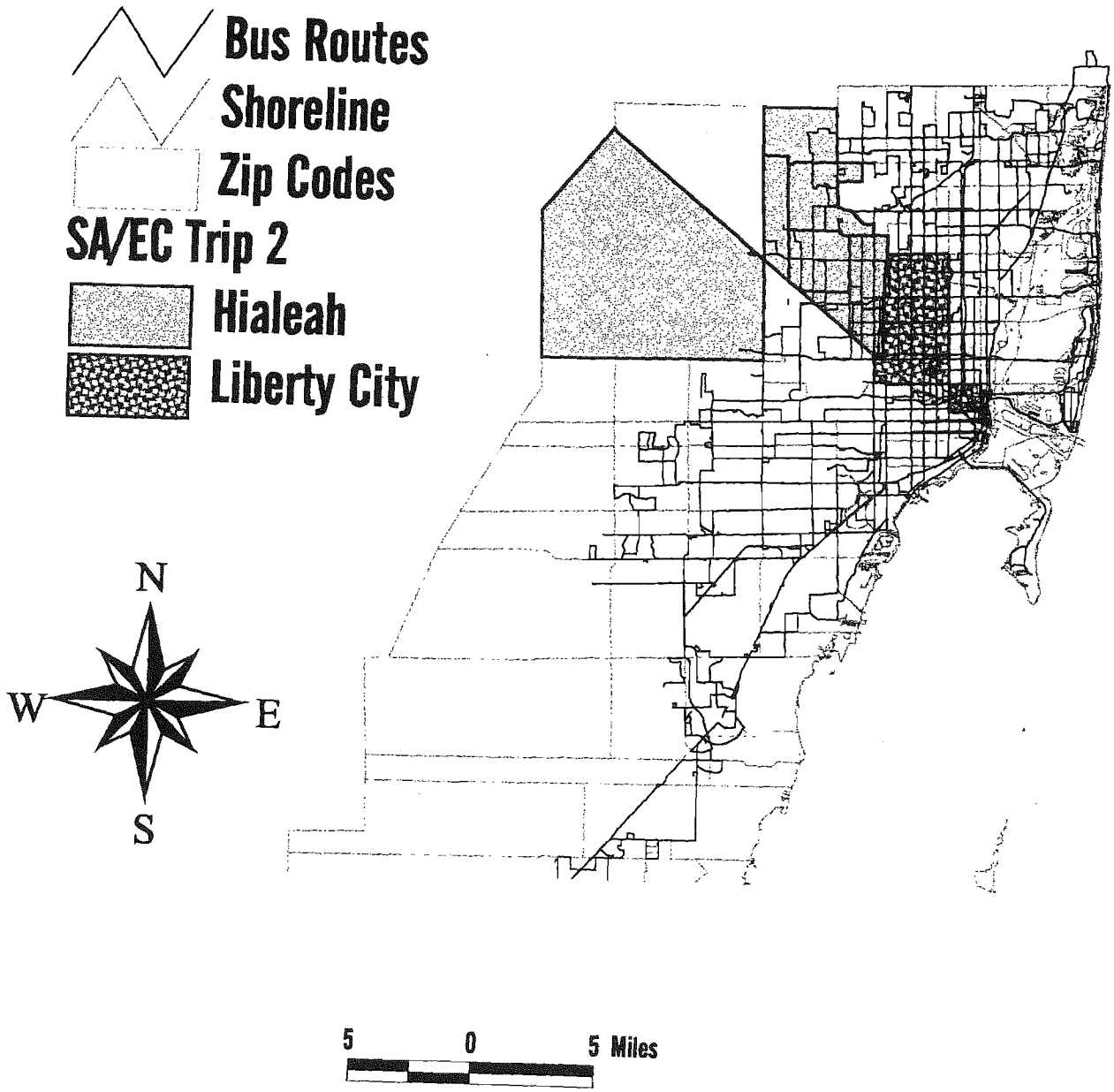
Suitability of Existing Transit

The Miami River and Miami International Airport restrict the east/west transit connections between Liberty City/Overtown and Hialeah/Medley/Miami Lakes. Metrorail provides a relatively direct, diagonal connection between the two areas and is the backbone of transit service between them; 73 percent of the 63 different trips analyzed use this link. The bus routes most frequently used are Rte. 27 (43 percent of the trips), Rte. 62 (19 percent) and Rte. 37 (13 percent).

Throughout the employment center, 42 percent of the walks over 20 minutes are associated with the Weekday 12:00 a.m. schedule for which fewer routes are in operation. In addition, much of the western boundary of the employment center is located on the fringe of urban development; low intensity employment, such as rock-mining, dominate the few employment opportunities available. Traditional transit is not suitable for the area and the Miami-Dade Transit cannot efficiently serve the area west of the Palmetto Expressway. Consequently, most transit-to-job walking distances are in excess of 45 minutes in this subarea for all times studied.

Because of the more limited off-peak day and hour bus service between the study area and employment center, usually longer alternate bus routes must be used during these times. For this reason a total of 76 percent of the Weekday 12:00 a.m. trips and Sunday 8:00 a.m. trips take routes different from those used for Weekday 8:00 a.m. trips. The rail links are especially important on these weekday late night and Sunday early morning trips when they provide connections to the fewer bus routes that are then operating. Although the resulting trips are usually longer and require greater walking distances, they do provide a much needed transit connection.

Figure 5.2
Liberty City SA to Hialeah EC



The high frequency of transit service through much of the SA/EC gives these morning peak hour trips timely arrivals, averaging 16 minutes before a Weekday 8:00 a.m. job start time. However, the early evening termination of many of the transit routes creates excessively early arrival times for the

Weekday 12:00 a.m. schedule. The combined duration and advance arrival times for work trips from Liberty City/Overtown to Hialeah/Medley/M. Lakes are far above the SA/EC trip average, making traditional transit generally unsuitable for WAGES participants.

A comparison of key characteristics of the paired SA/EC with those of all SA/EC trips is shown in Table 5.12.

Potential Alternative Transportation Means

Shuttle. Within the established criteria, the use of home-to-transit shuttle vans has marginal potential application in the Brownsville/Earlington Heights subarea. In all probability, this potential could be greatly increased if linked trips to childcare facilities were taken into consideration. Community churches and social agencies are logical providers of such shuttle services.

Express Vans. The extended transit-to-job walks that are prevalent in the parts of the employment center west of the Palmetto Expressway offer an obvious potential for shuttle vans. These could be provided by individual major employers or by industrial park managers.

Combination. Analysis beyond the limits of this study would need to be made to more fully determine the feasibility of express vans and combination vans. The use of Metrorail on three-quarters of the trips may have greatly reduced the potential for significant ride timesaving by street-bound vehicles. Further investigation may find that express and combination vans using expressway routes between Liberty City/Overtown neighborhoods and the northern reaches of the employment center could possibly shorten trip duration. See Table 5.13 for a summary of these data.

SA/EC 3: Little Havana to Miami Beach/Bal Harbor (See Figure 5.3)

The Little Havana study area in comprised of four Zip Code areas and encompasses nine square miles. The area reaches from downtown Miami and the Brickell financial district on the east and nearby residential neighborhoods on the west. Its boundaries are:

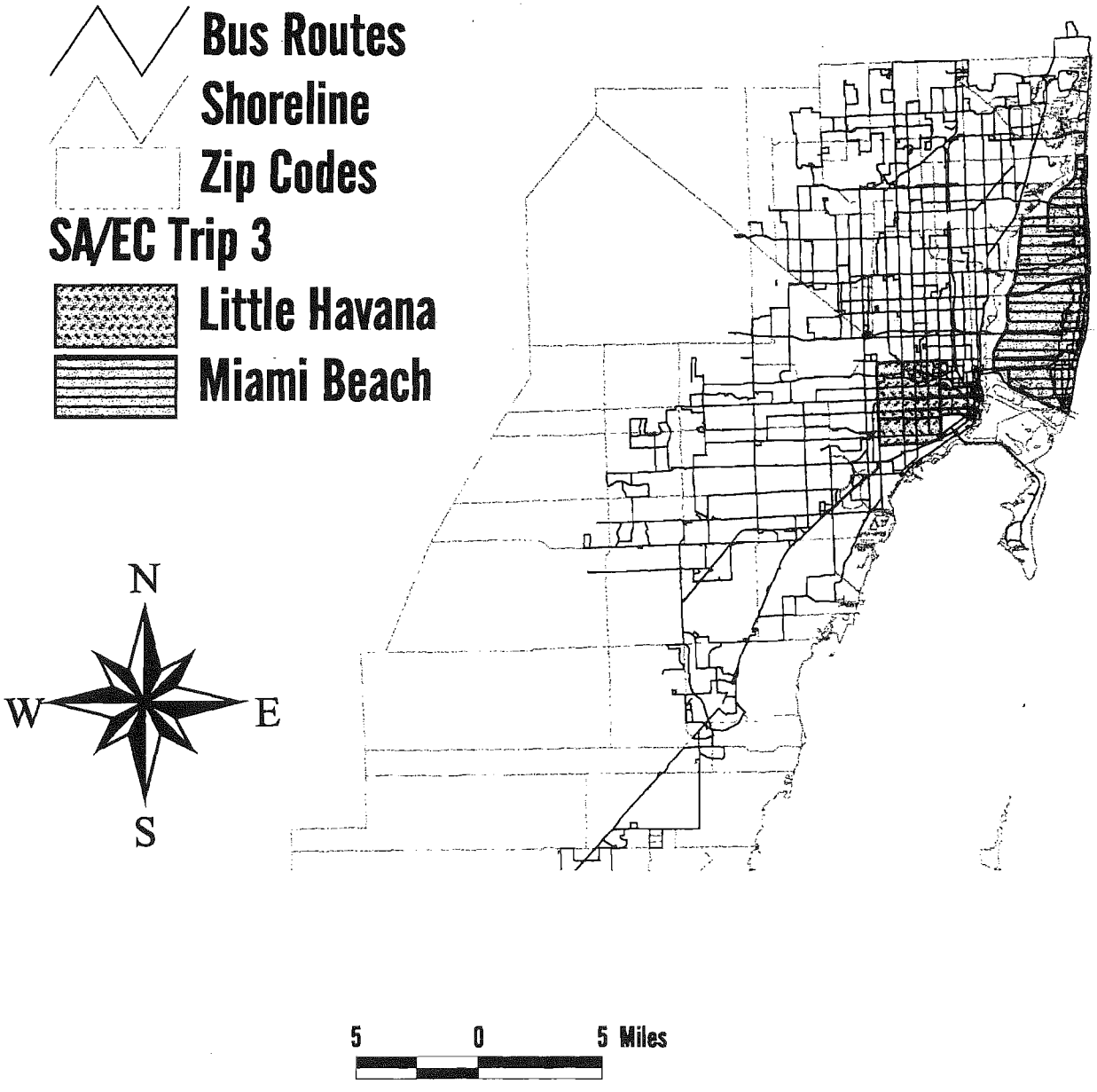
- North: N. 20th Street
- East: E. 12th Avenue/N.W. 5th Street/ Miami Avenue/Flagler Street/Biscayne Bay/15 Road/S. 11th Street/S.W. 12th Avenue
- South: S.W. 25th Street
- West: W. 37th Avenue

The employment center of Miami Beach/Bal Harbor covers four Zip Codes and covers 8.2 square miles, including ten linear miles of hotel and condominium developments from Government Cut to Haulover Beach. It is estimated there are 15,100 entry-level jobs in the area, marking it as an important resource for WAGES clients.

Suitability of Existing Transit

A total of ten Metrobus routes are used for the SA/EC trips. Those with the most usage are Rte. 8 (38percent), Rte. T (29percent) and Rte. 24 (25percent). Because of its proximity to Downtown Miami, the Little Havana area has excellent Metrobus route coverage. On the Beach side, the transit coverage is also excellent in this high-density, linear strip. Although the Biscayne Bay crossing adds to the total trip mileage, the busses travel this non-stop distance rapidly. As shown on Table 5.14, in

Figure 5.3
Little Havana SA to Miami Beach EC



all characteristics except for the slightly higher walk distances, the Little Havana to Miami Beach/Bal Harbor trips are below SA/EC averages.

In the future, transit service along the upper reaches of Collins Avenue will be improved by the provision of the new Beach MAX that will operate between Lincoln Road and 63rd Street.

Potential Alternative Transportation Means

The evaluation of the potential for the application of alternative transportation means that the Little Havana to Miami Beach/Bal Harbor trips identified no clear possibilities. The walk distances on each end of the transit trip are well below the ten-minute threshold used to suggest the consideration of shuttle vans. In terms of the potential use of express vans, the estimated time savings on the evaluated Weekday 8:00 a.m. trips are all just below the 50 percent level used as the criterion for their possible application on these vehicles. There are slightly higher potentials for use of these vans on the Weekday 12:00 a.m. and Sunday 8:00 a.m. schedules.

In summary, the short walk distances and high frequencies associated with these transit routes result in low wait and low ahead of schedule times which were evaluated to be marginally below the need for improvement under the measures used by this study. These trips are a good example of effective and efficient transit service.

Conclusions

Although the geographic separation of WAGES participants and potential employment is not as large in Miami-Dade as in many metropolitan areas, the local pattern is one of broad dispersal with somewhat different transportation needs. Rather than a few high-capacity connections between concentrations of participants and employment, a network of many low-capacity linkages is required. WAGES participants will not have many transportation options available to them. Due to the obstacles created by low auto ownership, multiple-trip needs and lack of financial resources WAGES clients do not have clear choices.

Miami-Dade Transit is not able to fully provide the needed transportation network. We found that only 22 percent of the trips examined can provide a suitable transit link between the study areas and employment centers. Few of these provided access to the largest employment centers. The Bay, the river and two airports prevent the development of an effective transit grid in key locations, including the employment centers surrounding these areas. The short peak demands are difficult to serve efficiently, requiring significant off-peak service cutbacks. The equally low transit ridership by workers both in the study area and the county reflects the limitations of a time-inefficient system. Limited resources and competing priorities will not facilitate changes to the public transit system driven by welfare reform.

Coordination with the informal carpooling that is fairly prevalent in the study areas may be one suitable option available to WAGES clients, but informed, selective and effective use of the transit system will most likely be the primary means of travel. Improved information systems regarding the availability and utilization of these two alternatives need to be provided.

The development of additional private and public van and mini-bus systems would greatly improve the transportation opportunities of WAGES participants. Shuttle vehicles have potential application in meeting the multi-trip needs within study areas and replacing the long walks required in many employment centers. Express vehicles are possibilities on a number of trips for which transit is unavailable or duration and wait times are excessive. County policies and regulations with respect to these alternative means of transportation may need to change. Also, private and public subsidies of various forms may be required to initiate these changes, and may be necessary to maintain their operation.

Recommendations

Miami-Dade's public transit system should be more fully recognized and utilized as a transportation resource for WAGES participants. To this end, this research team offers the following recommendations:

A. Transit planners at Miami-Dade Transit need to make a thorough examination of the transit routes linking study area and employment center subareas (or other small area concentrations of WAGES participants and suitable jobs) to determine which employment areas are best served by transit and which hold the greatest potential for service by alternate means

B. Employment recruiters should focus on the areas identified as best served by transit in their processes for obtaining employer participation in WAGES programs.

C. WAGES clients must be provided with the same information about the areas of potential employment that are best served by transit to assist them in their individual job searches.

D. Alternatives to public transit that have a real potential for improving the transportation services to WAGES participants must be identified and initiated.

E. Transit planners at Miami-Dade Transit or other appropriate entity should identify in detail the routes linking study area and employment center subareas that hold significant potential for the application of alternate means of transportation that could better meet the needs of WAGES participants.

F. The WAGES Coalition should provide for the establishment of an entity, either within or outside of its organizational structure, to administer and/or coordinate transportation services for WAGES participants.

G. The WAGES transportation unit should be responsible for providing information to WAGES participants about existing public transit services, for coordinating carpooling programs and for developing other transit alternatives and recruiting providers.

H. Community Based Organizations, religious institutions, social services agencies, individual employers and commercial and industrial tenant associations should be proactive in joining with the WAGES transportation unit in the development and operation of transportation alternatives for WAGES participants.

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Tables 5.1a to 5.14

Table 5.1a Total Walk Times Required for Weekday 8:00 a.m. Transit Trips

	< 2 Min.	2 - 3 Min.	4 - 7 Min.	8 > Min.	Total*
Number	15	10	21	13	59
Percent	25	17	36	22	100

* Trips for which an itinerary was available.

Table 5.1b Transit Coverage Ranking* of Weekday 8:00 a.m. Trips by Total Walk Times Required

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best (Shortest Walk)	Little Havana/ Allapattah (1) Perrine/Cutler R./Goulds (1) Miami North/ I-95 (2) M. Beach/ Bal Harbor (2) Opa-locka/ Carol City (2)	Hialeah/M. Lakes (0) Miami North/ I-95 (0) Kendall/ Westchester (1) Perrine/CutlerR./ Goulds (1)	Hialeah / M.Lakes (0) Miami North/ I-95 (0) Kendall/ Westchester (1)	Downtown/ Brickell (0) Perrine/Cutle R / Goulds (0) Kendall/ Westchester (1) Opa-locka/ Carol City (1)	Perrine/CutlerR./ Goulds (0) Downtown/ Brickell (4) Airport W. (4)/ Hialeah /M. Lakes (4) Kendall/ Westchester (4) Miami North/ I-95 (4) Opa-locka/ Carol City (4)
Worst (Longest Walk)	Airport W. (8) N. Miami/ GG/Aventura (8) Florida City/ Homestd (11)	Airport W. (6) Coral Gables /W. Miami (6) N. Miami/GG/ Aventura (7) Florida City/ Homestd (11)	Airport W. (6) Coral Gables/ W. Miami (6) N. Miami/ GG/ Aventura (6) Downtown/ Brickell (8) Florida City/ Homestd (14)	Florida City/ Homestd (10) Coral Gables/ W. Miami (11) N. Miami/GG/ Aventura (11)	N. Miami/GG/ Aventura (9) Florida City/ Homestd (15) M. Beach/ Bal Harbor (16)

* By values encompassing highest and lowest quartiles

Table 5.2a Transfers Required for Weekday 8:00 a.m. Transit Trips

	0	1	2	Total*
Number	7	23	29	59
Percent	12	39	49	100

* Trips for which an itinerary was available.

Table 5.2b Transit Continuity Ranking* of Weekday 8:00 a.m. Trips by Transfers Required

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best *(fewest transfers)*	Downtown/ Brickell (1)	Downtown/ Brickell (1)	Downtown/ Brickell (0)	Downtown/ Brickell (0)	Kendall/ W. Chester (0)
	Hialeah/ M. Lakes (1)	Airport W. (1)	Opa-locka/ Carol City (0)	Opa-locka/ Carol City (0)	Perrine/Cutler R./Goulds (0)
	Miami North/ I-95 (1)	Hialeah/M. Lakes (1)	Little Havana/ Allapattah (0)	Airport W. (1)	Florida City/ Homestd (0)
	N. Miami/GG/ Aventura (1)	Miami North/ I-95 (1)		Miami North/ I-95 (1)	
	Opa-locka/ Carol City (1)	N. Miami/GG/ Aventura (1)		N. Miami/GG/ Aventura (1)	
	Little Havana/ Allapattah (1)	Opa-locka/ Carol City (1)			
Worst *(most transfers)*	Airport W. (2)	Coral Gables/ W. Miami (2)	Coral Gables/ W. Miami (2)	Coral Gables/ W. Miami (2)	Hialeah/M. Lakes (2)
	Coral Gables/ W. Miami (2)	Kendall/ Westchester (2)	Kendall/ Westchester (2)	Hialeah/ M. Lakes (2)	N. Miami/GG/ Aventura (2)
	Kendall/ Westchester (2)	M. Beach/ Bal Harbor (2)	N. Miami/GG/ Aventura (2)	Kendall/ Westchester (2)	M. Beach/Bal Harbor (2)
	M. Beach/ Bal Harbor (2)	Little Havana/ Allapattah (2)	Perrine/Cutler R./Goulds (2)	M. Beach/ Bal Harbor (2)	Opa-locka/ Carol City (2)
	Perrine/CutlerR./ Goulds (2)	Perrine/Cutler R./Goulds (2)	Florida City/ Homestd (2)	Perrine/CutlerR./ Goulds (2)	Little Havana/ Allapattah (2)
	Florida City/ Homestd (2)	Florida City/ Homestd (2)		Florida City/ Homestd (2)	

* By values encompassing highest and lowest quartiles.

Table 5.3a Wait Times Required for Weekday 8:00 a.m. Transit Trips

	< 10 Min.	10- 19 Min.	20-30 Min.	30-40 Min.	40 > Min.	Total*
Number	15	31	8	4	1	59
Percent	25	52	14	7	2	100

* Trips for which an itinerary was available

Table 5.3b Transit Frequency/Span Ranking of Weekday 8:00 a.m. Trips by Wait Times

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best *(least min. wait)*	Downtown/ Brickell (8) N. Miami/GG/ Aventura (8) Opa-locka/ Carol City (9)	Airport W. (5) Miami North/ I-95 (7) Opa-locka/ Carol City (7)	Downtown/ Brickell (3) Opa-locka/ Carol City (3) Little Havana/ Allapattah (3)	Opa-locka/ Carol City (3) Airport W. (9) Downtown/ Brickell (11)	Kendall/ Westchester (3) Perrine/Cutler R./Goulds (3) Florida City/ Homestd (3)
Worst *(most min. wait)*	Hialeah/ M.Lakes (25) Airport W.(26) Florida City/ Homestd (31)	Hialeah/M. Lakes (18) Florida City/ Homestd (30) M. Beach/ Bal Harbor (70)	Hialeah/M. Lakes (18) N. Miami/GG/ Aventura (19) M. Beach/ Bal Harbor (24)	Perrine/Cutler R./Goulds (21) Florida City/ Homestd (27) M. Beach/ Bal Harbor (34)	Opa-locka/ Carol City (24) N. Miami/GG/ Aventura (28) M. Beach/ Bal Harbor (38)

* By values encompassing highest and lowest quartiles

Table 5.3c Arrival Times +/- Employment Start Time for Weekday 8:00 a.m. Transit Trips

	- Min.	0 - +9 Min.	+10-19 Min.	+20-29 Min.	+30-39 Min.	+40 > Min.	Total*
Number	1	28	16	7	4	3	59
Percent	2	47	27	12	7	5	100

* Trips for which an itinerary was available.

Table 5.3d Transit Frequency/Span Ranking of Weekday 8:00 a.m. Trips by Arrival Times +/- Employment Start Time

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best *(least min. early)*	Miami North/ I-95 (1)	Downtown/ Brickell (0)	Florida City/ Homestd (0)	Florida City/ Homestd (0)	Little Havana/ Allapattah (0)
	N. Miami/GG Aventura (1)	Miami North/ I-95 (1)	M. Beach/Bal Harbor (1)	M. Beach/Bal Harbor (1)	Perrine/Cutler R. /Goulds (4)
	Kendall/ Westchester (2)	M. Beach/Bal Harbor (1)	Coral Gables/ W. Miami (4)	Coral Gables/ W. Miami (4)	Florida City/ Homestd (5)
Worst *(most min. early)*	Little Havana/ Allapattah(29)	Little Havana/ Allapattah (18)	Kendall/ Westchester (20)	Kendall/ Westchester (33)	N. Miami/GG Aventura (13)
	Hialeah/ M. Lakes (32)	Perrine/Cutler R./Goulds (28)	Little Havana/ Allapattah(29)	Opa-locka/ Carol City (34)	M. Beach/ Bal Harbor (16)
	M. Beach/ Bal Harbor (54)	Opa-locka/ Carol City (34)	N. Miami/GG Aventura (-1)	Miami North/ I-95 (41)	Airport W. (50)

* By values encompassing highest and lowest quartiles.

Table 5.4a. Duration of Weekday 8:00 a.m. Transit Trips

	< 30 Min.	30- 59 Min.	60-89 Min.	90-119 Min.	120-149 Min.	150 > Min.	Total*
Number	5	16	17	11	4	6	59
Percent	8	27	29	19	7	10	100

* trips for which an itinerary was available

Table 5.4b Transit Duration Ranking of Weekday 8:00 a.m. Trips by Total Time

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best *(longest)*	Opa-locka/ Carol City (44)	Airport W. (35)	Miami North/ I-95 (20)	Downtown/ Brickell (24)	Florida City/ Homestd (19)
	Downtown/ Brickell (51)	Hialeah/ M. Lakes (37)	Little Havana/ Allapattah (29)	Miami North/ I-95 (44)	Kendall/West-chester (30)
	Hialeah/ M. Lakes (54)	Opa-locka/ Carol City (44)	Downtown/ Brickell (29)	Airport W. (47)	Perrine/Cutler R./Goulds (34)
Worst *(Shortest)*	Kendall/ Westchester (99)	N. Miami/GG/ Aventura (111)	M. Beach/ Bal Harbor (74)	Perrine/Cutler R./Goulds (90)	Hialeah/ M. Lakes (151)
	Perrine/Cutler R./Goulds(116)	M. Beach/ Bal Harbor (150)	Perrine/Cutler R./Goulds (85)	N. Miami/GG/ Aventura (95)	M. Beach/ Bal Harbor (167)
	Florida City/ Homestd (164)	Florida City/ Homestd (156)	Florida City/ Homestd (124)	Florida City/ Homestd (138)	N. Miami/GG/ Aventura (171)

* By values encompassing highest and lowest quartiles.

Table 5.5a Transit Cost of Weekday 8:00 a.m. Transit Trips Including Base Fare and Transfers

	$1.25	$1.50	$1.75	Total
Number	7	23	29	59
Percent	12	39	49	100

* Trips for which an itinerary was available.

Table 5.5b Cost Ranking* of Weekday 8:00 a.m. Trips Including Base Fare and Transfers

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Best	All $1.25	All $1.25	All $1.00	All $1.00	All $1.00
(cheapest)	Downtown/ Brickell	Downtown/ Brickell	Downtown/ Brickell	Downtown/ Brickell	Kendall/ Westchester
	Hialeah/ M. Lakes	Airport West	Opa-locka/ Carol City	Airport W.	Perrine/Cutler R./Goulds
	Miami North/ I-95	Hialeah/ M. Lakes	Little Havana/ Allapattah	Miami North/ I-95	Florida City/ Homestead
	N. Miami/GG/ Aventura	Miami North/ I-95		N. Miami/GG/ Aventura	
	Opa-locka/ Carole City	N. Miami/GG/ Aventura		Opa-locka/ Carol City	
	Little Havana/ Allapattah	Opa-locka/ Carol City			
Worst	All $1.50	All $1.50	All $1.50	All $1.50	All $1.50
(most expensive)	Airport West	Coral Gables W. Miami	Coral Gables/ W. Miami	Coral Gables/ W. Miami	Hialeah/M. Lakes
	Coral Gables/ W. Miami	Kendall/ Westchester	Kendall/ Westchester	Hialeah/M. Lakes	N. Miami/GG/ Avntura
	Kendall/ Westchester	M. Beach/ Bal Harbor	N. Miami/GG/ Aventura	Kendall/ Westchester	M. Beach/Bal Harbor
	M. Beach/ Bal Harbor	Little Havana/ Allapattah	Perrine/Cutler R./Goulds	M. Beach/ Bal Harbor	Opa-locka/ Carol City
	Perrine/Cutler R./Goulds	Perrine/Cutler R./Goulds	Florida City/ Homestead	Perrine/Cutler R./Goulds	Little Havana/ Allapattah
	Florida City/ Homestead	Florida City/ Homestead		Florida City/ Homestead	

* By values encompassing highest and lowest quartiles.

Table 5.6a All Components Suitability of Weekday 8:00 a.m. Trips by High Rankings In Selected Characteristics

	0	1	2	3	4	5	6	Total*
Number	13	22	3	6	9	5	1	59
Percent	22	37	5	10	15	9	2	100

* Trips for which an itinerary was available

Table 5.6b All Components Suitability Ranking of Weekday 8:00 a.m. Trips by Highest Rankings in Selected Characteristics

	Carol City/ Opa-locka	Hialeah	Liberty City/ Overtown	Little Havana	Homestead/ Florida City
Ranked highest across all character-istics	Opa-locka/ Carol City (5) Downtown/ Brickell (4) Miami North/ I-95 (4) N. Miami/GG/ Aventura (4) Hialeah/M. Lakes (3) Little Havana/ Allapattah (3)	Miami North/ I-95 (5) Airport W. (4) Hialeah/ / M. Lakes (4) Opa-locka/ Carol City (4) Downtown/ Brickell (3)	Downtown/ Brickell (4) Little Havana/ Allapattah (4) Opa-locka/ Carol City (3)	Downtown/ Brickell (5) Airport W. (4) Opa-locka/Carol City (4) Miami North/ I-95 (3)	Perrine/Cutler R./Goulds (6) Kendall/ Westchester (5) Florida City/ Homestead (5)

Table 5.6c Primary Components Suitability for Weekday 8:00 a.m. Trips by Travel Time and Ahead of Schedule Time

	< 60 Min.	60-119 Min.	120 > Min.	Total*
Number	14	28	16	58
Percent	24	48	28	100

* Trips for which an itinerary was available and which arrived on or ahead of schedule

Table 5.6d Primary Component Transit Suitability Ranking of Weekday 8:00 a.m. Trips by Travel Time and Ahead of Schedule Time

	Carol City/ Opa-locka	Hialeah	Liberty City/Overtown	Little Havana	Homestead/ Florida City
Best Times	Opa-locka/ Carol City (56)	Hialeah/M. Lakes (45)	Miami North/ I-95 (28)	Downtown/ Brickell (31)	Florida City/ Homestd (24)
(Standard: 70 min. or less)	N. Miami/GG/ Aventura (57)	Airport W.(47)	Downtown/ Brickell (34)	Coral Gables/ W. Miami (65)	Kendall/ Wedschester (36)
	Miami North/ I-95 (67)	Miami North/ I-95 (47)	Opa-locka/ Carol City (44)	Airport W.(69)	Perrine/Cutler R./Goulds (38)
	Downtown/ Brickell (68)	Downtown/ Brickell (48)	Little Havana/ Allapattah (58)		
			Coral Gables/ W. Miami (60)		

Includes only trips for which an itinerary was available that permitted arrival on or ahead of scheduled job start time
Source: Metropolitan Center, Florida International University, 1998.

Table 5.7 Transit Suitability Characteristics Averages by All Trips and Each Schedule

Characteristic/Measure	All	Weekday 8:00 a.m.	Weekday 12:00 a.m.	Sunday 8:00 a.m.
COVERAGE				
- Home to Transit (walk minutes)	2	2	3	3
- Transit to Job (walk minutes)	5	2	6	6
CONTINUITY				
(transfers)	1	1	1	1
FREQUENCY				
- Wait time (minutes)	20	15	25	21
- Ahead of schedule time* (minutes)	27	14	50	19
DURATION				
(trip minutes)	82	76	88	82
COST	$1.50	$1.50	$1.50	$1.50
(base fare and transfers)				
OVERALL				
(trip & ahead of schedule* minutes)	110	93	139	103

Includes only trips that were on or ahead of scheduled job start time

Table 5.8 Highest Overall (Primary Components) Transit Suitability Ranking of Trips for Each Schedule by Combined Travel Time and Ahead of Schedule Time

	Carol City/Opa-locka	Hialeah	Liberty City/Overtown	Little Havana	Homestead/ Florida City
Weekday 8:00 a.m. *(70 min. or less)*	Opa-locka/ Carol City (56)	Hialeah/ M. Lakes (45)	Miami North/ I-95 (28)	Downtown/ Brickell (31)	Florida City/ Homestd (24)
	N. Miami/GG/ Aventura (57)	Airport W.(47)	Downtown/ Brickell (34)	Coral Gables/ W. Miami (65)	Kendall/ Westchester (36)
	Miami North/ I-95 (67)	Miami North I-95 (47)	Opa-locka/ Carol City (44)	Airport W.(69)	Perrine/Cutler R./Goulds (38)
	Downtown/ Brickell (68)	Downtown/ Brickell (48)	Little Havana/ Allapattah (58)		
			Coral Gables/ W. Miami (60)		
Weekday 12:00 a.m. *(70 min. or less)*			Miami North/ I-95 (43)	Opa-locka/ Carol City (59)	
			- a-locka/ Carol City (43)	Downtown/ Brickell (60)	
			Downtown/ Brickell (47)	Miami North/ I-95 (60)	
Sunday 8:00 a.m. *(70 min. or less)*	Opa-locka/ Carol City (33)	Downtown/ Brickell (63)	Little Havana/ Allapattah (29)	Miami North/ I-95 (60)	Florida City/ Homestd (37) -
	Little Havana/ Allapattah (62)		Opa-locka/ Carol City (46)	Opa-locka/ Carol City (64)	Opa-locka/ Carol City (24)
	Miami North/ I-95 (63)		Downtown/ Brickell (47)	Downtown/ Brickell (65)	Perrine/Cutler R./Goulds (61)
			Miami North/ I-95 (56)	Airport W.(66)	
				Coral Gables/ W. Miami (70)	

Includes only trips for which an itinerary was available that permitted arrival on or ahead of scheduled job start time.

Table 5.9 Overall Transit Suitability Rankings of Trips to Employment Centers by Schedule

Employment Center	Entry Jobs	No. of High Overall Ratings*		
		Wkday 8a.m.	Wkday 12a.m.	Sunday 8a.m.
Airport West	11percent	2	0	1
Kendall/Westchester	11percent	1	0	0
Coral Gables/W. Miami	11percent	2	0	1
Downtown/Brickell	11percent	4	2	3
Hialeah/Medley/M. Lakes	10percent	1	0	0
N. Miami/G.Glades/Aventura	9percent	1	0	0
Miami North/I-95	7percent	3	2	3
Miami Beach/Bal Harbor	6percent	0	0	0
Opa-locka/Carol City	4percent	2	2	3
Little Havana/Allapattah	4percent	1	0	2
Perrine/Cutler Ridge/Goulds	4percent	1	0	1
Florida City/Homestead	2percent	1	0	1

* See Table 8 above.

Table 5.10 Key Trip Characteristic Averages for Hialeah/Coral Gables to West Miami and All Study Areas/Employment Centers

	Hialeah/Coral Gables-W. Miami				All Study Areas/Employment Centers			
	All	Wkday 8 a.m.	Wkday 12 a.m.	Sunday 8 a.m.	All	Wkday 8 a.m.	Wkday 12 a.m.	Sunday 8 a.m.
Walk Time (min.)- --								
Home to Bus	8	7	8	9	2	2	3	3
-Bus to Job	6	6	7	6	5	2	6	6
Transfers	1	1	1	1	1	1	1	1
Wait Time (min.)	24	14	28	32	20	15	25	21
+ Schedule* (min.)	27	25	44	26	27	14	50	19
Total Time (min.)	84	77	84	92	82	76	88	82
Cost	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50
Overall (total & + schedule* min.)	113	102	126	111	110	93	139	103

* Includes only trips that arrived at or ahead of scheduled job start time

Table 5.11 Potential Alternative Transportation Means for Hialeah/Coral Gables to W. Miami Trips Weekday 8:00 a.m.

	M.Lakes/ No. Hialeah (33014)	E. Hialeah (33012)	E. Central Hialeah (33013)	M. Springs/ Palmetto Industrial (33166)	S. East Hialeah (33010)
Shuttle Vans - Study Area (walk time > 10 min.)					
- W. Miami/Flagami (33144)	X		X		
- N. Gables/W. Flagler (33134)	X				
- Westchester (33155)	X		X		
- S. Miami/S. Gables (33143)	X				
- Central Gables (33146)					
Shuttle Vans - Employment Ctr. (walk time > 10 min.)					
- W. Miami/Flagami (33144)					
- N. Gables/W. Flagler (33134)				X	
- Westchester (33155)	X		X		
- S. Miami/S. Gables (33143)					
- Central Gables (33146)					
Express Vans (in-transit wait time and 40percent ride time* = >50percent of total wait and ride time)					
- W. Miami/Flagami (33144)				X	M
- N. Gables/W. Flagler (33134)		X			X
- Westchester (33155)					M
- S. Miami/S. Gables (33143)					M
- Central Gables (33146)	X	M	M	X	M
Combination Vans (meets both criteria)					
- W. Miami/Flagami (33144)					
- N. Gables/W. Flagler (33134)					
- Westchester (33155)	X		X		
- S. Miami/S. Gables (33143)					
- Central Gables (33146)					

* Limited to non-Metrorail trips. M - Includes Metrorail segment.

Table 5.12 Key Trip Characteristic Averages for Liberty City/Overtown - Hialeah/Medley/M. Lakes and All Study Areas/Employment Centers

	Liberty City/Overtown to Hialeah/Medley/M. Lakes				All SA/ECs			
	All	Wkday 8 a.m.	Wkday 12 a.m.	Sunday 8 a.m.	All	Wkday 8 a.m.	Wkday 12 a.m.	Sunday 8 a.m.
Walk Time (min.)-								
Home to Bus	9	9	9	9	2	2	3	3
- Bus to Job	24	19	26	28	5	2	6	6
Transfers	1	1	1	1	1	1	1	1
Wait Time (min.)	22	30	30	22	20	15	25	21
+ Schedule* (min.)	43	16	78	25	27	14	50	19
Trip Time (min.)	83	73	92	84	82	76	88	82
Cost	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50
Overall (total & + schedule* min.)	121	90	170	81	110	93	139	103

* Includes only trips that arrived at or ahead of scheduled job start time.

Table 5.13 Potential Alternative Transportation Means for Liberty City/Overtown - Hialeah/Medley/M. Lakes Trips Weekday 8:00 a.m.

	Liberty City/ Northside (33147)	Brownsville/ Earlington Heights (33142)	Overtown/ Culmer (33136)
Shuttle Vans - Study Area (walk time > 10 min.)			
Palm Springs/County Club of Miami. (33015)	X	X	
W. Miami Lakes/W. Hialeah (33016)		X	
Doral/W. Medley (33178)			
Miami Lakes/N. Hialeah (33014)		X	
E. Hialeah (33012)		X	
E. Central Hialeah (33013)		X	
S. East Hialeah (33010)		X	
Shuttle Vans - Employment Ctr. (walk time > 10 min.)			
Palm Springs/County Club of Miami. (33015)	X	X	X
W. Miami Lakes/W. Hialeah (33016)	X	X	X
Doral/West Medley (33178)	X	X	X
Miami Lakes/N. Hialeah (33014)	X	X	X
E. Hialeah (33012)	X		
E. Central Hialeah (33013)			
S. East Hialeah (33010)			
Express Vans (in-transit wait time and 40percent ride time* = >50percent of total wait and ride time)			
Palm Springs/County Club of Miami (33015)	X	M	M
W. Miami Lakes/W. Hialeah (33016)	M	M	M
Doral/West Medley (33178)	M	M	M
Miami Lakes/N. Hialeah (33014)	X	M	M
E. Hialeah (33012)		M	M
E. Central Hialeah (33013)		M	M
S. East Hialeah (33010)		M	M
Combination Vans (meets both criteria)			
Palm Springs/County Club of Miami (33015)	X		
W. Miami Lakes/W. Hialeah (33016)			
Doral/West Medley (33178)			
Miami Lakes/N. Hialeah (33014)			
E. Hialeah (33012)			
E. Central Hialeah (33013)			
S. East Hialeah (33010)			

Limited to non-Metrorail trips. M - Includes Metrorail segment

Table 5.14 Key Trip Characteristic Averages for Little Havana/Miami Beach-Bal Harbor and All Study Areas/Employment Centers

	Little Havana/ Miami Beach-Bal Harbor				All SA/ECs			
	All	Wkday8 a.m.	Wkday12 a.m.	Sunday8 a.m.	All	Wkday 8 a.m.	Wkday 12 a.m.	Sunday 8 a.m.
Walk Time (min.)-								
Home to Bus-	4	4	4	4	2	2	3	3
Bus to Job	4	4	4	4	5	2	6	6
Transfers	1	1	1	1	1	1	1	1
Wait Time (min.)	16	10	19	18	20	15	25	21
+ Schedule* (min.)	12	8	17	12	27	14	50	19
Trip Time (min.)	73	62	82	74	82	76	88	82
Cost	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50	$1.50
Overall (total & + schedule* min.)	85	70	99	86	110	93	139	103

* Includes only trips that arrived at or ahead of scheduled job start time.

Appendix 5: Methodology of Study Area/Employment Center Transit Trips Analysis

An analysis of the transit accessibility between concentrations of welfare recipients and concentrations of potential employment was performed to provide: (1) WAGES clients and jobs recruiters with an indication of the locations of employment concentrations with suitable public transit accessibility and (2) transit services providers with information on locations for possible application of alternative transportation to public transit.

The geographic units used for the transit accessibility analysis were the same used in other portions of the project. These were Zip Code areas and clusters of Zip Code areas comprising the five Study Areas containing concentrations of welfare recipients and the twelve Employment Centers containing concentrations of entry level jobs.

Two levels of analysis were conducted. First, an overall pattern of transit accessibility was made from the center of each Study Area to the center of each Employment Center. Second, an analysis of transit accessibility was made between the centers of the Zip Codes contained in three paired Study Areas and Employment Centers—Hialeah and Coral Gables/West Miami, Liberty City/Overtown and Hialeah/Medley/Miami Lakes, and Little Havana and Miami Beach,

The essence of the transit accessibility analyses was the identification of the quickest rail and/or bus transit route between areas of residence of welfare recipients and areas of potential employment. Since such employment varies in the workday requirements, three day/time arrival alternatives were included in the analysis: Weekday 8:00 a.m., Weekday 12:00 a.m., and Sunday 8:00 a.m.

For each of the three trip alternatives relevant service parameters were determined. These included:

- Walk time from home to bus stop assuming a requirement of 2 minutes to walk 0.1 mile,
- Wait time including 3 minutes for the initial transit vehicle and the scheduled time for each subsequent transfer,
- Ride time on all transit vehicles,
- Walk time from bus stop to job assuming the same walk speeds as above,
- Total travel time including walk, wait, and ride times,
- Arrival time ahead (+) or behind (-) desired schedule,
- Transfers from one transit vehicle to another,
- Cost of trip are a combination of the initial ride fare of $1.25 and $.25 for each transfer.

A total of 357 transit trips were tabulated--180 for the SA/EC center to center analysis and 177 for the SA/EC Zip Code to Zip Code analyses.

Two sources of information were used to determine the transit route and the service parameters. The overall Study Areas/Employment Centers analysis was performed by Harry Rackard, Transit Planner, Miami-Dade Transit agency using its July 1998 computerized transit routing system. Project staff using the transit route schedules published prior to July 1998 conducted the detailed Zip Code analysis of selected Study Areas/Employment Centers. In both analyses, project staff estimated walk times and travel routes that were too removed from existing transit routes to be included on the computerized system in order to provide for data completeness and comparability.

Chapter 6. Transportation Aspects of Welfare to Work: A Selective Survey of Current Programs

by Keith Revell, Ph.D.

Introduction

This chapter presents an assessment of several of the leading transportation programs designed to assist welfare clients in the transition from welfare-to-work, as well as a synopsis of the major questions and problem areas that arise in the process of creating such transportation projects. It is based on a survey of programs in the following cities, counties, regions and states:

- Fresno, California
- Portland, Oregon
- Glendale/Azalea, Oregon
- Pine Bluff, Arkansas
- Blytheville, Arkansas
- Louisville, Kentucky
- seven counties in southeastern Kentucky
- Cabarrus County, North Carolina
- Sault Ste. Marie, Michigan
- Detroit, Michigan
- Baltimore, Maryland
- Chicago, Illinois
- Denver, Colorado
- Milwaukee, Wisconsin
- St. Louis, Missouri
- Sanford, Florida
- Orlando, Florida
- Pensacola, Florida
- Kansas City, Missouri
- Philadelphia, Pennsylvania
- State of North Carolina
- State of Michigan
- Broward County, Florida

Generally speaking, the 23 programs surveyed here are heterogeneous in goals and approaches, small scale, and tentative. Program target populations range from everyone without a job regardless of skills, education, or physical handicap (Michigan's Project Zero) to JOBS clients, to under- or unemployed people with transportation problems. Programs use a variety of transportation approaches, from volunteer carpools to school buses to Red Cross vans to fixed route express buses. The JOBLINKS programs reach perhaps as many as 600 people and as few as 27 (AMPG, 11); the Bridges-to-Work program in Chicago may serve as many as a thousand clients (of the estimated 155,000 welfare-to-work clients in the city). Most of the programs can be considered pilot or demonstration programs at best. They serve primarily to illustrate the possible problems confronting larger programs and to suggest some possible avenues for addressing our local problem.

Key Points Emerging from this Survey

The successful employment transportation programs in this survey share three crucial characteristics:

- Excellent working relationships among transit providers, human service organizations, employers and other participating agencies.
- Available jobs suited to the skills of welfare-to-work clients, along with clients who are job-ready.
- Targeted transportation services that link specific job seekers with specific jobs.

Making the transition from welfare-to-work means meeting several challenges at once. Excellent working relationships are vital because they allow transportation providers to focus on transportation problems without ignoring the myriad other problems that confront welfare-to-work clients. To do this successfully, there must also be a lead agency working full time to coordinate the efforts of the other organizations involved in the welfare-to-work process. Clear communication among those organizations is essential in order to meet the various needs of welfare-to-work clients. Programs are also more likely to succeed if they have significant support from major political figures, such as mayors or governors.

Some labor markets will simply not support an employment transportation program. Likewise, some welfare-to-work clients will not be job-ready. A job-ready client is generally one who has taken care of the personal and family issues, especially childcare, that may prevent her or him from getting to work on time every day. If these issues are not addressed by service providers and their clients prior to finding transportation solutions, the transportation provider will be confronted by delays and misunderstandings, and employees will not show up to work on time.

By using geographic information systems (GIS) or other mapping technologies together with employer requests, job placement services, or other matching techniques, successful programs can insure that the routes they establish, whether for buses or vanpools, will have sufficient traffic. Assuming that the jobs continue and the employees can keep them, targeted transportation services will help programs meet other productivity measures, such as fare box recovery ratios.

Implications for Miami-Dade County

Efforts to provide reliable, cost-effective employment transportation programs remain in the first stages of development, even in those cities and states on the leading edge of policy innovation and implementation. If policymakers in Miami-Dade County intend to wait until future studies sort out which programs are proven, then they will wait a very long time. Conditions are so variable, and the numerous factors involved so complicated, that there may never be a time when off-the-shelf solutions to the welfare-to-work transportation challenge exist.

There are programs that seem to have the earmarks of success, however. Arguably, the employment transportation project run by Orlando LYNX is the most innovative program surveyed here. Their use of software, their customer service orientation, their entrepreneurial attitude, and their willingness to use all available forms of transportation make them a model program. Chicago's Pace bus and vanpool program also stands out as a model worthy of emulation. Pace managers capitalized on the creation of new jobs by United Airlines in order to demonstrate the viability of their vanpools for welfare-to-work clients. Baltimore's Bridges-to-Work program, the vanpool project directed by the West Florida Regional Planning Council, and the Louisville Night Owl program illustrate the value of close linkages between finding jobs for clients and creating cost-effective transit routes. In spite of their successes, however, these programs are providing services to a relatively small number of clients.

Nevertheless, several identifiable lessons for future programs have emerged from this survey in the areas of program goals, organizational design, managerial philosophy and strategic approach.

Program Goals

The goal of a welfare-to-work program is increased access to jobs; it is not to build a transportation program per se. Transportation projects should be viewed as means to the larger goal of transforming welfare-to-work clients into self-sufficient citizens. In this sense, as Mark Allen Hughes (a nationally recognized expert on welfare-to-work issues) has emphasized that program managers must be "agnostic" about transportation solutions. The real goal of these programs is not to create new bus routes or sustainable vanpools but to get people off welfare. If the best way to do that is to have them all take taxis to work, or to give them all used cars, or to have them ride bicycles, then so be it. Although transportation planners may wish to create a new pool of dedicated mass transportation users, that goal should not stand in the way of identifying the best approach to helping a client get to work, even if that means not using public transit.

Organizational Design

A lead agency and clear lines of authority and responsibility are crucial to the success of a welfare-to-work program. One agency should be chosen to head the effort, and that agency should have authority to contract with other organizations to provide specific services for welfare-to-work clients. The authority of the lead agency depends upon its power to make decisions, assign tasks, and distribute resources among its partners. Perhaps most importantly, the lead agency needs to have some understanding of the role of transportation in the welfare-to-work process, as well as some understanding of how transportation planning is conducted.

Many of the transportation programs surveyed here, including LYNX and Pace, were selected as transportation partners through an RFP process. Some other agency, such as a WAGES Coalition or a Suburban Joblinks, contracted with them to provide transportation services. This allows the transportation experts to focus on transportation problems, and keeps transportation in a supporting role in a larger access-to-jobs program.

To make transportation an integral part of the welfare-to-work effort, however, transportation providers must work with other organizations under the coordination of the lead agency. Each partner in the coalition, including job training and education agencies, state and local human service agencies, and other service providers, must commit themselves to working together. This means sharing information voluntarily and frequently, acting in concert to find jobs and match clients to jobs, and pooling resources when necessary. It also means that the lead agency must be capable of assuring cooperation among participating agencies, while discouraging competition for job-ready clients.

It is also clear that programs fare best when they have committed leadership from within each agency in the partnership, and especially when they have the full, visible, public support of a recognized political leader, such as a mayor or a governor.

Managerial Philosophy

Transportation providers (along with other participating service providers) need to adopt an entrepreneurial attitude toward fulfilling their scope of work within the welfare-to-work partnership. That attitude includes:

- A multi-tiered, multi-modal approach to transportation services:

Transportation providers must consider carpools, vanpools, school buses, paratransit services, fixed-route buses, off-hours services, taxis, bicycles, and all other possible forms of transportation.

- A willingness to stay flexible:

  Routes will have to be changed. Fare structures will have to be revised. Vanpools will be started that later fail for lack of ridership. Training sessions for case managers will have to be conducted over and over again due to turnover and changes in routes and procedures. Strategies that work for the first thousand clients will not work for the next thousand clients and new strategies will have to be developed.

- An aggressive customer service orientation:

  Transportation providers cannot sit back and say, "here are our services; come to us and ask about them." They must actively solicit customers, advertise their services, create new services to meet client needs, and pursue new working relationships with coalition partners and private organizations. The best programs surveyed here—in Orlando, Chicago, Baltimore, and Louisville—actively seek out employers and survey their employees to determine whether they can create bus service or vanpools; in this sense, job placement efforts are closely tied to transportation planning. The best programs also make a point of gathering information on client transportation needs with an eye toward building a database that will allow them to develop a variety of transit options for every client they serve. That database should include information on where clients work and live, as well as information on the array of transportation alternatives available in the metropolitan area.

- A strategic approach involving a multi-phase strategy to address the welfare-to-work challenge would involve both maximizing the use of existing resources and developing new tools to assist job-seekers:

  Phase 1: Map the location of welfare-to-work clients, entry-level jobs, and existing transportation options to determine whether some clients can be accommodated on existing services. If there are abundant transit connections between areas with high concentrations of jobs and areas with high concentrations of job-seekers, if those connections run during the necessary hours, and if they do not represent a prohibitively long or expensive commute, then part of the welfare-to-work problem may be an information problem. That is, program managers may simply have to help job-seekers understand how to use the bus or the jitney systems. This could be accomplished by setting up an information service for job seekers, their case managers or their job-placement service.

  Phase 2: Assess the viability of creating new fixed-route buses between areas of high job growth (in entry-level positions) and areas with many job seekers. Express routes from the inner city to industrial parks (as was done in Louisville) may be viable, assuming the job seekers are actively placed in jobs served by the new routes.

  Phase 3: Create small-scale pilot programs using new transit options, such as vanpools or subscription buses. These pilot programs, modeled on efforts in Chicago, Baltimore, or Pensacola, would identify employers interested in hiring welfare-to-work clients. 8- or 10-passenger vans could be set up to carry groups of job seekers who live in the same area to those job sites. Large employers with several shifts would be ideal candidates for such programs. Perhaps most importantly, this phase would include more intensive use of GIS-based software—such as Ecotek GeoMatch—to assist in the creation of cost-effective transit routes.

Phase 4: Expand point-to-point transit planning for all welfare-to-work clients, including rides to job training and childcare. By working closely with job-placement agencies and by using a Transportation Needs Assessment Survey (see Exhibit 6.1), transportation planners can begin to create a database that will assist in creating cost-effective vanpools and, eventually, new bus routes.

Phase 5: Aggressively market efforts to create vanpools among non-welfare workers, as is done in Chicago, Orlando, and Pensacola. Welfare-to-work clients can then "piggy-back" on existing vanpools. Phase 5 might also include the creation of a vehicle lease program, such as Charity Cars.

This multi-phased approach would allow program managers to "get the low-hanging fruit," so to speak, by using existing resources to place job-ready clients, and then build experience and capacity with small-scale projects, before embarking on more ambitious and elaborate projects to assist harder-to-place clients. Program managers will eventually have to pursue all of these strategies simultaneously, as they address the transportation needs of each new client on an individual basis.

Programs Surveyed

This section provides an overview of the employment transportation programs surveyed for this report. While not exhaustive, the survey covers most of the major welfare-to-work transportation efforts, and includes several smaller, innovative programs that may serve as models for Miami-Dade County.

There are two primary federal initiatives addressing the transportation aspects of the welfare-to-work challenge: JOBLINKS, funded by the Federal Transit Administration (FTA) and launched by the Community Transportation Association of American (CTTA), and Bridges-to-Work (BtW), funded by the Department of Housing and Urban Development (HUD).

The initial JOBLINKS program began in 1995 and included ten demonstration sites in six states designed to test various means of transporting individuals who were under-served or unserved by existing transportation, especially those struggling to move from welfare to self-sufficiency. The ten demonstration sites included:

- Fresno, California
- Portland, Oregon
- Glendale/Azalea, Oregon
- Pine Bluff, Arkansas
- Blytheville, Arkansas
- Louisville, Kentucky
- Seven Counties in Southeastern Kentucky
- Cabarrus County, North Carolina
- Sault Ste. Marie, Michigan
- Detroit, Michigan

Except for Louisville, Detroit, and Portland, these programs were targeted primarily at residents of rural areas (AMPG, 9).

A study of JOBLINKS programs by the Applied Management and Planning Group (AMPG) concluded that such programs worked best in the presence of three key factors, characterized as "preconditions for success:"

- "the availability of jobs in the local labor market at shift times that could be served by available drivers and vehicles;
- "access to job-ready workers with transportation barriers who would be suited for these jobs; and
- "coordination between transportation providers, human service agencies, and employers" (AMPG, i).

The study also made six recommendations:

- Providing grants for future transportation programs should proceed in two phases: the first phase would include funds to study the local labor market, to establish relationships among service providers, and to demonstrate that the preconditions for success have been met. The second phase would include larger grants to provide transportation services.
- Information on best practices should be disseminated.
- Efforts should be made to relax regulations that limit the ability of categorically-funded transportation services, as well as other services, to allow sharing of existing resources.
- If volunteer-based programs are used, efforts should be made to avoid splitting energy and resources on multiple service methods.
- The following factors should be taken into account when providing transportation services to the welfare-to-work population: rides to childcare; fare payment systems other than user-side cash subsidies; clear rules regarding cancellations, no-shows, and timeliness; and recognition that "holistic support," not merely transportation, will be required to complete the transition to self-sufficiency.
- Efforts should be made to collect relevant data and measure the outcomes of transportation programs (AMPG, iii-iv).

The Bridges-to-Work program selected five cities in 1996 to test the viability of what were called "collaboratives:" metropolitan-wide partnerships among Private Industry Councils, transportation providers, human service providers, and other organizations designed to link inner-city job-seekers with suburban employment areas (Palubinsky & Watson, i). The five BtW cities included:

- Baltimore, Maryland
- Chicago, Illinois
- Denver, Colorado
- Milwaukee, Wisconsin
- St. Louis, Missouri

BtW programs focused on providing transportation to job-ready workers who faced three types of barriers getting and retaining work in the suburbs. First, they faced an administrative or information barrier because they lacked information about where the jobs are. Second, they faced a physical or transportation barrier because they lacked automobiles or public transit that would allow a reverse commute. Third, they faced relatively lengthy commutes, which heightened the need for supportive services.

BtW addressed these barriers with key three program elements. First, they created a metropolitan-wide placement mechanism to link inner-city residents with suburban jobs. Second, they instituted a targeted commute to allow job seekers to reach the suburbs. And third, they provided limited support services associated with commuting long distances. It should be noted that BtW programs elected to provide a limited number of support services, even though welfare-to-work clients need an extensive range of such services. Program administrators did this, in spite of much dissension and debate, because they felt the role of Bridges-to-Work was to address the transportation aspect of the welfare-to-work problem, relying on other agencies in the welfare-to-work partnerships to deal with the vast variety of other issues their clients may encounter. To make this choice work, BtW programs were administered by "collaboratives," partnerships which included human service providers, transportation agencies, and a "convener," a lead organization which coordinated the various pieces of the welfare-to-work partnership and kept the group on track (Palubinsky & Watson, i, 1, 5).

Underlying Assumptions

The strategies of both the JOBLINKS and the Bridges-to-Work programs are based on the spatial mismatch hypothesis. The spatial mismatch hypothesis suggests that most new jobs are being created in suburban areas while unemployed job-seekers are in inner-city areas. Although there may be other barriers for job-seekers—such as education, training, or inadequate information—job-ready adults face significant transportation barriers that prevent them from getting and retaining the available jobs in their metropolitan areas (AMPG, 2; Palubinsky & Watson, i, 2). This creates the opportunity for transportation providers to step in and address a major barrier to self-sufficiency.

The importance of this assumption should not be underestimated. If the real problems facing unemployed individuals do not stem from a spatial mismatch, but rather from a lack of jobs, inadequate skills or education, racial or ethnic prejudice, or some other factor, transportation programs will have far less influence on the problem.

"Jobs first, transportation second" is another assumption of most of the programs surveyed here. Unlike the spatial mismatch assumption, the "jobs first" assumption is generally not recognized explicitly. Instead, transportation has been addressed after a welfare-to-work client has found employment; once they have a job, the next question has been how to get there on a consistent basis.

On one level, the "jobs first" assumption makes sense, largely because the welfare-to-work problem is now recognized as an access-to-jobs issue. However, this does not mean that transportation considerations should not be integrated into the job-search process. The managers of the best transportation programs surveyed here were anxious to get information on where jobs were located, what hours clients needed to travel, and how many potential clients would need rides to particular locations. Close coordination between job-placement efforts and transportation routing efforts can only lead to more cost effective and reliable commuting arrangements.

Exhibit 6.3 provides cost comparisons of the many different modes of transportation for each of the five study areas and selected employment centers. For more detailed information, interested readers may contact the Metropolitan Center.

Selected Program Profiles

This section provides brief summaries for ten of the key programs in this survey. These ten were selected because they represent large metropolitan areas that may be comparable to Miami-Dade County, or because they seemed to offer innovative (or at least illustrative) solutions to employment transportation problems.

Portland, Oregon

This JOBLINKS site established a fixed-route bus service along the Columbia Corridor, located in northeast Portland. The Columbia Corridor area employs over 29,000 workers and was only partially served by existing public transportation. A partnership between Mt. Hood Community College and Rax Transportation, a private transportation provider, was established to develop a shuttle service between areas of relatively high unemployment and the Columbia Corridor. Their goal was to build up ridership to demonstrate to Tri-Met (the local public transportation provider) that a permanent fixed route was needed. The service peaked briefly with 204 riders, of which only three obtained employment during the 11-month demonstration period (AMPG, A-8 to A-12).

Glendale/Azalea, Oregon

This JOBLINKS program was intended to meet the transportation needs of two high unemployment communities in southwestern Oregon, hurt in recent years by cutbacks in the timber industry. The Glendale/Azalea Skills Center took the lead in establishing several innovative transportation programs, including the use of school buses and volunteer carpools, as well as a fixed-route van. Over the 18-month demonstration period the services provided 2,891 rides for 181 individuals, of whom 22 got jobs and 16 received GEDs (AMPG, A-13 to A-17).

Louisville, Kentucky

This JOBLINKS program involved a partnership between the Kentuckiana Regional Planning and Development Agency and the Transit Authority of River City (TARC) to develop an express route bus service between inner-city Louisville and the Bluegrass Industrial Park, located in the city's eastern suburbs. The partnership also lead to the creation of a local shuttle circulator van in the industrial park, which lacked sidewalks or street lights. The program also included aggressive marketing efforts. During its five-month trial, ridership increased by 25 percent, from 3,000 to 4,200. The new express service has become permanent as a result of the success of the demonstration (AMPG, A-32 to A-38).

Building on the success of the JOBLINKS program, and thanks in large part to the enthusiasm of TARC lead administrator for welfare-to-work transportation programs, Louisville has recently begun Night Owl Service, which includes three small vans that pick up clients who live and work within the local empowerment zone. The service is run seven days a week between 11 p.m. and 5 am, when TARC is usually not running other services. They use union drivers and a dispatcher to provide door to door services, but may soon move to pick-up spots. Fare is $2.00 one way; they may recover 20% through the fare box. They have transported about 60 people per night since last May. They are currently working with their county government to submit a grant to the Department of Labor for expanded transit services like their Night Owl program, due to the demand for transportation to work or from residences outside the empowerment zone. Recently they received an FTA grant that helped them set up the Nia Center; this location provides daycare, job training and placement, and houses Small Business Administration and Private Industry Council offices, among other services. These programs are run by various city and county agencies. The Nia Center also serves as the pickup point for two key bus routes. The goal was to create a one-stop-shopping center for welfare-to-work clients. The center has been in operation since March 1998.

Detroit, Michigan

Michigan has experimented with several welfare-to-work programs, including a JOBLINKS employment transit project coordinated by Operation ABLE, a human service agency providing job placement and training for job-seekers 40 years of age and older. The Operation ABLE JOBLINKS project was designed to use the suburban general purpose transit operator known as SMART, Southeastern Michigan Area Rapid Transit, to link inner-city ABLE clients with suburban jobs. The

program made use of SMART's computer-based scheduling system, QuoVadis, as well as a dedicated SMART vehicle leased to Operation ABLE. QuoVadis terminals were made available to Operation ABLE staff in the hope that they could book rides for ABLE clients efficiently. Service focused on transportation to job training. The dedicated vehicle provided about 1,600 rides during the eight-month trial; 72 job seekers have been assisted to job training and to work, although no figures on job placement were available (AMPG, A-56 to A-63).

The Operation ABLE JOBLINKS program has not been continued due to funding shortfalls, although the experience helped to highlight some of key flaws in the program's design. In retrospect, according to the program's lead manager, the attempt to transform case managers into transit planners for job seekers was flawed. Many of the program's clients already knew how to use the local bus system. More importantly, caseworkers were not equipped to use the QuoVadis system, nor did they have time to engage in trip planning for clients who needed it. Having access to the information and scheduling systems used by transportation planners, while a good idea on paper, proved impractical in the field.

Baltimore, Maryland

This Bridges-to-Work program is designed to transport residents of East Baltimore, an area with few jobs but many job seekers, with the job-rich Baltimore-Washington International Airport area, some 25 miles away. Although there are city buses that connect the two areas, the first bus arrives too late for most morning shift jobs, hence the need for a transportation service more tailored to the needs of job-seekers. Working with the Historic East Baltimore Community Action Coalition (CAC), the BtW project provides van service from East Baltimore to job sites for both the first and second shift. Vans drop off workers for the second shift, and provide a ride home for first shift workers. Round-trip fare is $4, although the first 30 days are free. The CAC also provides free van rides to job interviews (AMPG, Best Practices, 2). The program is also running vans from East Baltimore to suburban job locations. The program now has five vans, but may get as many as 14. The vans are not run door to door, but instead are run between a variety of pick-up points that are safe and well lit and near job seekers' homes. Most of the vans are run at 7:00 am, but they have vans running at all hours to suit the needs of employers. The program also has a job placement service. The job placement director spends her time going to meetings, power breakfasts, Chamber of Commerce lunches, and the like in suburban areas, trying to find employers with several job openings so she can set up a van of job-seekers to fill them. Job seekers mainly find the program through a recruiter, and from referrals from both non-profit and state and city agencies that do job placement. The BtW program places job-ready clients; these clients are certified job-ready by the referral agency, which uses a checklist of job skills and other characteristics. By serving only job-ready clients, the BtW program can focus on job placement and transportation—a crucial component in the program's success. However, in some cases they do have clients with other needs. In these cases, it also brokers support services, such as childcare. Since June 1997, this program has placed about 85 people.

Chicago, Illinois

Chicago seems to be the leader in welfare-to-work transportation. The city's Bridges-to-Work program is run by a partnership between Suburban Job-Link Corporation, a not-for-profit community economic development organization founded in 1971 to serve unemployed residents of Chicago's West Side neighborhoods, and the Pace Suburban Bus Company, part of the regional public transportation system. Pace has been around for over 25 years, running a variety of transportation projects in the six-county suburban hinterland around Chicago. Pace uses fixed route buses (linking METRA and CTA transit stations), subscription buses, vanpools, and shuttles. These services have recently been expanded to include coach buses and vans to provide free rides for inner-city residents to job interviews and fee-for-service rides for job seekers to work in the suburbs. Suburban Job-Link

also uses eight passenger buses to provide its clients with rides to jobs in the northwest suburbs (AMPG, Best Practices, 4-6).

Managers of Chicago's welfare-to-work transportation project identified three keys to the success of the vanpool program, the linchpin in their welfare-to-work effort. First and most importantly, they created a partnership among stakeholders, including employers, transportation agencies, human services agencies, and various state agencies. Thanks to the efforts of the Regional Transit Authority's politically well connected Finance Chair, Chicago's Bridges-to-Work project enjoys the enthusiastic support of state political leaders, especially the governor. Perhaps more importantly, local employers, especially United and American Airlines, already had good working relationships with Pace, which has been providing transportation for many of their employees for years. When the airlines began to take up the welfare-to-work problem, they already had well-established contacts with the local transit provider. This partnership worked, however, because of the efforts of the lead agency in the city's welfare-to-work efforts, Suburban Job-Link Corporation. Suburban Job-Link had long-established ties to suburban job providers and transportation agencies. Most importantly, Suburban Job-Link acted as a full-time, third party manager for the BtW project, holding all the stakeholders together and addressing human service needs. This allowed Pace to focus on the transportation problem, rather than the other problems welfare-to-work clients might have.

Second, Pace is working with the Urban Transportation Center at the University of Illinois at Chicago to gather demographic and job data for use in establishing possible new transportation routes. This data is plotted using GIS, overlaid with existing transportation routes, and analyzed to identify possible new routes.

Third, after aggressive marketing efforts, the Chicago project benefited from working demonstration programs that met statutory financial requirements (50 percent of cost returned out of the fare box) and other productivity measures.

While the Chicago BtW programs are impressive, it is also clear that they have built on existing capacity more than they have innovated. For example, Pace already had extensive experience with vanpools (with some 270 already in place) before adapting that system to serve welfare clients. To establish these vanpools, Pace had a well-established procedure of conducting surveys among employees at job sites to determine whether there were clusters of employees living in the same area. If there were a sufficient number of such employees, Pace would coordinate a vanpool using a Pace van and a volunteer driver from among the selected employees.

It also remains to be seen whether the existing system can be expanded to meet the needs of Chicago's 155,000 welfare-to-work clients. Pace officials guesstimated that they serve perhaps 1,000 such clients at present, mainly by transporting them to large-scale employers such as United Airlines, which recently established a reservation center in suburban Chicago. That company not only had a large number of jobs available, but continues to be extremely committed employing welfare-to-work clients.

Denver, Colorado

The BtW program in Denver, which has between 75 and 80 clients, is still struggling to find ways to be effective. Initially, the program contracted with the Regional Transportation District to establish a fixed-route express bus from an inner city area with a high concentration of job seekers to a business park in the suburbs. They hoped that the route would be used by their clients and eventually attract other riders. However, after several months the route was discontinued due to lack of ridership; additional riders never started using the route and the number of BtW clients was too small to justify the use of a 40-passenger bus. As a result, BtW managers have begun to place their clients who need rides to work or job training on STS shuttles, which are run by a private company. By increasing the load factor on those vehicles, BtW managers have found a way to secure cost effective transportation

for their clients. At the same time, they are conveying information about their client needs to the Department of Transportation, which is constructing a GIS database. Their goal is to determine when there are a sufficiently high number of riders going from home to work in certain areas in order to justify the use of a dedicated van or bus. Thus far, however, both clients and jobs are too scattered to make the use of either buses or vans cost effective. The problem, according to the lead BtW manager, is that jobs are so scattered over the Denver area that it is very difficult to create large enough vanpools to any particular job site. The Denver program has also had to modify its initial goals for the program. Originally, their scope of work included a childcare component, but this was dropped because of costs.

Program managers suggest that future attempts to create viable employment transportation programs should start small, stay flexible and build services slowly in the hope of one day reaching sufficient ridership to establish fixed-route bus services.

Sanford, Florida

Charity Cars is a 501(C)(3) organization that provides used cars to selected welfare-to-work clients. Headed by Brian Menzies, who has been in the auto sales business since 1984, Charity Cars started out as a part-time operation within his auto dealership and branched out on its own in November of 1996. To date, Charity Cars has provided about 75 or so cars to worthy clients without receiving any public monies. Menzies suggests that a Charity Cars operation will cost about $450,000 to start, of which $225,000 would come from WAGES and $225,000 would come from private donors. This level of operation would allow them to provide about 300 cars per year, at a cost of $1,500 per car. Cars are donated to them, and refurbished (except for air conditioning) at the Charity Cars garages. Clients are carefully chosen through referrals by welfare agencies, and Charity Cars has an array of controls (such as maintaining a lien on each vehicle for three years and using their own case managers to monitor the accountability of each client) to make sure that clients keep up with insurance payments. They also require clients to be employed within 30 days of receiving a car and to remain employed throughout the lien period. Of the 75 or so cars they have provided thus far, only one has been lost and one has been turned in to the company when the recipient was given another vehicle by a family member. Menzies maintains that the company has a very effective system for monitoring recipients and maintaining control of vehicles.

Menzies is very confident about his ability to expand the program, which is now in the process of "going national." Most recently, Broward County has taken steps to start a Charity Cars program as part of its welfare-to-work effort. If approved, the $300,000 program, which is designed to give away 200 cars, will begin in August. Menzies hesitates to start a program in Miami-Dade County, however, because of the "enormity" of the welfare-to-work problem here, and perhaps for other reasons. He seems very sure that, given adequate funding from public sources, the Charity Cars operation could be expanded to become a major tool in the welfare-to-work effort; his biggest problem now is not getting cars, but getting the money to fix them up and putting them into the hands of clients. He is certain that mainstream auto dealers are on the verge of donating cars to his effort, in exchange for tax write-offs, which would provide another source of vehicles. And he believes that the costs of the program ($1,500 per car) will only go down as the program expands, since auto sales and repair have significant economies of scale.

Orlando, Florida

The LYNX WAGES Mobility Network is a project conducted by the Central Florida Regional Transportation Authority (LYNX). LYNX currently provides a variety of transportation services in the Orlando region, including fixed route buses, carpools and vanpools, paratransit, and special events shuttles. LYNX managers pride themselves on their customer orientation and visible public profile. For example, LYNX managers spent three weeks job-shadowing WAGES case workers to build

relationships with them and develop an understanding of their work challenges. Like the Pace bus company in Chicago, Orlando LYNX has a well-established vanpool program (some 80 vans serving 8 to 10 clients each, at a cost of $445 per month) for non-WAGES clients. On November 1, 1997, LYNX entered into a contract with the Central Florida WAGES Coalition (after responding to an RFP) to provide transportation planning and services to WAGES clients, and they intend to extend their customer service orientation and their wide array of services to WAGES clients.

The LYNX WAGES program began with the creation of a customer needs assessment instrument—a two-page Transportation Support Services Survey (developed with the assistance of the University of South Florida's Center for Urban Transportation Research) that identifies the transportation requirements of each client. That survey is filled out by the client with the assistance of their case worker. The caseworker faxes the completed survey to the LYNX staff (currently there are four devoted to trip planning for the WAGES project). They enter the information into their mobility network software (their first-tier software is Ecotek GeoMatch, a commuter matching software—although they have several different software options). Staff then reviews the transportation options to determine which is most cost-effective, economical, and viable over the long term. Those options can include fixed route bus service in Orange, Seminole and Osceola counties, bus and other transit services in Sumter and Lake counties, carpools, school-pools (carpool matching for home-to-school trips for children), vanpools, paratransit services, or, in the event that there are no public transit service options, private taxi service. LYNX is also developing other transit options, such as donor cars, donor bicycles, and employer-sponsored shuttles. The LYNX staff is pledged to report back to the case manager with transit recommendations within 72 hours of receiving client information. LYNX staff also schedules follow-up evaluations with each customer at two weeks and at ten weeks.

The LYNX program has all the makings of a model employment transportation programs. They have a strong customer service orientation; they plan transportation options on a case-by-case basis; they gather and analyze information with an eye not only toward using existing resources, but also toward planning new routes and providing new services; they use an array of technologies to assist their customer service efforts; they have established relationships with case managers without burdening them and without turning them into transit planners; they have created clear procedures and lines of communication with other service providers; they have retained transportation planning responsibility while establishing close relationships with other service providers; and they have built flexibility of approach into their transportation planning system.

Notwithstanding this promise of success, the LYNX system is only in the initial stages of implementation. To date, LYNX has sold about 1,000 bus passes and some 90,000 single ride tickets to WAGES and Department of Labor clients between October 1997 and May 1998. These clients have simply used the existing transportation system without trip planning assistance by LYNX staff. LYNX staff has assisted 19 WAGES clients with trip planning; these trips included rides to childcare and work using taxis, buses, and other services. As a result of these initial trials, some modifications to the program have been made. Because of high turnover among case managers, LYNX staff has conducted several refresher orientations. Most importantly, LYNX managers have begun to establish contacts with employers (such as large hotels in the Buena Vista area), thus taking an even more pro-active approach toward identifying potential employment centers and creating possible vanpool routes that could serve WAGES clients.

Pensacola, Florida

The West Florida Regional Planning Council (WFRPC) has created a vanpool program to serve employees and employers in its seven county region, a program that is now being expanded to include WAGES clients. The vanpool program began in 1997 and has expanded to include 34 employers. Three 15-passenger vans are leased from a private company, operated by the Chamber of Commerce, with routes planned by the WFRPC. The program uses paid drivers (who keep track of who is using

the service), and vans are equipped with telephones in case of scheduling or other problems. Vans are run for the 7 a.m. to 3 p.m. shift; the 3 p.m. to 11 p.m. shift; and the 11 p.m. to 7 a.m. shift (as well as weekend shifts). Routes that include childcare stops begin an hour earlier than non-childcare shifts. Van rides are planned using a GIS system that plots the location of employees, employers, and daycare centers. Only those employees who work for employers participating in the WFRPC vanpool program are allowed to use the vans. Participating employers pay a yearly fee based on the size of the company which covers part of the operating costs of the vans, as well as admission to seven job fairs held each year. Employees pay $1.50 per ride, usually through payroll deductions. The entire cost of the operation is paid for by employer and employee contribution.

A key to the success of this program, as with other successful employment transportation programs, has been the marketing efforts of the vanpool managers. They have made it a point to seek out employers in order to establish vanpools. The job fairs create opportunities to link job seekers and employers, as well as gather information necessary to put together new routes. By aggressively marketing the program, transportation planners create their own clientele and help insure the financial viability of their service.

Major Questions and Problem Areas

This section is intended to highlight the key policy questions and management challenges that have emerged in many of the transportation projects surveyed here. Although the problems cited below appear in the guise of management issues confronted by transportation administrators, they have arisen because transportation is only one of the issues confronting welfare clients in their transition to self-sufficiency.

1. JOB AVAILABILITY

KEY QUESTION: Are there sufficient jobs available to make an employment transportation system effective?

THE PROBLEM: *Transportation projects will not work if there are not a sufficient number of available jobs.* The primary conclusion of the Applied Management and Planning Group's Post-Project Analysis of the JOBLINKS programs is that the availability of jobs was the first key factor in determining the effectiveness of employment transportation programs (AMPG, i). The AMPG study notes that "the location and availability of jobs was a critical ingredient for the JOBLINKS projects, particularly those in rural areas. In order for the projects, which aimed to assist people in reaching employment, to achieve their goal, a viable local economy with available jobs was a necessary prerequisite" (AMPG, 10). The study concludes with this warning: "While efforts on the supply side of the labor market to provide supportive services and training can prepare people for the jobs that exist, these efforts cannot remedy a lack of employment opportunities, and the availability of jobs is a prerequisite for the success of any employment transportation initiative. Bearing this in mind, the job landscape in some regions simply does not provide an environment conducive to effective employment transportation programs" (AMPG, 23, emphasis added).

The availability of jobs, although a seemingly self-evident precondition for the success of a program, will have important hidden consequences for program design and evaluation. If, for example, the success of a program is measured in terms of ridership, lack of jobs may doom an otherwise viable transportation program. Initial ridership may be high as welfare clients use the new transportation services to find jobs or interview for jobs. If they cannot find or keep those jobs, however, ridership will fall as job seekers become discouraged or seek employment elsewhere. What is really a failure of the local job market (or unrealistic expectations for new employees) may then appear to be a flaw in the transportation project, evident in low ridership.

POSSIBLE SOLUTIONS:

- Establish routes to known employment areas, such as industrial or business parks.
- Create a metropolitan-wide placement mechanism.
- Link job placement and transit planning.
- Create vanpools that make point-to-point trips for clusters of job seekers.

In Portland, Oregon, the JOBLINKS project established a shuttle service to the Columbia Corridor industrial area, which had the highest concentration of employers in the metropolitan area. Ridership was low, but until the route was revised to target companies that employed many transit-dependent economically disadvantaged individuals (AMPG, A-8, A-10). In Louisville, Kentucky, the JOBLINKS program established express bus service between high unemployment areas in western Louisville and the Bluegrass Industrial Park on the east side of the city. This service has now become permanent (AMPG, A-32, A-33, A-34, A-37). The BtW programs were predicated in the existence of a metropolitan-wide placement mechanism that connected inner-city residents with suburban job openings in order to overcome the "administrative or information barrier" that separated job-seekers from jobs (Palubinsky & Watson, i). The West Florida Regional Planning Council establishes vanpools through employers who encourage their employees to participate in the vanpool program, thus ensuring an adequate volume of riders. And in Chicago and Orlando, welfare-to-work clients are "piggy-backing" on existing vanpools programs set up originally for other workers.

In some areas, however, jobs will be scattered so widely that there is insufficient job-density to make some (or perhaps all) forms of transit too expensive. In Denver, for example, it was originally thought that a sufficient number of jobs would be available in the Southeast I-25 business park corridor (which included the Denver Technology Center, Greenwood Plaza, Southgate, Panorama Park, Inverness Business Park, and Meridian Business Center, among others) to sustain a new express bus service from high-unemployment areas of the city. Ridership never developed along that route, and the express service has been discontinued. Managers of the Denver program believe that this service failed because, while the Southeast corridor does have many job opportunities, there was an insufficient density of appropriate jobs. This case suggests that it may be imprudent to establish bus services from areas of high unemployment to areas with a high proportion of jobs in the hope that riders will simply materialize.

2. TARGET POPULATION

KEY QUESTION: Which individuals will be served by transportation projects?

THE PROBLEM: *Different client populations have different transportation needs and will encounter different problems using transportation facilities.* AMPG concludes that the second key factor in determining the effectiveness of employment transportation programs is the availability of job-ready workers with transportation barriers who are suited for available jobs (AMPG, i). BtW likewise focuses on job-ready adults. However, as the BtW study notes, "very soon the corollary questions came up: just how 'work-ready' is someone who has a lot of support service needs?" (Palubinsky & Watson, i, 5). "Job-ready" is thus a term that encompasses a great many factors. In the narrowest sense, "job-ready" means that a client possesses the necessary skills and education to begin an entry-level job. However, individuals making the transition from welfare-to-work encounter a number of obstacles unrelated to job skill preparation, such as inadequate childcare, lack of information about transit or other service facilities, or an unwillingness to embark on long commutes or venture outside of familiar neighborhoods. For example, in Detroit, older job-seekers did not want to go to work outside the city of Detroit, while other clients were uncomfortable walking to bus stops in the dark (AMPG, 11-12, 23). Some of these obstacles can appear at unexpected times. If a babysitter does not show up, if a child is sick one morning, or if clients are not well-versed in how to

reschedule or cancel rides to work, transportation services will be wasted or jobs will be lost (Palubinsky & Watson, 5).

POSSIBLE SOLUTIONS:

- Coordinate transportation with other human service agencies.
- When using demand responsive transportation projects (such as radio-dispatched vans), clearly communicate rules regarding no-shows and cancellations to clients.
- Consider including rides to childcare facilities as part of transportation routes.
- Make emergency ride service available.
- Establish a certification process whereby clients are not referred to transportation providers until they are certified job-ready by a social service organization charged with preparing clients for work.

The AMPG study of JOBLINKS notes that "it was essential to clearly communicate expectations regarding issues such as punctuality and advance cancellations to target populations, many of whom had no experience using demand responsive transportation and little sense of personal responsibility." The study also concludes that "future employment transportation initiatives which seek to meet the needs of working parents, particularly those enrolled in welfare-to-work programs, must consider providing rides to child care facilities" (AMPG, 12). The Chicago, Denver, Milwaukee, and St. Louis projects in the BtW program included guaranteed emergency rides home and some childcare assistance (BtW Profiles). The Baltimore BtW program had a retention specialist on staff to follow up with clients who do not show up for their rides; the retention specialist then referred the client to whatever service providers were necessary to resolve their difficulties.

The Baltimore BtW provider did encounter another problem in this area. Clients for this transportation program are generally referred to it by other agencies; these agencies are supposed to certify these referrals as job-ready job seekers. However, because there are so many agencies, public and private, in Baltimore trying to grab a small piece of the welfare-to-work bounty, some of these agencies engage in "creaming" and refer clients who are not job-ready to the BtW transportation program. This case suggests that competition for job-ready clients among job-placement agencies, transportation providers, and other service agencies may reduce the effectiveness of key components of welfare-to-work programs.

3. MARKETING

KEY QUESTION: How can information about employment transportation projects be disseminated to job seekers and employers?

THE PROBLEM: *Welfare clients cannot always be reached by conventional marketing mechanisms.* Employers may not be accustomed to reaching out to hire welfare clients, nor do they usually have to think in terms of meeting the needs of first-time employees with transportation and other difficulties. A significant marketing effort may be required to transmit all the details of new services to welfare clients, especially when these clients need several different types of assistance or when jobs are located in outlying suburban areas and require long or complicated commutes.

POSSIBLE SOLUTIONS:

- To bridge the gap between welfare clients and potential employers, or to attract interested volunteers to staff a transit program, may require aggressive, sustained, multi-media campaigns.

- Transportation providers may need to have staff dedicated to marketing their programs to employers, social service agencies, and prospective clients.

The Glendale/Azalea, Oregon, JOBLINKS programs worked with a communication specialist to create posters and a volunteer recruitment flyer; the program was introduced in local newspaper and TV stories, which also were used to call for volunteer drivers (AMPG, A-16). In Louisville, the JOBLINKS staff held meetings with community agencies, the Private Industry Council, and employers to generate referrals. They also made presentations to several chambers of commerce and worked very closely with social service workers and employment counselors to identify potential riders. They produced attractive brochures with bus and shuttle routes and distributed them widely among employers, social service agencies, and at job fairs. They encouraged local press coverage of new route openings (AMPG, A-35). In Michigan, local employers were targeted with letters, follow-up telephone calls, meetings, and some formal presentations. Local newspapers, newsletters, radio, and television were also enlisted to publicize the program (AMPG, A-61). An administrator at the Baltimore BtW program, which also includes a job placement component, works full time attending power breakfasts, Chamber of Commerce lunches, and other meetings to find jobs and get employers interested in their program. In Louisville, a consortium which includes the local transportation agency and a variety of city social service agencies has created the Nia Center, a community center with job-training, daycare, Small Business Administration and Private Industry Council offices, which also serves as the starting point for several major bus routes to key employment areas; the goal of this center is to provide one-stop-shopping and access to key information for job-seekers.

Program managers also need to think about ways to market their programs to employers. In Chicago, Orlando, Louisville, and Baltimore, transportation providers actively seek out employers and advertising their services. These marketing efforts are most successful where transportation managers have an array of services to sell, including the creation of vanpools or carpools for current employees, even those not involved in welfare-to-work programs.

4. RULES AND REGULATIONS

KEY QUESTION: How can misunderstandings about the scope and timeliness of services be avoided? In other words, how can smooth, efficient service be assured?

THE PROBLEM: *Because clients making the transition from welfare-to-work may have many personal and family challenges, and because they are often embarking on careers for the first time, they may not be accustomed to abiding by the rules and expectations that accompany on-demand or tightly-scheduled transit services, thus creating the potential for conflicts in the field and wasted transportation resources.* This is especially important where childcare is concerned. While some JOBLINKS projects allowed parents to bring children to work or to training, others did not. For example, in Fresno, where children were not allowed on JOBLINKS vehicles, some clients attempted to bring their children with them because they did not want to leave them at home without a caretaker. This caused delays in scheduled services and forced the driver to move to the next stop and leave the client behind. "In other cases noted by the Fresno staff, clients reportedly knew ahead of time that their childcare provider had canceled, but did not call to cancel their ride, thus causing a no-show and wasting transportation resources" (AMPG, 12).

POSSIBLE SOLUTIONS:

- The AMPG JOBLINKS study concluded that it was necessary "to clearly communicate expectations regarding timeliness, cancellations, and no-show policies" to welfare-to-work clients (AMPG, iv).
- Consider providing rides to childcare facilities in addition to rides to work.

- Coordinate transit projects with other services to insure that all client needs are met (AMPG, 12).

The scope of services needs to be clearly specified up front, whether that will included rides to childcare, emergency rides home, or stops at grocery stores, banks, and social service agencies. Rules regarding on-demand services should be clearly spelled out, including the consequences for repeated no-shows and delays. The Baltimore BtW program has had to terminate some of its clients for failing to follow its rules and regulations.

While clearly specifying and communicating rules and expectations may be essential, regulations should be constructed in consideration of the multitude of difficulties and needs of clients. Admittedly, transportation providers cannot be responsible for solving all the problems of welfare clients. However, to make transit services effective, they should be married with other programs that would address childcare needs and assist clients in preparing themselves for a regular work schedule.

Including childcare in transportation routes may be very difficult. In Louisville, for instance, an effort to add a childcare stop on a bus route was not well received. The local transportation agency knew there was a daycare center used by one or two workers along one of its bus routes so the agency scheduled a five-minute stop to allow parents to drop off their children and get back on the bus. However, only the daycare workers used the daycare center and the stop seemed to irritate the other passengers and the driver. The program administrator is not sanguine about the possibilities of including such stops on other routes, given the scheduling difficulties it will surely involve and the limited benefits of the current experiment.

5. UNEXPECTED PROBLEMS

KEY QUESTION: Given the experiences of other programs, what problems are likely to emerge that could derail or otherwise diminish the effectiveness of an employment transportation project?

THE PROBLEM: *Because of the special needs of welfare-to-work clients, and because of the difficulties of entering the job market often for the first time, even well designed programs encounter a multitude of unexpected problems.* Long distances between home and work, or home and training or education sites, will result in very early pick-up times and very long commutes. Such obstacles can deter job seekers (Palubinsky & Watson, 4). Family problems, such as sickness or loss of childcare, may throw off careful scheduling of transit services. Conditions in the job market can also have detrimental effects on transit programs. Business closures or cutbacks made lead to the elimination of transit routes that took months to establish. In other cases, only night-shift jobs will be available (AMPG, 10, 12, 18). There are also bound to be miscalculations in early efforts to establish transit routes. For example, the Fresno JOBLINKS project originally envisioned using each of its vans to make two fully-loaded round trips to job sites each day; however, travel times turned out to be longer than expected and pick-up locations more dispersed than anticipated, requiring JOBLINKS staff to reduce service significantly (AMPG, 15; Palubinsky & Watson, 4). Once a job has been secured, other problems may arise. Several BtW participants encountered racism on the job, or had special job requirements, such as expensive tools or clothing, that led to dissatisfaction among job seekers (Palubinsky & Watson, 2, 5).

The implementation of employment transit programs will also encounter unexpected problems. For example, Operation ABLE workers in Detroit were initially unable to use the QuoVadis system to schedule rides for workers because they could not log on to the system until late afternoon when schedule changes could not be entered (AMPG, A-59).

POSSIBLE SOLUTIONS:

- Make sure that demonstration projects connect job-ready workers with steady, reliable employment.

- Be prepared for multiple route revisions and cancellations, especially in the face of changes in the economy.
- Recognize that administering an employment transportation project involves both employment and transportation problems.
- Staff such projects with flexible managers willing to experiment.

The problems of welfare-to-work transportation programs are likely to become more rather than less difficult over time. The initial targets of these programs are likely to be job-ready clients; over time, clients with fewer job skills, less education, and more difficult family circumstances will need to be placed. Over time as well, there may be fewer and fewer job openings, thus making it more difficult to establish long-term, high-volume transit routes. It may also be necessary for transportation providers to recommend additional or enhanced supportive services to their human service partners as problems arise in the process of implementing employment transportation programs.

6. SUPPORTIVE SERVICES

KEY QUESTION: What additional services, such as childcare and job training, should be offered in addition to transportation should be offered in order to make an employment transportation program effective?

THE PROBLEM: *Defining services too narrowly may mean that an employment transportation program does not serve the needs of its intended clients, while defining services too broadly will stretch the resources and minimize the effectiveness of the transportation component of a program.* The AMPG study of the JOBLINKS programs concludes that transportation programs to help welfare-to-work clients would be most effective when they provided transportation to childcare facilities and when they provided "holistic support—above and far beyond merely filling a transportation gap—in order to link people to jobs" (AMPG, iv). An evaluation of the BtW programs concludes that the biggest disagreements among program administrators occurred over the issue of what supportive services to provide clients in addition to transportation, such as childcare subsidies, emergency rides home, or job counseling. While recognizing that "the relatively lengthy commute to the suburbs heightens the need for support, like childcare," the BtW study nonetheless concludes that support services should be relatively limited "because of our conviction that the enhanced services of Bridges [to Work] should be aimed at solving the problems caused by spatial mismatch, not aimed at solving all the problems related to unemployment or underemployment among urban job-seekers." Nonetheless, BtW administrators did debate the range of services required in the combined welfare-to-work program, including diversity training at job sites to deal with racism and job protectionism (Palubinsky & Watson, i, 4, 5).

POSSIBLE SOLUTIONS:

- Close coordination between transportation and other service providers, as well as clear and widely-understood assignment of responsibilities among participating agencies and clients, is essential to free transportation providers to address transportation issues effectively.

Managers of the Pace bus and van service program in Chicago (one component of the Bridges-to-Work effort in Chicago) emphasizes that transportation providers should focus on the transportation problem primarily, although the Pace program does provide one key support service—emergency rides home (three or four per year). To make this focused approach work, Pace relies very, very heavily on a close, well-coordinated relationship with a designated, primary service provider, Suburban Joblinks, which is responsible for taking care of all other support services for clients. In other words, Pace can concentrate on transportation because another agency is devoted full-time to providing other necessary support services. This will not necessarily end the controversy, however. As the BtW study concludes: "the debate goes on between the two Bridges staff constituencies: those

professionals who support intense advocacy for their job-seeking clients not only in regard health, family relations, culture and race, and the like; and those who believe that the right amount of intervention for a truly work-ready Bridges participant is the least amount needed to obtain and sustain a job that leads to real increases in wages and earnings" (Palubinsky & Watson, 5). Administrators of the JOBLINKS program in Louisville and the BtW program in Baltimore emphasizes that relationships with other service providers are essential. In the case of Baltimore, strained relations with agencies who refer clients for transportation assistance, as discussed above, has hampered the effectiveness of their program.

7. VARIETY OF APPROACHES

KEY QUESTION: What types of transportation services can be offered in a welfare-to-work program? Is it more effective to stick with familiar approaches to transportation, such as regular municipal bus services, or to try unusual or radical programs such as volunteer vanpools or the use of church or school buses?

THE PROBLEM: *Given the immensity of the welfare-to-work challenge and the apparent inadequacy of existing transportation networks to meet the needs of welfare clients, it is tempting to devote scarce resources to novel transportation experiments in the hope of finding a cheaper, less cumbersome solution to the transit problems of new job-seekers.* Existing transportation networks, especially in areas that are underserved by public transportation, may appear to be inadequate for addressing the welfare-to-work problem. Strained or nonexistent relationships among transit managers, human service agencies, and welfare clients may also contribute to lack of confidence in conventional transportation approaches. The need to do something quickly in anticipation of the first wave of clients coming off the welfare roles probably encourages an exaggerated hope in the viability of volunteer or spontaneous entrepreneurial responses to the employment transportation problem. Nevertheless, it seems likely that a variety of approaches will have to be used to address welfare-to-work transportation problems, especially where employment opportunities are widely scattered and employers are small or medium scale. The variety of approaches used in the programs surveyed here included:

- expanded or modified bus routes;
- demand responsive van service;
- mixed-route reverse-commute express bus service;
- school buses, with the public allowed to hop on and off along the regular route;
- volunteer carpools;
- fixed route van service;
- volunteer vanpools;
- volunteer rural ride service;
- local circulator shuttles (in industrial parks);
- training human service workers about transportation;
- extended hours demand responsive transit;
- weekend and late-night fixed route buses, van, and shuttles;
- door-to-door transportation service;
- making paratransit services available to welfare-to-work clients; and

- remote scheduling using a computerized system.

POSSIBLE SOLUTIONS:

- Use tried-and-true strategies first to make headway against the welfare-to-work problem.
- Conduct pilot programs to assess the viability of other novel strategies.
- Be prepared to adopt several approaches while carefully avoiding squandering resources on too many approaches.

The AMPG study of JOBLINKS notes that "a hallmark and strength of the demonstration projects was a willingness to try something that was different from the usual practices, [such as] permitting adults to ride on school buses, training JOBS clients to be rural taxi drivers, or attempting to establish volunteer driver networks. While not all of these initiatives were successful, they were useful in testing untried concepts" (AMPG, ii). For example, Glendale/Azalea, Oregon, began allowing adults to board school buses as they traveled their regular routes; after overcoming the perceived regulatory constraints of this approach, the community was able to use existing facilities to serve a larger population (AMPG, 13).

Glendale/Azalea also used a network of volunteer drivers, who were reimbursed $0.29 per mile and provided vouchers for gasoline. These volunteers included homemakers, retirees, school bus drivers, and human service workers. This volunteer program seemed to work, primarily because it was the central feature of the welfare-to-work program in this community. Where volunteer drivers were used as a secondary feature of other programs, the approach worked far less successfully. Volunteer programs encounter a number of difficulties, including: concerns over liability, problems with unreciprocated obligations, unwillingness of drivers to transport people they do not know, and difficulty in finding drivers (AMPG, 13). The AMPG study concluded, "volunteer-based transportation service proved very difficult to implement at the same time an agency was developing another service delivery method. Future efforts at volunteer-based efforts should avoid splitting their energy and resources on multiple service methods if volunteerism is preferred" (AMPG, iii, 26).

Other volunteer programs met with mixed results. The St. Louis BtW program used circulator vans provided by the local chapter of the American Red Cross to assist in their welfare-to-work program (BtW Profiles). And the attempt to train JOBS clients to become taxi drivers was also "at best, a qualified success," with only one of the ten people trained remaining on the job (AMPG, 23).

While endorsing the idea of experimentation, the AMPG study went on to conclude, "in general, however, 'tried and true' approaches proved more effective" (AMPG, ii). Using the same vehicles for multiple populations and multiple trip purposes was crucial to the success of tried-and-true approaches. Achieving that flexibility "may require the relaxation of rules governing the use of equipment purchased with public funds, so that a vehicle purchased with funds intended to serve a specific population can also be used to carry other groups" (AMPG, 22).

Recommending tried-and-true methods does not mean that transportation cannot be provided in some innovative ways. In Chicago, for example, the Pace system has established some 270-vanpools among employees who live and work in the same areas. Pace will expand this system to include welfare-to-work clients. However, the successful expansion of the program is possible only because such vanpools have, after many years, become a tried-and-true approach which Pace administrators already know how to implement.

8. ROUTE SELECTION

KEY QUESTION: How should routes for employment transportation programs be established?

THE PROBLEM: *Welfare-to-work clients, already challenged with significant personal and family difficulties, may not be able to travel long to distant pick-up points for fixed route services; on the other hand, door-to-door services may be too expensive for transportation providers.* Where clients should be picked up—at home, on street corners, at bus stops, at social service agencies, at childcare centers, or other locations—was a significant debate in the BtW program. These clients may not have the necessary time or resources to get to central collection points on time. Some may have to walk through dangerous streets or encounter foul weather. Many will also have childcare transportation problems (Palubinsky & Watson, 3).

POSSIBLE SOLUTIONS:

- Use GIS data to group job sites and client residences.
- Use other technologies to identify strategic locations for targeted commutes.

Most BtW riders catch their rides to work from some point other than their home, although some have door-to-door service (Palubinsky & Watson, 4). In the case of the Chicago BtW program, a joint project between Pace suburban bus service and the University of Illinois at Chicago is using employer/employee Zip Code data and employment data obtained from census records to identify key clusters of jobs and job-seekers. BtW projects in Denver and Milwaukee identified near-direct pick-ups at key destinations and origins (BtW Profiles). Chicago has expanded the use of its telephone transit planning service, which allows anyone to call a designated number for automated assistance in point-to-point transit planning. In Detroit, the JOBLINKS programs used the QuoVadis computerized scheduling system to coordinate rides for their clients. Human service workers could act at "travel agents" by using QuoVadis terminal installed in their offices (AMPG, A-56, A-57).

In Louisville, route selection has primarily been reactive; employers have expressed the desire for better transportation and the agency has reacted. In Baltimore, by contrast, the BtW employs a staffer who works full time to find jobs in suburban area and then matches prospective job-seekers with those companies, thus creating new routes for their van service.

9. FARE OPTIONS

KEY QUESTION: How should clients pay for transportation services?

THE PROBLEM: *Clients sometimes have difficulty abiding by fee-for-service arrangements, resulting in fare collection difficulties for drivers and administrators.* The AMPG JOBLINKS study notes that "the most unexpected issues arose around the issue of fare collection," both in terms of the variety of approaches to the issue and the array of problems that arose. Some programs charged for transportation services while others did not. Some fees were distanced-based. Some programs used a graduated subsidy approach, decreasing the amount of fare subsidy the longer a client used the service, the idea being that moving toward self-sufficiency required clients to assume a greater degree of responsibility for their transportation costs. In the case of the Cabarrus County program, however, fare collection proved to be difficult since fare were charged in arrears and clients did not necessarily have the money to pay the bill when the time came; as a result, 14 clients were terminated for non-payment, leaving few eligible riders to use the program. In the Kentucky JOBLINKS program, clients received a lump sum monthly transportation allowance, but many spent it on other needs and thus had no transportation money as the month wore on; they too were refused service after several non-payments. Program administrators tried to use passes instead of lump sum payments, but few passes were sold because of their high price (AMPG, 13-14).

BtW administrators also struggled with the question of fares—how to pay them and how much clients should be required to pay. On the one hand, clients and human services workers argued that new job-seekers have too many other things to worry about and should not be required to pay their own transportation costs. On the other hand, it was argued that paying for transportation is one of the

inevitable costs of being a working person and that clients need to take on such responsibilities (Palubinsky & Watson, 3-4).

POSSIBLE SOLUTIONS:

- Use cashless systems, such as passes, coupons, or direct contracts between human service agencies and transportation providers, instead of cash payments to clients.
- Schedule cash payments on a regular basis to avoid possible problems with transportation subsidies.

AMPG encourages the adoption of "fare payment systems other than user-side cash subsidies" (AMPG, iv). In Pine Bluff, Arkansas, a formal agreement was established between JOBLINKS and the local human service JOBS program. The agency referred riders to the transportation provider, and the transit company invoiced the human service agency for each ride. This meant that transit subsidies could not be used by clients for other purposes (AMPG, 14). BtW programs have adopted an array of fare options, from full subsidies to decreasing subsidies, to clients assuming the full cost of transportation (Palubinsky & Watson, 4). The Baltimore program requires a $24 payment at the beginning of each week for service, some of which is subsidized through other social service agencies.

10. LEADERSHIP AND COORDINATION AMONG PARTICIPATING AGENCIES

KEY QUESTION: How important are relationships among transportation providers, other human service agencies involved in welfare-to-work operations, local businesses, and political leaders?

THE PROBLEM: *Without coordination among all agencies involved in the welfare-to-work process, transportation providers alone cannot effectively address the employment transportation problem, due primarily to the number and variety of problems confronting welfare clients.* "Coordination between transportation providers, human services agencies, and employers" was one of the three key factors identified by AMPG for effective transportation solutions. AMPG concludes that programs were most successful when there was a previous tradition of these organizations working together: in short, cooperation was most successful when there was already a history of cooperation. In the JOBLINKS projects, good inter-agency relationships facilitated the exchange of information and expertise on a variety of subjects, such as "transportation funding information, transportation service design, driver selection, background checks, insurance, rideshare matching, marketing, volunteer reimbursement, and training." These relationships also helped if a client missed or canceled a ride, since transportation providers knew how to contact the appropriate caseworker to follow up. Good relations with employers mean that job openings and job seekers can be matched quickly (AMPG, i, ii, 17, 18).

Along these lines, perhaps the most interesting problem to emerge from the BtW programs concerned the potential culture clash between human service and transportation providers. Transit providers tend to come from a planning or engineering background while human service providers come from a poverty-advocacy background and these differences emerged on a variety of issues. "Those who come to Bridges from a tradition of serving the poor have had to learn that train and bus schedules tend to change, if at all, only after costly and lengthy analysis and revision, and only when the transportation provider believes that ridership and market share will increase." At the same time, BtW administrators found that "some public transit agencies and MPOs had no interest in city-to-suburb commuting as an anti-poverty strategy. At best, we found that some did but are locked—by tradition, timing, and funding limits—into traditional methods of transit planning and could not be persuaded to support Bridges' innovative, border-crossing approach" (Palubinsky & Watson, 4, 3).

POSSIBLE SOLUTIONS:

- Establish one agency to lead the welfare-to-work effort and provide coordination among transportation providers, human service agencies, and employers.
- Have that lead agency build relationships with and among participating groups early and assiduously.

"The key to implementation of a the JOBLINKS demonstration projects was the presence of at least one committed leader who worked relentlessly to make the program a success. The stronger projects had the same people involved in planning and implementation. Projects that experienced turnover tended to be less successful" (AMPG, 19). Officials involved in the Chicago BtW program identified building partnerships among stakeholders—including transit, human services, and all relevant state agencies—under the coordination of a third party agency to head the project, as the first crucial step to creating a successful employment transportation project. Without dedicated leadership and good working relationships among participating agencies, the problems of coordination involved in an employment transportation program will foil efforts to move clients from welfare-to-work.

BtW programs began with "a lead CBO with employment/training experience, an experienced transportation provider (public or private), an experienced human services provider, and a 'convener'—an agency able to keep them all at the table through a lengthy and complicated planning process." In one case, the convener elected to create relationships with a "larger-than-typical" number of participating agencies to insure that the project would continue even if one or more agencies dropped out of the planning or implementation process (Palubinsky & Watson, 1-2).

11. FUNDING

KEY QUESTION: What funding sources are available for employment transportation programs?

THE PROBLEM: *Employment transportation programs will need to be subsidized, surely in their initial stages and probably in their mature stages.* Welfare-to-work clients are most likely to receive entry-level jobs at relatively low wages. Even programs that are required by law to recover a significant portion of their cost through the fare box—the Pace bus system in Chicago, for example, is required to recover 50 percent of its costs through the fare box—will serve clients who probably have to receive some form of transit subsidy in order to pay the bus or van fare.

POSSIBLE SOLUTIONS:

- Apply to the Federal Transit Administration for funding under TEA-21 provisions.
- Apply for Department of Labor grants.
- Pool resources from a variety of agencies wherever possible.
- Push state legislators to fund pilot employment transportation programs.

Congress recently passed TEA-21, which contains funding for access-to-jobs transportation programs (see Exhibit 6.2 for the relevant sections of the legislation). Although the amount of money provided by Congress suggests another round of demonstration programs, it is nonetheless clear that some federal funds will be available for cities that can put together innovative programs. It also seems most likely that grants will be given to cities that have created partnerships among transit providers, social service providers, and businesses involved in the welfare-to-work process. In other words, its seems as though the new legislation will use the lessons that emerged from earlier welfare-to-work transportation studies as the criteria for granting money to prospective local transportation programs.

The Department of Labor is also a potential source of federal funding for welfare-to-work transit programs. Louisville, Jacksonville, Chicago, Philadelphia, and North Carolina have recently applied

for DoL grants. Chicago has used CMAQ grants to help fund its programs, although these have certain limitations that might make them an unrealistic option except in high-pollution areas.

12. CERTIFICATION

KEY QUESTION: What certifications are necessary to proceed with a federal employment transportation program such as JOBLINKS?

THE PROBLEM: *Federal programs inevitably involve paperwork that takes longer to complete than anticipated.* The JOBLINKS program first required participants to obtain a certificate under Section 13(c) of the Federal Transit Act. This precondition for funding requires "fair and equitable" arrangements to protect employees affected by the program. This process can be lengthy, especially where unions are involved (AMPG, 18-19).

POSSIBLE SOLUTION:

- Obtain technical assistance from CTAA or other consultants and begin the certification process early (AMPG, 19).

13. COST OF SERVICES

KEY QUESTION: What should welfare-to-work transportation programs cost, and what financial measures can be used to gauge the performance of service delivery?

THE PROBLEM: *Initiating new services, especially those that involve complex marketing and administrative arrangements, can be extremely costly.* Resources for existing programs are often inadequate, and few administrators are willing to devote their limited funds to experimental programs, particularly those that may be lost causes or political fads. The welfare-to-work effort as it is now conceived may turn out to be a disaster, and few public managers will want to have their fingerprints on the program when it crashes. More importantly, any significant effort to assist welfare-to-work clients may require enormous subsidies—for education, training, counseling, childcare and transportation—with very few results. If managers are to undertake such a risky project, they naturally will want to have financial measures to keep costs within some reasonable limits and to gauge the success of each option they try.

POSSIBLE SOLUTIONS:

- Make the best use of existing resources and programs before embarking on new programs.
- Experiment with small, pilot programs to establish the appropriate operating costs for vans, buses, shuttles, and other transportation options in Miami-Dade County.
- Establish close linkages between job placement efforts and transportation planning to insure that vanpools or express buses will have sufficient ridership.

Where available, the programs studied in this survey had wildly variable cost and operating figures. For example, Table 6.1 shows financial and operating indicators for several of the JOBLINKS programs. These figures vary widely due to the diversity of the programs, and the inclusion of start-up costs, on-going administrative fees, and other non-standard costs. They provide very little guidance for estimating the cost of services in Miami-Dade County.

One approach to cost estimation and control is fare box recovery ratio. In Chicago, the Pace bus system was required to recover 50 percent of the cost of its programs through the fare box. In Louisville, the Night Owl service recovered about 20 percent through the fare box.

Another approach to cost containment is illustrated by programs in Orlando and Pensacola. Vanpools in Orlando and Pensacola are created after a threshold ridership figure is met. For example, the

vanpool administrator in Pensacola ascertained that their 15-passenger vans would pay for themselves once they had eight passengers. That load factor was ascertained after test driving each route and accounting for all costs (lease, fuel, driver, telephone, etc.), and ascertaining a reasonable fee for service ($1.50 each way paid for by each employee; $1.50 each way paid for by the employer). In Orlando, LYNX administrators know that it takes 8 to 10 passengers to meet the monthly operating cost of their vans ($445 per month). They seek out clusters of riders who work at the same company and living in more or less the same area in order to create these self-sustaining vanpools.

Table 6.1: Financial and Operating Indicators for Selected JOBLINKS Programs

	Sault Ste. Marie, MI	Detroit, MI	Cabarrus County, NC	Blytheville, AK	Pine Bluff, AK	Southeast Kentucky	Portland, OR	Glendale, OR
Financial Indicators								
Cost per Passenger Ride	$12.93	$46.33	$13.84	$40.03	$10.19	$4.78	$116.59	$29.40
Cost per Mile	$2.84	$3.78	$0.73	$5.78	$1.61	$0.32	$2.53	$2.36
Cost per Hour	$32.33	$61.50	$8.37	$36.94	$27.14	$8.15	$39.12	$100.92
Average Passenger Fare	$0.78	$0.00	$13.65	$1.00	$1.00	$2.36	$0.00	$0.00
Cost per Target Group Per Ride	$36.58	$46.33	$13.84	$40.03	$10.19	$4.78	$116.59	$29.40
Operating Indicators								
Average Rides per Day	18.87	9.53	10.32	13.13	49.42	5.67	2.33	7.57
Average Target Group Rides per Day	6.67	9.53	10.32	13.13	49.42	5.67	2.33	7.57
Passenger Rides per Hour	2.50	1.33	.61	.92	2.66	1.57	.34	3.43
Passenger Rides per Mile	.22	.08	.05	.14	.16	.06	.02	.08
Average Vehicle Hrs/Day	7.55	7.19	17.06	6.52	18.55	3.61	6.96	2.2
Ave. Vehicle Miles/Day	85.82	116.97	195.92	45.08	313.38	91.48	107.68	94.48

Source: AMPG, 16.Selected ReferencesThis chapter is based on a variety of sources, the most important of which were interviews with staff members who administer the programs discussed above. They also provided the authors with brochures, route maps, clippings, and fliers describing the services they offer. Other sources include:Applied Management and Planning Group, Best Practices in Employment Transportation (June 23, 1997).Applied Management and Planning Group, JOBLINKS Post-Project Analysis: 1995-96 Demonstration Projects, Final Report, April 1997. Beth Z. Palubinsky and Bernardine H. Watson, Getting From Here to There: The Bridges to Work Demonstration, First Report to the Field (Philadelphia: Public/Private Ventures Field Report Series, Spring 1997).

Conclusion

These studies emphasize that in order to be successful, a transportation program must take several factors into account. Clarity of program goals, organizational design, managerial philosophy and a strategic approach are crucial in creating a successful employment transportation program. Communication and good working relationships among transit providers, human service organizations, employers and other participating agencies, the availability of jobs suited to the skills of welfare-to-work clients, and job-ready clients and targeted transportation services that link specific job seekers with specific jobs are also essential. The use of GIS technologies, the willingness to remain flexible in the search for solutions and the increased understanding of welfare-to-work clients and their situations are other important considerations. Though the programs examined here are still in the first stages of development, policymakers in Miami-Dade County can learn from the extensive experience they offer to create a transportation program that will best suit the distinct characteristics of this specific region.

Exhibit 6.1: Transportation Needs Assessment Survey (Job LYNX)

Third Trip Destination
Trip Purpose ◯ Work ◯ School ◯ Day Care - Age of dependent _____ # of dependents _____
◯ If other, please specify _____
Location Name _____
Street _____
City _____ State ___ Zip _____ County _____
Nearest Cross Streets _____ and _____

Third Trip Schedule (indicate a.m. or p.m.)

	Mon	Tue	Wed	Thu	Fri	Sat	Sun
Start	___	___	___	___	___	___	___
Stop	___	___	___	___	___	___	___

Start time flexibility (+/-) ___ mins. Stop time flexibility (+/-) ___ mins.

(If you need more consecutive trip information, please copy this page and complete)

Special Needs
Do you or any of your family members have special needs that must be considered when arranging for transportation? ◯ Yes ◯ No
If yes, check all of the following that apply to you or your family:

1. Manual wheelchair ◯ self ◯ #1 ◯ #2 ◯ #3
2. Electric wheelchair/scooter ◯ self ◯ #1 ◯ #2 ◯ #3
3. Medically frail ◯ self ◯ #1 ◯ #2 ◯ #3
4. Infant/child car seat ◯ #1 ◯ #2 ◯ #3
5. If other, please explain: _____

Vehicle Availability
Is there a vehicle available for your work/child care/school trip needs on a regular basis? (check one)
◯ Yes ◯ No

Are you currently receiving any type of transportation assistance? ◯ Yes ◯ No
If yes, please check all that apply: ◯ gas voucher ◯ bus tickets ◯ weekly pass
◯ monthly pass ◯ other, please describe _____

Name of Person Completing Survey _____
Affiliation _____ **Telephone Number** (___) _____

Thank you for completing this survey. Please return it to the LYNX WAGES Coordinator, 225 E. Robinson St., Suite 300, Orlando, FL 32801. If you have any questions, please contact the LYNX WAGES Coordinator at 407-841-2279 Ext. 3026.

Exhibit 6.2: Job Access Language in TEA-21

The following language is from the TEA-21 transportation legislation passed by Congress in May1998.SEC. 3037.

JOB ACCESS AND REVERSE COMMUTE GRANTS.(a) Findings.—Congress finds that—(1) two-thirds of all new jobs are in the suburbs, whereas three-quarters of welfare recipients live in rural areas or central cities; (2) even in metropolitan areas with excellent public transit systems, less than half of the jobs are accessible by transit; (3) in 1991, the median price of a new car was equivalent to 25 weeks of salary for the average worker, and considerably more for the low-income worker; (4) not less than 9,000,000 households and 10,000,000 Americans of driving age, most of whom are low-income workers, do not own cars; (5) 94 percent of welfare recipients do not own cars; (6) nearly 0 percent of workers with annual incomes below $10,000 do not commute by car; (7) many of the 2,000,000 Americans who will have their Temporary Assistance to Needy Families grants (under the State program funded under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.)) terminated by the year 2002 will be unable to get to jobs they could otherwise hold; (8) increasing the transit options for low-income workers, especially those who are receiving or who have recently received welfare benefits, will increase the likelihood of those workers getting and keeping jobs; and (9) many residents of cities and rural areas would like to take advantage of mass transit to gain access to suburban employment opportunities. (b) Definitions.—In this section, the following definitions shall apply: (1) Eligible low-income individual.—The term "eligible low-income individual" means an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)), including any revision required by that section) for a family of the size involved. (2) Eligible project and related terms.—(A) In general.—The term "eligible project" means an access to jobs project or a reverse commute project. (B) Access to jobs project.—The term "access to jobs project" means a project relating to the development of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment. The Secretary may make access to jobs grants for: (i) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section; (ii) promoting the use of transit by workers with nontraditional work schedules; (iii) promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low-income individuals under specific terms and conditions developed by the Secretary; and (iv) promoting the use of employer-provided transportation, including the transit pass benefit program under section 132 of the Internal Revenue Code of 1986. (C) Reverse commute project.—The term "reverse commute project' means a project related to the development of transportation services designed to transport residents of urban areas, urbanized areas, and areas other than urbanized areas to suburban employment opportunities, including any project to: (i) subsidize the costs associated with adding reverse commute bus, train, carpool, van routes, or service from urban areas, urbanized areas, and areas other than urbanized areas, to suburban workplaces; (ii) subsidize the purchase or lease by a nonprofit organization or public agency of a van or bus dedicated to shuttling employees from their residences to a suburban workplace; or (iii) otherwise facilitate the provision of mass transportation services to suburban employment opportunities. (3) Existing transportation service providers.—The term "existing transportation service providers" means mass transportation operators and governmental agencies and nonprofit organizations that receive assistance from Federal, State, or local sources for nonemergency transportation services. (4) Qualified entity.—The term "qualified entity" means—(A) with respect to any proposed eligible project in an urbanized area with a population of at least 200,000, the applicant or applicants selected by the appropriate metropolitan planning organization that meets the requirements of this section, including the planning and coordination requirements in subsection (i), from among local governmental authorities and agencies and nonprofit organizations; and (B) with respect to any proposed eligible project in an urbanized

area with a population of at least 200,000, or an area other than an urbanized area, the applicant or applicants selected by the chief executive officer of the State in which the area is located that meets the requirements of this section, including the planning and coordination requirements in subsection (i), from among local governmental authorities and nonprofit organizations. (5) Welfare recipient.—The term "welfare recipient" means an individual who receives or received aid or assistance under a State program funded under part A of title IV of the Social Security Act (whether in effect before or after the effective date of the amendments made by title I of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (Public Law 104-193; 110 Stat. 2110)) at any time during the 3-year period before the date on which the applicant applies for a grant under this section.(c) General Authority.—(1) In general.—The Secretary may make access to jobs grants and reverse commute grants under this section to assist qualified entities in financing eligible projects. (2) Coordination.—The Secretary shall coordinate activities under this section with related activities under programs of other Federal departments and agencies. (d) Applications.—Each qualified entity seeking to receive a grant under this section for an eligible project shall submit to the Secretary an application in such form and in accordance with such requirements as the Secretary shall establish.(e) Prohibition.—Grants awarded under this section may not be used for planning or coordination activities. (f) Factors for Consideration.—In awarding grants under this section to applicants under subsection (d), the Secretary shall consider—(1) the percentage of the population in the area to be served by the applicant that are welfare recipients; (2) in the case of an applicant seeking assistance to finance an access to jobs project, the need for additional services in the area to be served by the applicant (including bicycling) to transport welfare recipients and eligible low-income individuals to and from specified jobs, training, and other employment support services, and the extent to which the proposed services will address those needs; (3) the extent to which the applicant demonstrates—(A) coordination with, and the financial commitment of, existing transportation service providers; and (B) coordination with the State agency that administers the State program funded under part A of title IV of the Social Security Act; (4) the extent to which the applicant demonstrates maximum utilization of existing transportation service providers and expands transit networks or hours of service, or both; (5) the extent to which the applicant demonstrates an innovative approach that is responsive to identified service needs; (6) the extent to which the applicant—(A) in the case of an applicant seeking assistance to finance an access to jobs project, presents a regional transportation plan for addressing the transportation needs of welfare recipients and eligible low-income individuals; and (B) identifies long-term financing strategies to support the services under this section; (7) the extent to which the applicant demonstrates that the community to be served has been consulted in the planning process; and (8) in the case of an applicant seeking assistance to finance a reverse commute project, the need for additional services identified in a regional transportation plan to transport individuals to suburban employment opportunities, and the extent to which the proposed services will address those needs. (g) Competitive Grant Selection.—The Secretary shall conduct a national solicitation for applications for grants under this section. Grantees shall be selected on a competitive basis. (h) Cost Sharing.—(1) Maximum amount.—The amount of a grant under this section may not exceed 50 percent of the total project cost. (2) Nongovernmental share.—(A) In general.—The portion of the total cost of an eligible project that is not funded under this section—(i) shall be provided in cash from sources other than revenues from providing mass transportation, but may include amounts received under a service agreement; and (ii) may be derived from amounts appropriated to or made available to a department or agency of the Federal Government(other than the Department of Transportation) that are eligible to be expended for transportation. (B) Inapplicability.—For purposes of subparagraph (A)(ii), the prohibitions on the use of funds for matching requirements under section 403(a)(5)(C)(ii) of the Social Security Act shall not apply to Federal or State funds to be used for transportation services. (i) Planning Requirements.—(1) In general.—The requirements of sections 5303 through 5306 of title 49, United States Code, apply to any grant made under this section. (2) Coordination.—Each application for a grant under this section shall reflect coordination with and the approval of affected transit grant recipients. The eligible access to jobs projects financed under this section shall be part of

a coordinated public transit-human services transportation planning process. (j) Grant Requirements.—A grant under this section shall be subject to—(1) all of the terms and conditions to which a grant made under section 5307 of title 49, United States Code, is subject; and (2) such other terms and conditions as are determined by the Secretary. (k) Program Evaluation.—(1) Comptroller general.—Beginning 6 months after the date of enactment of this Act, and every 6 months thereafter, the Comptroller General of the United States shall—(A) conduct a study to evaluate the grant program authorized under this section; and B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a report describing the results of each study under subparagraph (A). (2) Department of transportation.—Not later than 2 years after the date of enactment of this Act, the Secretary shall—(A) conduct a study to evaluate the access to jobs grant program authorized under this section; and (B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a report describing the results of the study under subparagraph (A). (l) Authorization and Allocation.—(1) In general.—(A) From the trust fund.—There shall be available from the Mass Transit Account of the Highway Trust Fund to carry out this section—(i) $40,000,000 for fiscal year 1999; (ii) $60,000,000 for fiscal year 2000; (iii) $80,000,000 for fiscal year 2001; (iv) $100,000,000 for fiscal year 2002; and (v) $120,000,000 for fiscal year 2003.(B) From the general fund.—In addition to amounts made available under subparagraph (A), there are authorized to be appropriated to carry out this section—(i) $10,000,000 for fiscal year 1999;(ii) $15,000,000 for fiscal year 2000; (iii) $20,000,000 for fiscal year 2001; (iv) $25,000,000 for fiscal year 2002; and (v) $30,000,000 for fiscal year 2003. (C) Additional amounts from the general fund.—In addition to amounts made available under subparagraphs (A) and (B), there are authorized to be appropriated to carry out this section—(i) $100,000,000 for fiscal year 1999; (ii) $75,000,000 for fiscal year 2000; (iii) $50,000,000 for fiscal year 2001; and (iv) $25,000,000 for fiscal year 2002. (2) Set-aside for reverse commute projects.—Of amounts made available by or appropriated under subparagraphs (A) and (B) of paragraph (1) to carry out this section in each fiscal year, not more than $10,000,000 shall be used for grants for reverse commute projects. (3) Allocation.—The amounts made available by or appropriated under paragraph (1) to carry out this section in each fiscal year shall be allocated as follows: (A) 60 percent shall be allocated for eligible projects in urbanized areas with populations of at least 200,000. (B) 20 percent shall be allocated for eligible projects in urbanized areas with populations of at least 200,000. (C) 20 percent shall be allocated for eligible projects in areas other than urbanized areas.

Source: Community Transportation Association America website (www.ctaa.org/welfare)

Exhibit 6.3: Cost Comparison Tables for Study Areas and Selected Employment Centers

COST COMPARISON TABLE FOR WHAT IF SCENARIOS (What if 2.wpd)
(shaded areas indicate customizable variables)

What if . . .	*Then this transportation option:*	*Will cost this much per client per year:*
A. Commute Information One-Way Commute is: 32 miles Average Round-trip Commutes per Month is: 21 Monthly Mileage is: 1,344 Yearly Mileage is: 16,128	Bus Pass	$720.00
	8 Riders in a 9 Passenger Van with Driver/Rider (8 Riders makes a Full Van)	$1,258.75
B. Bus Information Bus Pass costs: $60 per month	14 Riders in a 15 Passenger Van with Driver/Rider (14 Riders makes a Full Van)	$885.29
C. Van Pool Information Fuel Cost is: $1.20 per gallon Gas Mileage is: 13 miles per gallon for a 9 passenger van 11 miles per gallon for a 15 passenger van Cost of Additional Insurance for van is: $100 per month Cost of Driver is: $12 per hour salary 2 hour minimum drive time 10 minutes for each mile of commute If 5 additional miles one-way for driver to take van to and from commute site, then monthly mileage is: 1,764	8 Riders in a 9 Passenger Van with Driver (8 Riders = Full Van)	$7,130.75
	14 Riders in a 15 Passenger Van with Driver (14 Riders = Full Van)	$4,207.23
	Charity Cars Vehicle (1 Additional Riders)	$3,088.56
D. Automobile Information $1,500 Automobile Lease per Year for One Year Cost of Fuel, Insurance, and Maintenance: $.29 per mile		

COST COMPARISON TABLE
FOR HOMESTEAD/FLORIDA CITY AREA TRANSPORTATION OPTIONS

(Shaded areas indicate customizable figures)

Transit Provider's Total Cost Per Year Per Client to Provide Various Forms of Transportation for Clients Living in Homestead/Florida City Area Commuting to Selected Job Centers						
Transportation Option	To Downtown - Brickell	To Airport West	To Gables - West Miami	To Hialeah - Medley - Miami Lakes	To Kendall - Westchester	To North Miami - I-95 Corridor
One-Way Mileage[1]	37	39	34	47	25	45
MDTA Bus Pass ($50 per month)	$600.00	$600.00	$600.00	$600.00	$600.00	$600.00
Full 15 Passenger Van (Driver/Rider)[2]	$927.62	$934.95	$892.63	$988.28	$827.64	$980.95
Full 9 Passenger Van (Driver/Rider)[3]	$1,331.26	$1,341.60	$1,269.09	$1,436.29	$1,169.23	$1,425.95
Full 15 Passenger Van (Paid Driver)[4]	$4,586.87	$4,781.58	$4,359.09	$5,431.85	$3,624.31	$5,280.00
Charity Cars[5]	$6,907.92	$7,200.24	$6,469.44	$8,369.52	$5,154.00	$8,077.20
Full 9 Passenger Van (Paid Driver)[6]	$7,789.82	$8,120.95	$7,394.38	$9,242.98	$6,095.54	$8,979.35

[1]Shortest roadway distance in miles from centroids of target area to centroid of employment center.

[2]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 2 for additional assumptions.

[3]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 1 for additional assumptions.

[4]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 4 for additional assumptions.

[5]This is a best-case scenario cost figure based on similar Charity Cars programs in Sanford, Florida, and Broward County. In Broward, for example, the Wages Coalition will grant Charity Cars $300,000 for a 200 car program, or $1,500 per car. Presumably, the cost of such a program may be higher in Miami-Dade County. This figure also assumes that the transit agency will be responsible for the fuel, insurance, and maintenance costs for the portion of the costs associated with using the car for commuting purposes; clients would pay for other uses of the vehicle. Note also that the lease of the Charity Cars vehicles is a one-time cost to the transit provider, not a recurring or yearly cost., although fuel, insurance, and maintenance are presumed to be recurring. See Charity Cars Cost Estimates Table for further assumptions.

[6]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 3 for additional assumptions.

COST COMPARISON TABLE
FOR CAROL CITY/OPA LOCKA AREA TRANSPORTATION OPTIONS

(Shaded areas indicate customizable figures)

Transit Provider's Total Cost Per Year Per Client to Provide Various Forms of Transportation for Clients Living in Carol City/Opa Locka Area Commuting to Selected Job Centers						
Transportation Option	To Downtown - Brickell	To Airport West	To Gables - West Miami	To Hialeah - Medley - Miami Lakes	To Kendall - Westchester	To North Miami - I-95 Corridor
One-Way Mileage[1]	22	18	14	10	32	14
MDTA Bus Pass ($50 per month)	$600.00	$600.00	$600.00	$600.00	$600.00	$600.00
Full 15 Passenger Van (Driver/Rider)[2]	$784.64	$769.98	$723.32	$688.65	$885.29	$723.32
Full 9 Passenger Van (Driver/Rider)[3]	$1,107.06	$1,086.38	$1,019.04	$958.36	$1,258.75	$1,019.04
Full 15 Passenger Van (Paid Driver)[4]	$3,396.53	$3,058.54	$2,754.83	$2,416.83	$4,207.23	$2,754.83
Charity Cars[5]	$4,715.52	$4,130.88	$3,546.24	$2,961.60	$6,177.12	$3,546.24
Full 9 Passenger Van (Paid Driver)[6]	$5,700.09	$5,112.83	$4,585.57	$4,005.81	$7,130.75	$4,585.57

[1]Shortest roadway distance in miles from centroids of target area to centroid of employment center.

[2]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 2 for additional assumptions.

[3]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 1 for additional assumptions.

[4]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 4 for additional assumptions.

[5]This is a best-case scenario cost figure based on similar Charity Cars programs in Sanford, Florida, and Broward County. In Broward, for example, the Wages Coalition will grant Charity Cars $300,000 for a 200 car program, or $1,500 per car. Presumably, the cost of such a program may be higher in Miami-Dade County. This figure also assumes that the transit agency will be responsible for the fuel, insurance, and maintenance costs for the portion of the costs associated with using the car for commuting purposes; clients would pay for other uses of the vehicle. Note also that the lease of the Charity Cars vehicles is a one-time cost to the transit provider, not a recurring or yearly cost., although fuel, insurance, and maintenance are presumed to be recurring. See Charity Cars Cost Estimates Table for further assumptions.

[6]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 3 for additional assumptions.

COST COMPARISON TABLE
FOR HIALEAH AREA TRANSPORTATION OPTIONS

(Shaded areas indicate customizable figures)

Transit Provider's Total Cost Per Year Per Client to Provide Various Forms of Transportation for Clients Living in Hialeah Area Commuting to Selected Job Centers						
Transportation Option	To Downtown - Brickell	To Airport West	To Gables - West Miami	To Hialeah - Medley - Miami Lakes	To Kendall - Westchester	To North Miami - I-95 Corridor
One-Way Mileage[1]	18	4	15	4	22	10
MDTA Bus Pass ($50 per month)	$600.00	$600.00	$600.00	$600.00	$600.00	$600.00
Full 15 Passenger Van (Driver/Rider)[2]	$769.98	$666.66	$726.98	$666.66	$784.64	$688.65
Full 9 Passenger Van (Driver/Rider)[3]	$1,086.38	$927.34	$1,024.21	$927.34	$1,107.06	$958.36
Full 15 Passenger Van (Paid Driver)[4]	$3,058.54	$1,926.98	$2,830.75	$1,926.98	$3,396.53	$2,416.83
Charity Cars[5]	$4,130.88	$2,084.64	$3,692.40	$2,084.64	$4,715.52	$2,961.60
Full 9 Passenger Van (Paid Driver)[6]	$5,112.83	$3,162.42	$4,717.38	$3,162.42	$5,700.09	$4,005.81

[1]Shortest roadway distance in miles from centroids of target area to centroid of employment center.

[2]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 2 for additional assumptions.

[3]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 1 for additional assumptions.

[4]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 4 for additional assumptions.

[5]This is a best-case scenario cost figure based on similar Charity Cars programs in Sanford, Florida, and Broward County. In Broward, for example, the Wages Coalition will grant Charity Cars $300,000 for a 200 car program, or $1,500 per car. Presumably, the cost of such a program may be higher in Miami-Dade County. This figure also assumes that the transit agency will be responsible for the fuel, insurance, and maintenance costs for the portion of the costs associated with using the car for commuting purposes; clients would pay for other uses of the vehicle. Note also that the lease of the Charity Cars vehicles is a one-time cost to the transit provider, not a recurring or yearly cost., although fuel, insurance, and maintenance are presumed to be recurring. See Charity Cars Cost Estimates Table for further assumptions.

[6]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 3 for additional assumptions.

COST COMPARISON TABLE
FOR LIBERTY CITY AREA TRANSPORTATION OPTIONS

(Shaded areas indicate customizable figures)

Transit Provider's Total Cost Per Year Per Client to Provide Various Forms of Transportation for Clients Living in Liberty City Area Commuting to Selected Job Centers

Transportation Option	To Downtown - Brickell	To Airport West	To Gables - West Miami	To Hialeah - Medley - Miami Lakes	To Kendall - Westchester	To North Miami - I-95 Corridor
One-Way Mileage[1]	8	7	14	12	23	2
MDTA Bus Pass ($50 per month)	$600.00	$600.00	$600.00	$600.00	$600.00	$600.00
Full 15 Passenger Van (Driver/Rider)[2]	$681.32	$677.66	$723.32	$715.99	$788.31	$659.33
Full 9 Passenger Van (Driver/Rider)[3]	$948.02	$942.85	$1,019.04	$1,008.70	$1,112.23	$917.01
Full 15 Passenger Van (Paid Driver)[4]	$2,264.98	$2,154.76	$2,754.83	$2,568.69	$3,472.46	$1,775.13
Charity Cars[5]	$2,669.28	$2,523.12	$3,546.24	$3,253.92	$4,861.68	$1,792.32
Full 9 Passenger Van (Paid Driver)[6]	$3,742.18	$3,557.86	$4,585.57	$4,269.44	$5,831.91	$2,898.78

[1]Shortest roadway distance in miles from centroids of target area to centroid of employment center.

[2]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 2 for additional assumptions.

[3]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 1 for additional assumptions.

[4]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 4 for additional assumptions.

[5]This is a best-case scenario cost figure based on similar Charity Cars programs in Sanford, Florida, and Broward County. In Broward, for example, the Wages Coalition will grant Charity Cars $300,000 for a 200 car program, or $1,500 per car. Presumably, the cost of such a program may be higher in Miami-Dade County. This figure also assumes that the transit agency will be responsible for the fuel, insurance, and maintenance costs for the portion of the costs associated with using the car for commuting purposes; clients would pay for other uses of the vehicle. Note also that the lease of the Charity Cars vehicles is a one-time cost to the transit provider, not a recurring or yearly cost., although fuel, insurance, and maintenance are presumed to be recurring. See Charity Cars Cost Estimates Table for further assumptions.

[6]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 3 for additional assumptions.

COST COMPARISON TABLE
FOR LITTLE HAVANA AREA TRANSPORTATION OPTIONS

(Shaded areas indicate customizable figures)

Transit Provider's Total Cost Per Year Per Client to Provide Various Forms of Transportation for Clients Living in Little Havana Area Commuting to Selected Job Centers						
Transportation Option	To Downtown - Brickell	To Airport West	To Gables - West Miami	To Hialeah - Medley - Miami Lakes	To Kendall - Westchester	To North Miami - I-95 Corridor
One-Way Mileage[1]	3	11	10	19	18	7
MDTA Bus Pass ($50 per month)	$600.00	$600.00	$600.00	$600.00	$600.00	$600.00
Full 15 Passenger Van (Driver/Rider)[2]	$663.00	$692.32	$688.65	$773.64	$769.98	$677.66
Full 9 Passenger Van (Driver/Rider)[3]	$922.17	$963.53	$958.36	$1,091.55	$1,086.38	$942.85
Full 15 Passenger Van (Paid Driver)[4]	$1,851.05	$2,492.76	$2,416.83	$3,134.46	$3,058.54	$2,154.76
Charity Cars[5]	$1,938.48	$3,107.76	$2,961.60	$4,277.04	$4,130.88	$2,523.12
Full 9 Passenger Van (Paid Driver)[6]	$3,030.60	$4,137.62	$4,005.81	$5,244.65	$5,112.83	$3,557.86

[1]Shortest roadway distance in miles from centroids of target area to centroid of employment center.

[2]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 2 for additional assumptions.

[3]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a driver/rider would drive the van to and from employment centers, as is the case in Gold Coast Commuter van pools. See Van Pool Table 1 for additional assumptions.

[4]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 4 for additional assumptions.

[5]This is a best-case scenario cost figure based on similar Charity Cars programs in Sanford, Florida, and Broward County. In Broward, for example, the Wages Coalition will grant Charity Cars $300,000 for a 200 car program, or $1,500 per car. Presumably, the cost of such a program may be higher in Miami-Dade County. This figure also assumes that the transit agency will be responsible for the fuel, insurance, and maintenance costs for the portion of the costs associated with using the car for commuting purposes; clients would pay for other uses of the vehicle. Note also that the lease of the Charity Cars vehicles is a one-time cost to the transit provider, not a recurring or yearly cost., although fuel, insurance, and maintenance are presumed to be recurring. See Charity Cars Cost Estimates Table for further assumptions.

[6]This figure is based on the assumption that the transit agency would be responsible for the entire cost of the van pool, including lease, fuel, and insurance. It also assumes that the riders would not pay any fee to ride the van. And it assumes that a paid driver, employed by the transit agency, would drive the van to and from employment centers. See Van Pool Table 3 for additional assumptions.

Chapter 7. Existing Transportation Support Services and the Needs of Wages Clients

by Alexander Franco, M.S. and Sidney Wong, Ph.D.

This chapter presents the results of our research on existing arrangements of transportation support services in the welfare-to-work process in Miami-Dade County. These results are based on: (1) our participation in the WAGES Transportation Committee and related workshops, conferences, and working group meetings; (2) participant observations in the former "One-Stop" Centers of the Department of Labor; (3) interviews with case managers and other staff involved in job development and placement; and (4) an analysis of employment locations of 232 WAGES clients hired in the first eight months of 1998.

Specifically, in this chapter we examine the existing transportation support services provided to WAGES clients, ascertain the general and specific transportation needs of WAGES clients, and report responses by job counselors to a number of program options.

Current Transportation Services to WAGES Clients

Last year, in response to welfare-to-work initiatives, Miami-Dade County began providing immediate transportation support services to WAGES clients through its bus and rail systems. At the same time, the Metropolitan Planning Organization (MPO) began working collaboratively with other agencies to develop a comprehensive transportation plan to assist the WAGES process.

Due to the immediate nature of the proposal, current transportation support services have focused on the use of transit services, although it also includes technical support to persons who are interested in developing transit businesses. As a direct support to WAGES clients, Miami-Dade Transit Agency (MDTA) has provided transit subsidies in the form of a monthly Metropass. Depending on the period of training, WAGES clients can receive a Metropass for up to three years for unlimited transportation in bus and rail to attend job training, job fairs, employment interviews, and other related activities. Upon obtaining a job, the clients are also entitled to a Metropass for up to six months, which the WAGES Coalition considers to be the amount of time necessary for a client becomes economically self-sufficient.

This study identifies and discusses a number of areas that require improvements relating to the current transportation services for WAGES clients. First, we found that the most critical juncture for WAGES clients is during the time that they attend job interviews, and later, start working. This is when they most need individualized trip planning. Currently, job-training counselors perform trip-planning services on an ad hoc basis to help their clients get to job interviews. Counselors often even provide necessary transportation to facilitate clients to obtain a job.

Secondly, information-sharing strategies need to be explored. The job training and placement staff we interviewed expressed frustration regarding the lack of information resources that were made available to them regarding transportation routes and existing transportation resources. WAGES or MDTA has yet to establish a systematic way to provide technical supports. Providers have to initiate contact with Team Metro offices or MDTA to obtain transit maps, brochures and timetables and so may not have immediate access to changes or updates. At this time, a recognized and functional structure of support for transportation does not exist to fulfill these needs from training to employment in the WAGES process.

Thirdly, while the Metropass is widely utilized by WAGES clients for going to training and work, it does not cover their children. Although pre-schoolers should ride at no charge, most of the WAGES clients interviewed for this study expressed a desire to allow their children to use Metropasses. WAGES clients are under the impression that they must incur the cost of transporting their children to daycare.

Fourthly, WAGES clients are now given six months support on transportation subsidy upon obtaining employment. Most clients indicated that they need more time to make the transition and would prefer for an extension past their first day on a new job of nine months to one year of Metropass support so that they are better prepared to make arrangements for their own transportation.

In order to improve the existing transportation support services to WAGES clients, we recommend the following for a *transitional period* until a permanent entity, responsible for all transportation matters, becomes fully functional (MDTA and WAGES may be in the process of implementing some of these suggestions):

- Widen the MDTA trip planning support and transit information services to all job placement providers. Assign a contact person within MDTA to assist WAGES contracting providers to obtain maps, brochure, and timetables.
- Establish a dedicated transportation hot line for providers. MDTA can use the existing transportation counseling and trip-planning resources to provide support to these providers. The hot line should only be open to job placement and development staff, not to the general public, so that they may place an order for trip information and receive a written report by fax within 24 hours.
- Create a systematic training program for all WAGES providers regarding transportation and establish a network between MDTA areas and the providers to discuss transportation issues. This network would serve an as an excellent forum for sharing experiences that involve solving clients' transportation needs.
- Strengthen the coordination and feedback among the WAGES Coalition, MDTA, and all service providers. An MDTA area representative should attend the biweekly meetings between WAGES Coalition and the service providers to discuss transportation issues and brief them on available services and supports.
- Provide similar benefits to the children of WAGES clients to facilitate transport to childcare locations.
- Extend the period of Metropass benefits beyond the current six-month limit after the WAGES client obtains employment.

Transportation Needs

This section discusses specific transportation needs facing WAGES clients in the two crucial stages (job training and job placement) from the transition of welfare-to-work. Though these two stages share similar problems, it is easier to address the relevant issues by looking at them separately.

The Job Training Stage

Throughout the establishment and implementation of the county's welfare-to-work effort, deliberate attempts were made to decentralize the centers of operations to facilitate the WAGES clientele. Evidence of this was the "One-Stop" centers scattered throughout the county and, later, the various site offices established in the Miami-Dade Public School and Miami-Dade Community College systems. This rational commitment towards convenience appears to have been abandoned when

trainers and job providers were sent WAGES clients from all parts of the county and with no regard to proximity or transit inconvenience.

Returning to the original principles of decentralization, proximity and convenience will reduce transportation problems for WAGES clients at the job training stage. Also, it will reduce the unnecessary cost that many job-training providers have had to incur by creating satellite offices outside their regular catchment areas to accommodate clusters of clients who do not live near the main provider location, in some cases, for clients who live on the other side of the county.

Job Placement and the Initial Employment Stage

This stage addresses transportation needs that go far beyond the present abilities of the existing WAGES transportation support system. As indicated in Chapter 5, there are several geographic areas in the county that are inadequately served by public transit. Though most of the clients have expressed their willingness to commute up to an hour each way, many have not been able to accept employment because of transportation considerations. One job provider estimated that 70 percent of his placement failure rate was due to unavailable transportation. This problem has also prevented many clients from attending job interviews. As a result, job providers are often felt compelled to drive the clients to interviews.

Over 50 percent of the jobs available to WAGES involve late afternoon (2 a.m. to 11 p.m.) and overnight shifts. Because of the reduction in the mass transit system during those hours, many clients cannot accept these jobs. For example, the airport is a major job-generating center, but the last bus from this location leaves at 11:30 p.m. In the Port of Miami, no transit runs over the bridge from the downtown to the seaport either during the day or evening and walking across the bridge at night becomes so perilous that few clients would wish to undertake such an endeavor. Because of these limitations, job developers make a conscious effort to first find employment for clients in their respective neighborhoods. Unfortunately some of these neighborhoods are the ones with the fewest available jobs.

Spatial Analysis: the Location of Work and Home

In order to have a better understanding of the spatial dimensions involving current job placements of WAGES clients, in September of this year, we sampled 250 cases out of a total of 1,307, which were obtained from the Lockheed Martin IMS job placement records. We selected individual WAGES clients from the "Profile A" classification (i.e., those deemed to be the most job-ready). This sample represented approximately 10 percent of all the WAGES clients placed in jobs by all providers between January 1st and September 11th of this year. The sample closely represents the geographical breakdown of the entire WAGES population in the county. Using GIS and other database management techniques, we identified the Zip Codes of their job locations and determined the approximate distances from the Zip Codes of their residence. In this process, the final sample was reduced to 232 cases due to confidentiality considerations.

Table 7.1 presents an aggregate picture of their travel distance to work. We defined travel distance as the one-way travel distance from the centroid of the residence Zip Code to the centroid of the workplace Zip Code. We also broadly classify travel distance into five categories:

- Immediate Neighborhood (roughly within 2.5 miles),
- Surrounding Neighborhoods (between 2.6 and 4.9 miles),
- Moderate Commute (between 5 and 7.9 miles),
- Longer Commute (between 8 and 10 miles), and
- Long-Distance Commute (beyond 10 miles).

Table 7.1 Percent Distribution Travel Distance to Work of WAGES Clients

Study Areas	Immediate Neighborhood	Surrounding Neighborhoods	Moderate Commute	Longer Commute	Long-Distance Commute	Total %	Total Jobs
Carol City/Opa-locka	0.0	50.0	0.0	22.2	27.8	100	(18)
Hialeah	14.3	38.1	28.6	4.8	14.3	100	(21)
Liberty City/Overtown	6.4	31.9	34.0	12.8	14.9	100	(47)
Little Havana	5.9	70.6	17.6	0.0	5.9	100	(17)
South Dade	28.6	33.3	4.8	4.8	28.6	100	(21)
All Study Areas	10.5	41.1	21.0	9.7	17.7	100	(124)
Other Areas	15.7	27.8	19.4	8.3	28.7	100	(108)
Total	12.9	34.9	20.3	9.1	22.8	100	(232)

Notes: Except the "jobs" column on the far right, all figures are by percentage. The distance is one-way commute.
Source: Metropolitan Center, Florida International University, employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

Countywide, about 48 percent of the employed clients commute within their surrounding neighborhoods (up to 5 miles) to work. Most employed clients (68 percent) work within eight miles of their residence while only 10 percent travel between eight and 10 miles. However, about 23 percent, a significant amount, commute more than 10 miles. Surprisingly, less than three percent commute to areas such as Broward or the Upper Keys where jobs are more plentiful. While these data do not indicate mode of transportation, we expect that most clients who travel 10 or more miles to work probably own an automobile or have one available to them since the commute by public transit would be inefficient at those distances.

Variation within the geographic areas is significant. For example WAGES clients who live in South Dade either travel very far or work close to their residence. In contrast, travel distance to work for WAGES clients in the centrally located Liberty City/Overtown area tends to be more diverse. Little Havana seems to have the most advantageous location in that areas such as the Airport, Coral Gables and the Downtown are all nearby.

The employment placement data help us to identify "job-rich" areas for the WAGES clientele. In Chapter 3, we estimated that about 5,000 entry-level jobs would be created in Miami-Dade each year. Based on the county's growth trend, we identified employment centers that are likely to accommodate large amounts of entry-level jobs: Coral Gables/West Miami, Kendall/Westchester, and Airport West. Those results, however, differ somewhat from the pattern that emerged from the placement data as presented in Table 7.2 below. The I-95 corridor, which includes the areas with the highest concentration of WAGES clients (i.e., Liberty City, Allapattah, Wynwood and Little Haiti), hired the largest number of WAGES clients. Hialeah/Medley/Miami Lakes, Airport West and the North Miami area followed in terms of numbers hired. The distribution of entry-level jobs is slightly less dispersed than that which we had earlier estimated. It appears that a greater portion are manufacturing-related jobs because 40 percent of them are located in employment centers associated with manufacturing, distribution, and wholesale. Nonetheless, these results are tentative and should be carefully interpreted because of difference between this group of WAGES clients and the general population who are employed in entry-level jobs.

Table 7.2 Employment Locations of Newly-Hired WAGES Clients

Employment Centers	Placed Jobs	Percent
Miami North/I-95 Corridor	37	15.9%
Hialeah/Medley/Miami Lakes	28	12.1%
Airport West	26	11.2%
North Miami/Golden Glades/Aventura	24	10.3%
Kendall/Westchester	23	9.9%
Downtown/Brickell Area/Coconut Grove	23	9.9%
Opa-locka/Carol City	23	9.9%
Little Havana/Allapattah	11	4.7%
Florida City/Homestead	9	3.9%
Coral Gables/West Miami	7	3.0%
Perrine/Cutler Ridge/Goulds	4	1.7%
Miami Beach/Bal Harbor	2	0.9%
Subtotal of Major Employment Centers	*217*	*93.5%*
Other Areas in Miami-Dade	10	4.3%
Outside Miami-Dade	5	2.2%
Total	*232*	*100.0%*

Source: Metropolitan Center, Florida International University, employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

The analysis of placement data also helps us to identify transportation barriers. Table 7.3 presents a matrix that relates employment centers to the residential locations of WAGES clients. When interpreting this table, emphasis should be on the shaded "zero" cells, which indicate that no client from that specific residential area has been placed in that employment location. For example, none of the WAGES clients living in South Dade has been placed in a job location north of Kendall. Similarly, none of the WAGES clients living in Carol City/Opa-locka works in South Dade. These shaded cells represent the current transportation gaps among residential area and workplace. Alternative transportation solutions should be developed to address these gaps.

Table 7.3 Transportation Gaps Among Employment Centers and Residential Locations

Employment Centers	WAGES Client Residence Location						
	Carol City	Hialeah	Liberty City	Little Havana	South Dade	Other	Total
Broward	1	0	0	0	0	2	3
Opa-locka/Carol City	6	0	9	0	0	8	23
North Miami/Golden Glades/Aventura	3	0	6	0	0	15	24
Airport West	0	8	1	1	0	16	26
Hialeah/Medley/Miami Lakes	3	9	2	2	0	12	28
Miami North/I-95 Corridor	1	2	15	5	0	14	37
Little Havana/Allapattah	1	0	2	3	0	5	11
Miami Beach/Bal Harbor	0	0	0	1	0	1	2
Downtown/Brickell/Coconut Grove	0	0	9	5	0	9	23
Gables/West Miami	0	1	0	0	0	6	7
Kendall/Westchester	2	1	3	0	4	13	23
Perrine/Cutler Ridge/Goulds	0	0	0	0	1	3	4
Florida City/Homestead	0	0	0	0	7	2	9
Other Miami Dade	1	0	0	0	7	2	10
The Keys	0	0	0	0	2	0	2
Total	18	21	47	17	21	108	232

Source: Metropolitan Center, Florida International University, Employment placement analysis of WAGES clients based on Lockheed Martin IMS records, 1998.

Initial Responses to Alternative Transportation Options

During our interviews with service providers and WAGES clients, we had the opportunity to obtain feedback from them regarding various alternative transportation options. None of the service providers seemed aware what others were doing regarding transportation needs. There was a common concern about the lack of support from the WAGES office and from having to individually "re-invent the wheel."

However, the service providers did seem to be familiar with some alternative transportation options in existence in other welfare-to-work efforts. Without our making reference to the Mensies' service, most cited the need for a "charity car" program to assist clients who were so physically isolated that to obtain employment an automobile is a virtual necessity.

Comments regarding vanpools were mixed. Some were skeptical that an efficient vanpool operation could be implemented and others questioned how long they would be able to use them. Most of the providers and clients felt that use of the vanpools should be extended indefinitely beyond the six-month period after which clients are expected to be economically self-sufficient and therefore able to pay for his/her own fare. Clients also inquired as to whether their children would be able to use the vanpool to get to day care.

The reaction to a possible expansion of jitneys was equally mixed. Some respondents expressed skepticism about the observance of regulations and safety measures by the jitneys. Others who were familiar with the jitney operations serving the Opa-locka, Hialeah, and Liberty City/Overtown areas felt that the extension of jitney lines (or use of jitneys on existing MDTA routes at off-hours) would be helpful. In conclusion, we found that service providers will favorably consider any alternatives, though they may not readily commit to any program unless they understand the its details. However, they are not receptive to the idea that they are running vanpools or transportation services even though their staff is most informed of the transportation needs of their clients.

Conclusion and Recommendations

The data clearly indicate that the existing transportation system, as currently structured, is incapable of moving all the WAGES clients to where jobs are available. Solutions to this problem are beyond the capacity of the existing transit system and, therefore, must be met by alternative solutions. Based on our research, we present the following conclusions and recommendations:

- To minimize transportation needs during job training, we suggest that WAGES clients be assigned to trainers based on proximity to the their offices. In addition, WAGES clients should be given the flexibility of choosing an alternative job trainer, before the commencement of any training. Unnecessarily long-distance commutes to job training sites create needless difficulties that ultimately results in some dropping out of the program. To further deal with this potential problem, guidelines should be created which will allow job trainers to "trade" clients amongst themselves.
- Our research indicates significant limitations within the existing transit system to move WAGES clients to employment centers outside their surrounding neighborhoods. We believe that targeted marketing of transit services will only marginally reduce these limitations. Therefore, alternative solutions to enhance more individualized modes of transportation need to be implemented to assist the client to become independent and capable of dealing with other issues such as child care.
- To develop alternative transportation solutions, we should systematically collect information on transportation needs from the job developers. This should ultimately be linked with a databank similar to the LYNX system implemented in Orlando. This database would assist in identifying clusters of WAGES residential locations as well as clusters of job locations. It would also match clients to existing transportation services or help facilitate new services. This information would be used to help job trainers and placement staff to assist the WAGES clientele in job training, job fairs, interviews, and, ultimately, work locations.
- Recognizing that the MDTA has limited resources at its disposal, we, nevertheless, believe that it should provide assistance and planning to achieve the following: (1) develop or expand routes to link the airport area and Airport West (including Medley) to the areas of Carol City/Opa-locka, Liberty City/Overtown, and Kendall; (2) develop shuttle services using vans or smaller buses to connect residential neighborhoods with the busway in South Dade; (3) develop shuttle services connecting Metrorail stations to major employment centers west of State Road 826; (4) develop a means of transportation (perhaps van service) to provide a daytime, evening, and weekend link between the downtown and the port of Miami; and (5) plan for extending the service time in late evenings in selected routes.

In addition, the feedback cited above should serve as a reference in developing future transportation alternatives. Understanding the issues and concerns of the participants and stakeholders will be useful as the WAGES Coalition and the MDTA work to refine and implement this program.