

Human Services Transportation Coordination Plan

2013

Prepared by:

**Knoxville Regional
Transportation Planning Organization**

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The Knoxville Regional Transportation Planning Organization (TPO) Executive Board created the Human Services Transportation Coordination Plan (HSTCP) Committee to oversee the preparation of a coordination plan required under the 2005 transportation act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). While the HSTCP serves several purposes, the most important is that it is required in order to obligate several FTA grants. The first HSTCP was prepared and adopted by the TPO Executive Board in 2007. In 2012, with the adoption of the new transportation act, Moving Ahead for Progress in the 21st Century Act (MAP-21) the HSTCP Committee had a goal to update the plan to include the new 2010 Census data, to make the plan MAP-21 compliant, and to verify that the assumptions, needs, goals, and strategies are still valid. The HSTCP Committee has prepared and updated all of the Census data in the plan. The HSTCP Committee using a variety of public meeting opportunities, participating in several community planning initiatives, and utilizing the results of an assortment of community surveys have verified that the needs, goals, and strategies are substantially still valid. A few modifications were made because new information became available through the various outreach efforts.

Unfortunately, the HSTCP needs to be approved before final FTA – MAP-21 – regulations are released. After the passage of a new transportation act, it traditionally takes some time for the final regulations to be prepared. However, transit services must keep running. Therefore, funding must be obligated, which for certain FTA grants requires an approved HSTCP. The HSTCP was updated as much as possible with pre-released MAP-21 information. The TPO will update the HSTCP sometime in the near future once the final regulations are released. This will not be too much of a burden as a quick update was already being planned due to a variety of reasons. First, several communitywide initiatives, like PlanET and the Knoxville Inclusive Planning for Transportation project will be completed in late 2013 or early 2014 and the outcomes will help shape a future direction for transit services in the Knoxville region. Second, there has been a recent emphasis on improving coordination and several projects, including researching the need for a Regional Transit Authority could impact future transit services. Finally, there still is a level of uncertainty related to recent changes to FTA grant programs under MAP-21. The financial sustainability of several programs is still unclear and transit funding both regionally and statewide is in a state of flux. Over the next six-to-nine months many of the immediate funding issues will be settled. These different projects, the various community initiatives nearing completion, and the funding issues are discussed in this HSTCP. However, as shown, changes are still occurring and the results will require an adjustment to the next HSTCP.

SECTION ONE –

Introduction: The Human Services Transportation Coordination Plan

The new transportation bill, the Moving Ahead for Progress in the 21st Century Act (MAP-21) and a recent expansion to the urban area boundary are having a direct impact on the provision of transit services in the Knoxville region. These changes have sent transit providers, social service agencies, planners, and local and state governments scrambling to be sure current services can be continued. To accomplish this, serious questions are being asked concerning the best way to allocate transit funding, which projects should be funded, are current projects efficient and accomplishing their goals, and is enough coordination occurring between transit providers. All of these questions show the importance of the Human Services Transportation Coordination Plan. To begin to address the current issues the Human Services Transportation Coordination Plan was updated. The new plan

includes updated Census data from 2010, updated federal regulations and MAP-21 guidance, updated community goals and needs, and updated community and public involvement events that focused on transportation needs for the elderly, low-income, and persons with disabilities. However, even with these updates, changes are still occurring and not all of the federal regulations under MAP-21 have been released. Therefore, it is a goal to update the Human Services Transportation Coordination Plan again in the near future.

The Federal Transit Administration (FTA) through MAP-21 eliminated certain grant programs and merged others. This has affected several key funding programs that are used to provide services in the Knoxville urban area. The FTA Section 5316 Job Access & Reverse Commute (JARC) grant program has been eliminated under MAP-21. However, FTA is allowing, that those communities that wish to continue to fund JARC program activities can continue to do so but with Section 5307 Urban Area Formula program. The Section 5317 New Freedom program under MAP-21 has been merged with the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities program (Enhanced Mobility). Under MAP-21, large urban areas, like Knoxville, will get their own direct allocation of Section 5310 Enhanced Mobility program funds to administer. The Section 5310 Enhanced Mobility program was previously administered statewide by the Tennessee Department of Transportation.

Despite all of the changes, FTA still both strongly recommends and under Section 5310 Enhanced Mobility still requires that a Human Services Transportation Coordination Plan be prepared. Under the previous transportation act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), FTA required funding recipients certify that Section 5310 Enhanced Mobility, Section 5316 JARC, and Section 5317 New Freedom projects were selected from the Human Services Transportation Coordination Plan. As MAP-21 has eliminated Section 5316 JARC that provision does not apply anymore, even if Section 5307 urban area funding is used to support JARC activities. This is where the FTA suggests it still may be good policy to require JARC funded projects to be in a Human Services Transportation Coordination Plan, but it is not required. Since Section 5317 New Freedom is being merged with Section 5310 Enhanced Mobility, FTA still requires projects funded by Section 5310 funds to be from those listed in a Human Services Transportation Coordination Plan. However, specific requirements are not known, as the final Section 5310 Enhanced Mobility guidance is not out at the time of this plan was prepared.

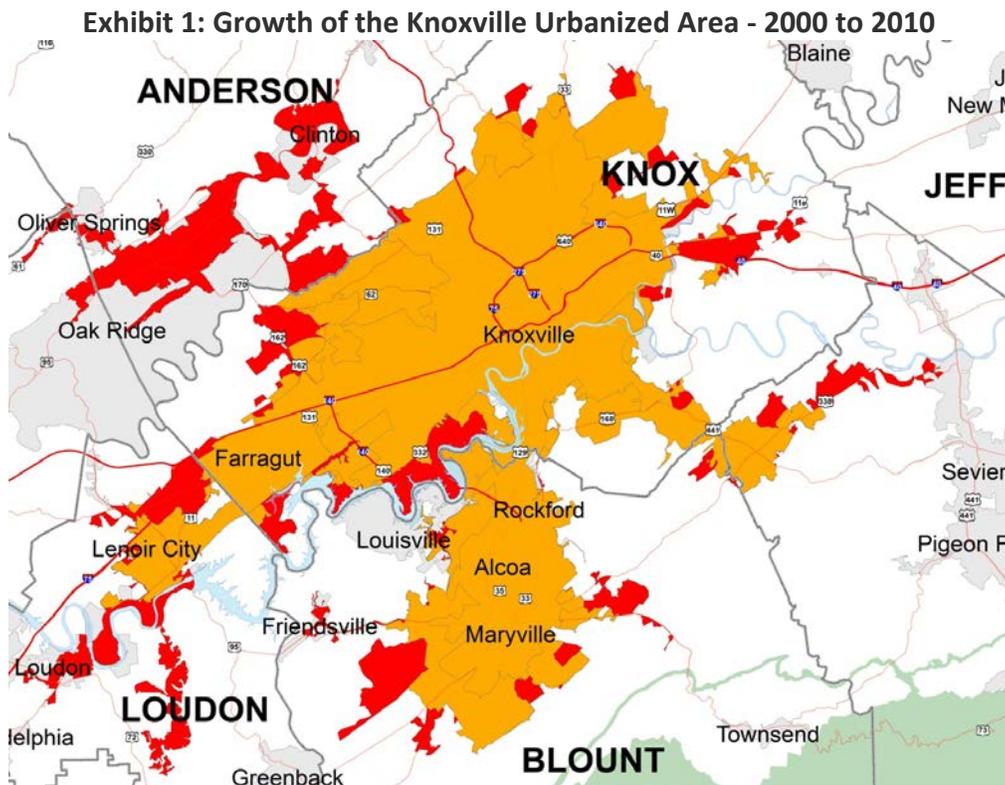
It is not uncommon that when a new transportation act is passed by Congress there is a delay in having the final guidance published. This also occurred when SAFETEA-LU was passed in 2005. At that time the Section 5316 JARC and Section 5317 New Freedom programs were new and because the final regulations took over a year to come out, funding distribution has remained a year behind. Therefore, the Knoxville urban area still has both FY 2012 - Section 5316 JARC and Section 5317 New Freedom funding to award. Because this funding is governed by the provisions of SAFETEA-LU, some of that language and guidance will remain in this updated Human Services Transportation Coordination Plan. While this does add some confusion, it is important to distinguish the funding governed under SAFETEA-LU separate from the funding governed under MAP-21.

The urban area is defined primarily by a certain level of contiguous population density as determined by the U.S. Census. The Knoxville urban area covers portions of Knox, Anderson, Blount, Loudon, and Sevier Counties (Exhibit 1). Between 2000 and 2010, the Knoxville urbanized area recorded the largest increase in land area and population in the State of Tennessee. The new 2010 urbanized area

added approximately 100 square miles of land area, with a total of 438.2 square miles. The urban area expanded in all of the counties. Anderson County grew to include parts of Oak Ridge, Clinton, and Oliver Springs. Loudon County grew to encompass more of Lenoir City and parts of the Town of Loudon. Blount County growth encompasses more of the Cities of Alcoa and Maryville. Sevier County expanded into more of the Seymour area. Finally, Knox County grew to include almost all of the City of Knoxville and more of the Town of Farragut. The total population for the Knoxville urban area is 558,696.

FTA often divides its programs into urban area grants and rural grants. While simplified, typically, services provided in an urban area are paid for by FTA urban area funding and services provided in rural areas are paid for by FTA rural funding. As most of the Knoxville urban area expansion occurred in the outer areas, which is served by the East Tennessee Human Resource Agency (ETHRA) using rural funding, those services were in jeopardy of being cut unless additional urban funding could be found. And, with the changes to FTA Section 5316 JARC and Section 5317 New Freedom funding grants under MAP-21, Knox County CAC Transit has concerns about the future of the programs they provide using those sources of funding. And, while the Section 5307 Urban Area funding did increase by approximately 8.7 percent, due to, in part, by the urban area population increasing, it did not do so anywhere near the rate of the urban area expansion (approximately 33.1 percent). In fact, when looking at both the FTA urban area funding sources under MAP-21 and the population increase, the urbanized area may have lost funding (-\$2.66/per person) when compared to FTA urban area funding under SAFETEA-LU and the pre-2010 census data.

Serving more area and a greater population with less funding will be a challenge for the urban area transit providers. This puts more importance on coordination and making sure funding is being used in the most efficient manor possible.



SECTION TWO –

Human Services Transportation Coordination & Other Community Initiatives

Two committees help oversee the Human Services Transportation Coordination Plan and several recent community initiatives that are important to shaping transit planning in the Knoxville region. The Knoxville Regional Transportation Planning Organization (TPO) Executive Board established a Human Services Transportation Coordination Plan (HSTCP) Committee. While the Executive Board did not limit the coordinating agencies, it specified that the core Knoxville Regional HSTCP Committee must include:

- TPO staff,
- Knoxville Area Transit (KAT),
- Knox County CAC Transit,
- East Tennessee Human Resource Agency (ETHRA),
- Tennessee Vans,
- Smart Trips, and
- Tennessee Department of Transportation (TDOT).

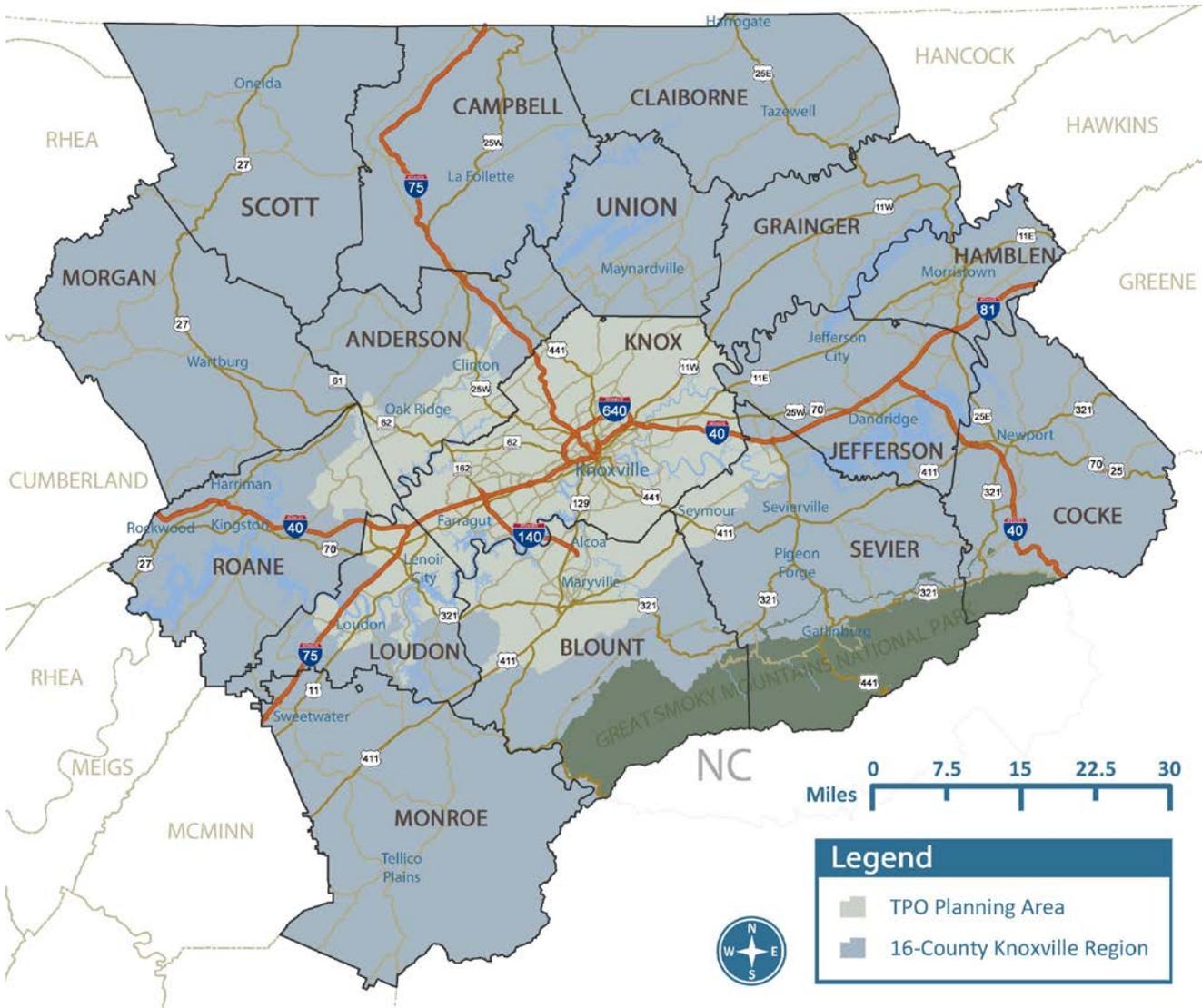
The HSTCP Committee has been meeting since May of 2006 and is charged with overseeing transit planning and coordination for the TPO planning area (see Exhibit 2). ETHRA, by virtue of receiving rural statewide Section 5316 Job Access & Reverse Commute (JARC) and Section 5317 New Freedom funding, must also prepare a Human Services Transportation Coordination Plan that covers their 16 county service area. ETHRA's plan is submitted to and approved by the Tennessee Department of Transportation (TDOT) because they administer the FTA rural funding statewide. The TPO planning area includes parts of six of ETHRA's 16 county service area and represents the heart or "center" of the region where most of the medical, shopping, and financial opportunities exist. While ETHRA provides services throughout a 16 county area, many of their trips involve bringing passengers from the rural counties into the urbanized area. And, as mentioned, between 2000 and 2010 the urban area grew approximately 33 percent. The Knoxville region has a strong and steady economy and a low cost of living and the urban area growth is projected to continue to occur in the future. Therefore, a stronger relationship and increased coordination between the TPO, KAT, and Knox County CAC Transit with ETHRA needs to occur. It is important that both ETHRA and the TPO coordination plans complement each other. One goal is to explore the opportunity to have only one plan in the future that will cover both the TPO and ETHRA. As a start, this Plan's demographic analysis chapter reflects the larger ETHRA service area, which includes the 16 counties of Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier, and Union counties. ETHRA's HSTCP was reviewed and many of the needs and goals are consistent with the Knoxville Regional TPO HSTCP. It was important to realize that transportation needs do not stop at city or county boundaries.

Knoxville Regional Project Action Coalition

Another group that provides input into the Knoxville Regional HSTCP is a relatively new group called the Knoxville Regional Project Action Coalition. The Knoxville region was selected by the Easter Seals Project Action organization, as one of ten communities across the United States, to participate in the 2011 Accessible Transportation Coalitions Initiative (ATCI). Funded through a cooperative agreement

with the U.S. Department of Transportation and the Federal Transit Administration (FTA) – the ATCI is a one-year process designed to support systems change at the local level. To start this process, employees of Easter Seals Project Action, headquartered in Washington D.C., came to Knoxville to facilitate a two-day workshop. A team consisting of the Knoxville Regional TPO staff, City of Knoxville, Knoxville Area Transit (KAT), Knoxville Knox County Community Action Committee (CAC), Knoxville CAC Transit, and the East Tennessee Human Resource Agency (ETHRA) worked together to prepare the original grant and coordinate the workshop.

Exhibit 2: TPO Planning Area and the 16-County Knoxville Region



The goal of ATCI and the workshop is to promote cooperation between the transportation industry and the disability community to increase mobility for people with disabilities. The workshop had several purposes, including to:

- 1.) help update the Knoxville Regional Human Services Transportation Coordination Plan;
- 2.) help establish a coalition or advocacy group for accessible transportation;
- 3.) facilitate group discussion around the urgent issues for accessible transportation;

- 4.) provide technical assistance regarding best practices to reach solutions; and
- 5.) teach, through example, a community change process with which the coalition can continue to develop strategies to affect positive change in the future.

The workshop was held at the John T. O'Connor Senior Citizens Center on September 20th and 21st of 2011. In addition to the Project Action staff, approximately 25 people attended. Attendees identified several issues concerning accessible transportation facing the Knoxville region. These issues include the need to:

- 1.) increase both the amount of general transit services and programs for transporting people who are disabled;
- 2.) improve the coordination of existing transit services;
- 3.) establish dedicated funding for transit services;
- 4.) improve existing or construct new accessible pathways – including sidewalks, streets, greenways, and bus stops;
- 5.) educate riders regarding the availability of transportation services, including passenger rights and their responsibilities;
- 6.) make transportation planning, especially transit and pedestrian planning, an integral part of the various community planning and growth processes;
- 7.) provide assistance for people who may need someone to help them with their trip;
- 8.) increase the availability of accessible taxis; and
- 9.) provide help for families with older adults who are preparing to stop driving soon.

Participants of the workshop agreed to form a coalition and to continue to meet to help solve the identified issues, including working on the HSTCP. In recent months, the Coalition has conducted a survey of transit providers, including non-profits throughout the region, conducted research on the issue of the growing elderly population and the impact on the transportation system, and worked towards introducing accessible taxicabs to help provide additional options for those persons who are disabled. The membership has remained steady and includes representatives of the TPO, KAT, Knox County CAC Transit, ETHRA, Knoxville Knox County CAC Office On Aging, Volunteer Transportation Assistance Program, City of Knoxville Disability Services Office, Tennessee Department of Transportation, East Tennessee Area Office on Aging and Disability, AAA of East Tennessee, Patricia Neal Rehabilitation Center, Tennessee AARP, Helen Ross McNabb, Barrier-Free Initiative, Knoxville disABILITY Resource Center, University of Tennessee, Tennessee Commission On Aging & Disability, and several citizen advocates.

PlanET – Community Planning Process

In 2011, the region received a sustainable community grant through the U.S. Department of Housing and Urban Development (HUD). The grant covers five counties – Anderson, Blount, Knox, Loudon, and Union and funded a three-year process, called Plan East Tennessee (PlanET), which seeks to develop a regional “blueprint” to guide development over the next 30 years. The plan looks to address challenges related to jobs, housing, transportation, a clean environment, and community health.

The need for more transit has been a common theme in almost all aspects of the PlanET public outreach processes. Citizens are quickly realizing that transportation options are needed in order to

keep the community growing and prospering. Whether providing access to jobs, encouraging greater density in housing options, promoting health lifestyles, improving the environment, reducing transportation congestion, or planning for the population's aging trend transit has an important role in the region's future.

The Plan's Transportation Existing Condition's report recognized five recurring themes:

- Lack of regional transit presence (both in terms of service and governance),
- Cultural barriers to non-auto transportation,
- Lack of coordination between transportation and land use decision-making
- Limited connectivity in rural areas,
- Transportation needs of an aging population (choices, access, costs, etc.).

The PlanET Transportation working group continues to examine issues with a focus on: (1) rising transportation costs, (2) limited transportation options and a lack of regional transit, and (3) funding uncertainty being the top concerns. As part of PlanET, the University of Tennessee Social Work Office of Research and Public Service (SWORPS) is conducting outreach into the region's traditionally under-represented populations, including minorities (including Hispanics), elderly, persons of low-income, and persons with disability. A key part of the outreach is focus groups to help gain a better understanding of the needs of the under-represented, including transportation. Also, the University of Tennessee Transportation Research Center has been engaged to help research the needs and issues surrounding the possible implementation of a Regional Transportation Authority. No matter what recommendations or solutions emerge from the PlanET process one can clearly ascertain that they will impact regional transit and better coordination and planning will be important.

Inclusive Coordinated Transportation Partnership Project

In early 2013, the Knoxville Knox County Community Action Committee (CAC) Office on Aging and Knox County CAC Transit was awarded an Inclusive Coordinated Transportation Partnership Project grant. The project – titled – Knoxville Inclusive Planning for Transportation – was funded through an award administered by the Community Transportation Association of America, Easter Seals, the National Association of Area Agencies on Aging, and Westat. The project was supported by the TPO, ETHRA, KAT, Knoxville Regional Project Action Coalition, as well as many other agencies. The project's purpose is to gather information on the barriers to transportation for Knox County residents who are older and/or have disabilities that inhibit their mobility. The project plan provides opportunities for input from seniors and persons with disabilities (and specifically, persons with intellectual and developmental disabilities) to actively involve themselves with making public transportation more accessible. The main part of the Plan is to utilize the small group "Meeting in a Box" concept to conduct multiple small meetings (15) in many diverse locations. The "Meeting in a Box"-concept is that there will be a level of comparability from each group meeting due to the same format, materials, etc. being used. The actual location and group participants should be the only difference.

Because of the importance and the potential results of the Knoxville Inclusive Planning for Transportation grant in helping the elderly and people who are disabled break down the barriers to becoming more involved in the transportation decision-making process, PlanET has agreed to provide some additional funding so the project can be expanded to four additional counties. Also, if the

project is successful there is an opportunity for additional funding through the awarding agencies to help take the project to the next level. This could include identifying barriers to transportation and looking at ways to improve services provided. The Knoxville Inclusive Planning for Transportation is vital to the community for many reasons. First is to discover why more persons who are elderly and or disabled do not participate in the transportation planning process and then to eliminate those barriers. Second, the Knoxville Regional Project Action Coalition has been working to expand with not much success. The results of the Knoxville Inclusive Planning for Transportation project can help find new Coalition members who would like to remain involved. Third, the HSTCP Committee can use the results to help update and verify the needs of the community.

Knoxville Knox County Council on Aging Needs Assessment

Finally, more recently, the Knoxville Knox County Council on Aging (KCOA) conducted a needs assessment in May of 2012. The process aimed to ferret out fresh insight into unmet and under-supported senior services. The KCOA encourages, advocates on behalf of, and promotes issues of interest for all seniors in the community. One key purpose of KCOA is identifying the needs of older persons in Knox County and the resources necessary to provide those needs. The needs assessment process helped meet this intention. The meeting was well advertised in the local media. A front-page article appeared in the May/June issue of *Elder News and Views*. The meeting was also featured in the Office on Aging weekly bulletin in the Sunday *Knoxville News Sentinel*. TV interviews on the Community TV outlet and WVLT spread the information too.

The program split participants up into small discussion groups each led by two facilitators. Each small group participant offered issues and concerns; these in turn were consolidated into common themes. Each panel “voted” on its list to provide a weighting of importance, and then the participants suggested solutions. Each panel recorded the essence of its discussion. There were seven small-group panels formed from the full public participants who “brainstormed” the issues. Led by facilitators who focused and guided the discussions, the panelists articulated their concerns that were then epitomized by the recorders. Each panelist was allocated six votes that she or he could assign to the collective panel concerns one-by-one or in any amount up to the maximum allotment. The number of votes for each concern is shown with the appended data.

More than a dozen issues dominated the concerns expressed by participants. They can be classified in three groups. The most frequently mentioned were:

- Access and awareness; transportation
- Affordability; elder care; nutrition; caregiver respite; mental health; planning for aging; deaf community services; housing
- Wellness education and support; affordable adult day care; falls prevention, free legal services

Access and awareness and transportation averaged over twice as many mentions as those of any other issue. The economic slump put stress on the delivery of services, as more seniors needed food, transportation and other basic help. At the same time, aging Baby Boomers have begun swelling the ranks of older citizens, a trend that will continue for more than a decade. Perhaps this needs assessment effort will suggest ways to optimize services to a growing sector of the population when resources do not grow proportionately.

The Director of the Tennessee Commission on Aging and Disabilities (TCAD), Jim Shulman, participated in the Needs Assessment. As the newly named executive director of TCAD he stated he was getting up to speed on the issues facing Tennesseans, and he provided good insight on the changing needs and resources to meet them in his keynote address. Ultimately, Mr. Shulman launched his own statewide needs assessment by conducting listening sessions. On March 7, 2013, TCAD hosted a regional listening session in East Tennessee at the John T O’Connor Center. Over 175 people attended the event to share issues, needs, and concerns regarding older adults and persons with disabilities with State officials. The top issue identified in East Tennessee was the lack of transportation. Mr. Shulman reported transportation issues was one of the top issues identified throughout the State of Tennessee with concerns about Health Care and prescription drugs being of equal concern.

**SECTION THREE –
Funding Availability and Project Selection**

Under SAFETEA-LU and MAP-21 projects funded through Section 5310 Enhanced Mobility of Seniors & Persons with Disabilities (Enhanced Mobility), Section 5316 Job Access & Reverse Commute (JARC), and Section 5317 New Freedom must be in-keeping with those programs and projects listed in the local Human Services Transportation Coordination Plan. The Knoxville urban area still has FY 2012 Section 5316 JARC and Section 5317 New Freedom funding to allocate. Below is a list of the funding available at the time this Plan was published. Urban area funding for Section 5307 and Section 5339 are listed. There is no requirement that projects funded under Section 5307 or Section 5339 be associated with the HSTCP. However, under MAP-21, JARC activities can now be funded with Section 5307 urban area funds, so it makes since that they be incorporated into the HSTCP from a coordination perspective.

Federal Transit Administration Funding Programs Available To the Knoxville Urbanized Area

Funding represents Federal dollars and a local match is required. For capital projects, funding requires 80 percent federal – 20 percent local match. For operations projects, funding requires 50 percent federal – 50 percent local match. In most cases, the Tennessee Department of Transportation has provided half of the local match. Federal funds are allocated on a fiscal year that runs from October 1st to September 30th.

Funding can be used for capital and/or operations projects. The funding of operations (beyond maintenance activities) is new to FY 2013. Approximately half of the funding can be used for operations.

Table 1: Section 5307 – Urbanized Area Funding

Fiscal Year	Amount
FY 2013	\$2,628,816 (first six months) already programmed
FY 2013	\$2,628,816 (second six months) available to be programmed
FY 2014	\$5,257,632 estimated

Funding can be used for capital and/or operating projects and administration. Starting in FY 2013 New Freedom program folded into Section 5310 program. Note: FY 2013 – 55 percent must be used

for original 5310 activities and 45 percent can be used for New Freedom activities. Non-profits can apply for vehicles.

Table 2: Section 5310 – Enhanced Mobility for Seniors & People with Disabilities

Fiscal Year	Amount	
FY 2012	\$0	no direct allocation, TDOT awarded funding statewide
FY 2013	\$444,386	available to be programmed
FY 2014	\$444,386	estimated

Funding can be used for capital and/or operations projects and administration. Starting in FY 2013 the 5316 program was eliminated, but services are now eligible to be funded with Section 5307 funds.

Table 3: Section 5316 Job Access

Fiscal Year	Amount	
FY 2012	\$270,000	funding still available, needs to go through selection process
FY 2013	\$0	

Funding can be used for capital and/or operations projects and administration. Starting in FY 2013 New Freedom program folded into Section 5310 program.

Table 4: Section 5317 – New Freedom Program

Fiscal Year	Amount	
FY 2012	\$165,000	funding still available, needs to go through selection process
FY 2013	\$0	

Funding can be used for capital projects. This is a new program for FY 2013. However, it replaces another program that provided capital funding to the urban area.

Table 5: Section 5339 – Bus & Bus Facilities

Fiscal Year	Amount	
FY 2012	\$0	no allocation, new program which started in FY 2013
FY 2013	\$565,010	available to be programmed
FY 2014	\$565,010	estimated

Projects funded under Section 5310 Enhanced Mobility, Section 5316 JARC, and Section 5317 New Freedom are to be awarded through a competitive selection process conducted by the Knoxville Regional TPO. The competitive process is separate from the HSTCP planning process.

The competitive project selection process should strive to:

- Assure greater inclusion at the onset of the coordinated planning process to allow private sector participation or participation by others who have not been involved in the TPO planning process to alleviate concerns about a level playing field;
- Provide transparency and document the coordinated planning process and the competitive selection process;

- Publish an announcement that lays out program requirements and the process for receiving funds;
- Rank projects using – peer review, third party review, best practices advice, or a panel of planning partners, and then publish a list of selected projects for each locale;
- Evaluate who should provide services and ensure fair and equitable competition by allowing communities to build on transit agencies’ experiences with third party contracting for specialized services; and
- Create evaluation criteria that considers selecting projects that:
 - 1.) address gaps in current service provisions for targeted communities,
 - 2.) make use of available resources and leverage resources to the extent possible,
 - 3.) are considered for geographic distribution to encourage some level of diverse geographic disbursement,
 - 4.) coordinate with other Federal programs,
 - 5.) can be achieved with the given technical capacity of project sponsor, and
 - 6.) show evidence of broad solicitation for input.

Regardless of the competitive selection process used, it is important to demonstrate that the process is fair and equitable.

More details on the Section 5310 Enhanced Mobility, Section 5316 JARC, and Section 5317 New Freedom, follows:

Section 5310 Enhanced Mobility of Seniors & Individuals with Disabilities (Enhanced Mobility)

Before MAP-21, the Tennessee Department of Transportation (TDOT) administered the Section 5310 Enhance Mobility program statewide. The Section 5310 Enhanced Mobility program was established in 1975 as a discretionary capital assistance program granting awards to private non-profit organizations to serve the transportation needs of elderly persons and persons with disabilities. Many of the sub-recipient non-profit agencies used the vehicles primarily for transportation of their own clients. Increasingly, FTA guidance encouraged and required coordination of the program with other Federal human service transportation programs. In lieu of purchasing vehicles, acquisition of service in order to promote use of private sector providers and coordination with other human service agencies and public transit providers was made an eligible expense. The program requires coordination with other federally assisted programs and services in order to make the most efficient use of Federal resources. Under MAP-21, the Knoxville urban area will receive a direct allocation of Section 5310 Enhanced Mobility funding to administer itself. However, it is the current understanding that the TDOT still has FY 2012 funding to distribute. As FY 2012, funding is under SAFETEA-LU, those funds will still be distributed statewide by TDOT. TDOT must ensure that local applicants and project activities are eligible and in compliance with Federal requirements. SAFETEA-LU required that projects funded from Section 5310 be derived from a locally developed coordinated public transit human services transportation plan.

Under MAP-21, Section 5310 Enhanced Mobility funding is intended to enhance mobility for seniors and persons with disabilities by providing funds for programs to service the special needs of transit-dependent population beyond traditional public transportation services and ADA complementary

paratransit services. At least 55 percent of the program funds must be used on capital projects that are public transportation projects planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable. Many non-profits have used this funding to purchase vans under this program. The remaining 45 percent may be used for public transportation projects that exceed the requirements of ADA, public transportation projects that improve access to fixed-route services and decrease reliance by individuals with disabilities on complementary paratransit, and alternatives to public transportation that assist seniors and individuals with disabilities. For the Knoxville urban area, local allocations started with the passage of MAP-21 and cover FY 2013 and FY 2014. It is important to remember that under MAP-21, the Section 5317-New Freedom program was consolidated into the 5310 Program. One new element is that the Section 5310-Enhanced Mobility program permits the acquisition of public transportation services as a capital expense.

Prior to MAP-21 and FY 2013, the TDOT administered the Section 5310-Enhanced Mobility funds that covered the Knoxville urban area. At that time, non-profits who sought funding for vans applied directly to TDOT. Now, the Knoxville urbanized area receives a direct allocation of Section 5310-Enhanced Mobility funds and project selection is being determined locally through this Call-For-Projects. It is not known at this time whether TDOT will allow non-profits located in the Knoxville urban area to apply to TDOT any longer for Section 5310-Enhanced Mobility funds.

Section 5316 Job Access & Reverse Commute Programs (JARC)

In general, projects and expenses eligible for JARC funding must relate to the development and maintenance of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment, including, in some cases, childcare. Examples of eligible projects include, but not limited to: late-night and weekend service, guaranteed ride home service, shuttle service, expanded fixed-route transit routes, demand response van service, ridesharing and carpooling activities, bicycling, local car loan programs, promotion and marketing, and the purchase of vehicles or other capital equipment. As noted, there is only one year (FY 2012) of funding available to be funded directly by Section 5316-JARC funding. However, while MAP-21 technically eliminated the Section 5316-JARC program, FTA does allow those former activities to be eligible for funding under the FTA Section 5307 urban area funding.

Section 5317 New Freedom Program

Funding requirements state New Freedom program funds can be used for new public transportation services and public transportation alternatives beyond those required by the ADA that assist individuals with disabilities with transportation. FTA has proposed that “new public transportation services” and “public transportation alternatives beyond those required by ADA” be considered separate categories of service. Therefore, new service is not required to go beyond the ADA. Rather, it must simply be new service that is targeted toward people with disabilities; and meets the intent of the program by removing barriers to transportation. Eligible activities include (but are not limited to) purchase of vehicles, ride sharing, vanpooling, training, administering voucher and transit pass programs, volunteer driver and aid programs, mobility management, training for individual users on alternative options, and corridor services providing access for populations beyond one agency or organization within a community. As noted, there is only one year (FY 2012) of funding available to be funded directly by Section 5317-New Freedom funding. However, MAP-21 folded the Section 5317-New Freedom program into the Section 5310-Enhanced Mobility program starting in FY 2013.

Therefore, New Freedom eligible projects can be funded in FY 2013 and FY 2014, but source of funding would be Section 5310-Enhanced Mobility funds.

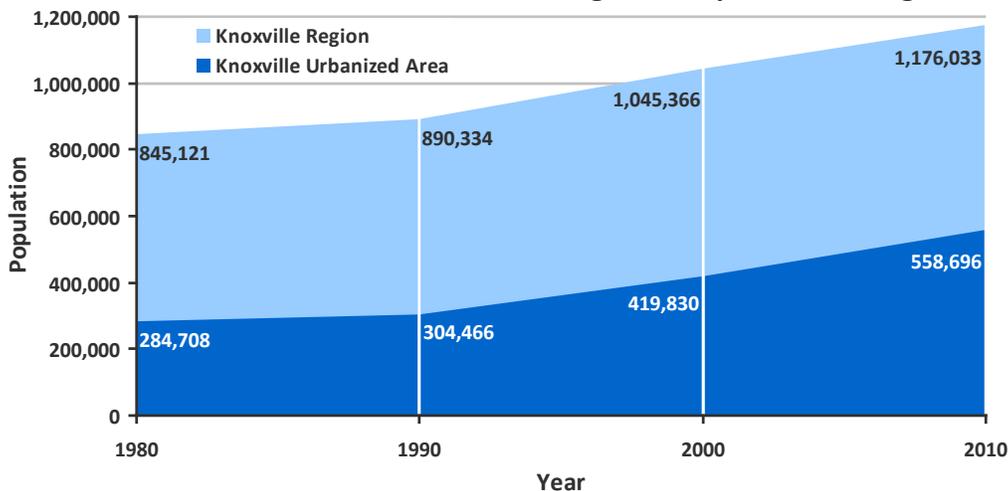
SECTION FOUR – Demographics of the Study Area

Data for the Knoxville Region was gathered from the 2010 U.S. Census, the 2008-2010 American Community Survey, Tennessee Department of Labor and Workforce Development, and the University of Tennessee Center for Business and Economic Research. The TPO planning area (Exhibit 2) consist of all of Knox County and the 2010 Census defined urbanized portions of Anderson, Blount, Loudon, and Sevier Counties, which includes the cities of Alcoa, Clinton, Lenoir City, Loudon, Maryville, and Oak Ridge, as well as the unincorporated area of Seymour. Because most of the data is at the county level a second geographic level was defined as the “Knoxville Region” (Exhibit 2) containing all of Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Jefferson, Knox, Loudon, Monroe, Morgan, Roane, Scott, Sevier, and Union counties.

Population

The boundaries of the Knoxville Urban Area have expanded greatly in recent decades. As a result, the urbanized population has increased dramatically, from 284,708 in 1980 to 558,696 in 2010. The population in the 16-county Knoxville Region has grown significantly as well, though not as dramatically as the Urbanized Area, from 845,121 in 1980 to 1,176,033 in 2010 (see Figure 1).

Figure 1: Knoxville Urbanized Area & TPO Planning Area Population Change, 1980-2010



Source: U.S. Census Bureau Urban & Rural Classification, 1980, 1990, 2000, & 2010. U.S. Census Bureau Total Population, 1980, 1990, 2000, & 2010.

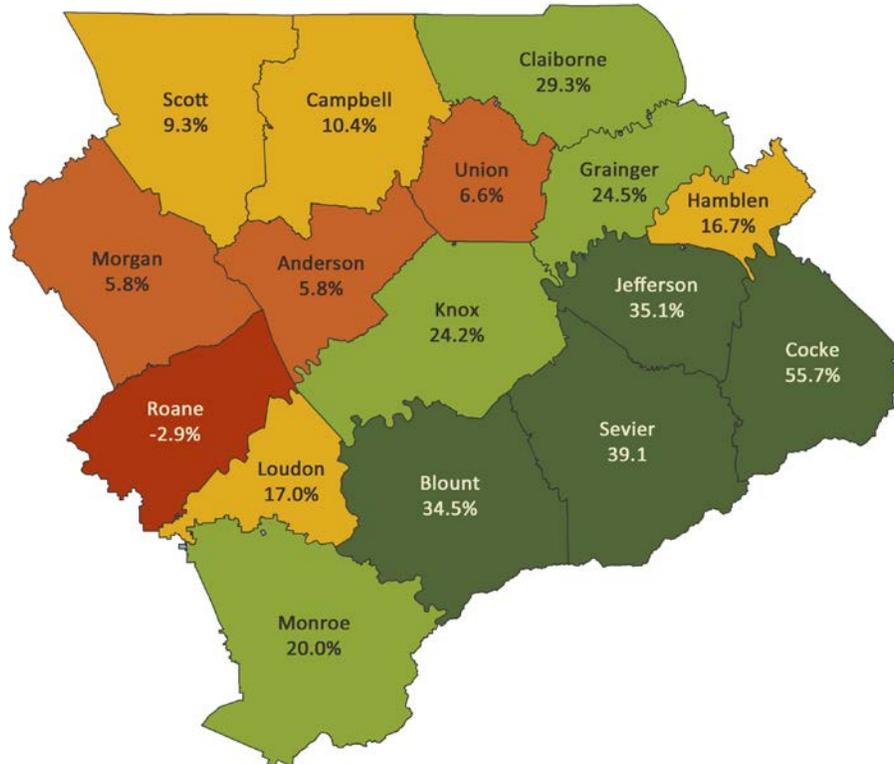
As shown in Table 6 the population of the Knoxville Region is estimated to be 1,176,033 in 2010 and projected to increase by over 23 percent to 1,511,524 by 2040, with Cocke County slated to experience the greatest growth (55.7 percent). Sevier, Blount, and Jefferson Counties are expected to see considerable population growth as well. Exhibit 2 shows the percentage increase in population each county is projected to experience by 2040.

Table 6: Knoxville Region Historical Population Trends by County

COUNTY	Total Population				Projected Population			% Change (2010-2040)
	1980	1990	2000	2010	2020	2030	2040	
Anderson	67,346	68,250	71,330	75,129	77,949	80,367	81,179	8.1%
Blount	77,770	85,969	105,823	123,010	137,001	155,543	173,343	40.9%
Campbell	34,923	35,079	39,854	40,716	43,036	44,846	46,298	13.7%
Claiborne	24,595	26,137	29,862	32,213	34,843	38,784	42,823	32.9%
Cocke	28,792	29,141	33,565	35,662	40,302	47,868	58,379	63.7%
Grainger	16,751	17,095	20,659	22,657	23,778	25,922	28,764	27.0%
Hamblen	49,300	50,480	58,128	62,544	66,262	70,693	75,073	20.0%
Jefferson	31,284	33,016	44,294	51,407	57,983	65,990	73,299	42.6%
Knox	319,694	335,749	382,032	432,226	480,538	527,740	566,175	31.0%
Loudon	28,553	31,255	39,086	48,556	53,056	57,095	59,192	21.9%
Monroe	28,700	30,541	38,961	44,519	48,508	52,916	55,274	24.2%
Morgan	16,604	17,300	19,757	21,987	22,265	22,992	23,283	5.9%
Roane	48,425	47,227	51,910	54,181	54,246	54,059	52,506	-3.1%
Scott	19,259	18,358	21,127	22,228	22,244	23,215	24,077	8.3%
Sevier	41,418	51,043	71,170	89,889	101,102	116,428	131,235	46.0%
Union	11,707	13,694	17,808	19,109	19,743	20,391	20,624	7.9%
Knoxville Region	845,121	890,334	1,045,366	1,176,033	1,282,856	1,404,849	1,511,524	28.5%

Source: U.S. Census Bureau Total Population, 1980, 1990, 2000, & 2010. University of Tennessee, Center for Business and Economic Research (CBER).

Exhibit 3: Knoxville Region 2015-2040 Projected Population Increase



Source: The University of Tennessee, Center for Business and Economic Research.

Age

The Knoxville Region faces the nationwide challenge with the aging of the baby boomers. As Table 7 shows, there are 255,617 individuals age 60 and over. This represents approximately 22 percent of the population or more than 1 in 5. Table 7 focuses on the growth of persons who are age 60 and in the next 25 years.

Table 7: Knoxville Region Elderly Populations by County

COUNTY	Age 60-64	% of Total Pop	Age 60+	% of Total Pop	Age 65+	% of Total Pop	Age 85+	% of Total Pop
Anderson	5,010	6.7	18,074	24.1	13,064	17.4	2,126	2.8
Blount	8,231	6.7	28,001	22.8	19,770	16.1	2,353	1.9
Campbell	2,834	7.0	9,845	24.2	7,011	17.2	706	1.7
Claiborne	2,205	6.8	7,347	22.8	5,142	16.0	515	1.6
Cocke	2,632	7.4	8,597	24.1	5,965	16.7	550	1.5
Grainger	1,651	7.3	5,276	23.3	3,625	16.0	268	1.2
Hamblen	4,014	6.4	13,932	22.3	9,918	15.9	1,041	1.7
Jefferson	3,502	6.8	11,836	23.0	8,334	16.2	695	1.4
Knox	24,243	5.6	80,734	18.7	56,491	13.1	7,343	1.7
Loudon	4,121	8.5	14,555	30.0	10,434	21.5	1,083	2.2
Monroe	3,345	7.5	10,663	24.0	7,318	16.4	710	1.6
Morgan	1,387	6.3	4,402	20.0	3,015	13.7	279	1.3
Roane	4,154	7.7	14,209	26.2	10,055	18.6	1,181	2.2
Scott	1,298	5.8	4,351	19.6	3,053	13.7	331	1.5
Sevier	6,015	6.7	19,932	22.2	13,917	15.5	1,306	1.5
Union	1,231	6.4	3,863	20.2	2,632	13.8	219	1.1
Region	75,873	6.5	255,617	21.7	179,744	15.3	20,706	1.8

Source: U.S. Census Bureau Total Population, 2010.

Table 8: Knoxville Region Projected Elderly Population Growth, 2015-2040

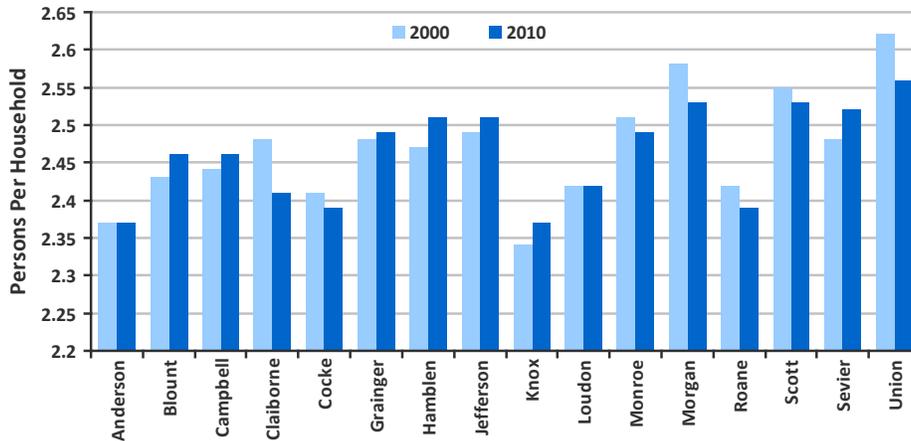
Age	2015	2020	2025	2030	2035	2040	Growth
Age 60+	295,026	337,135	375,961	402,417	418,747	422,514	43.2%
Age 65+	214,046	247,928	282,711	312,489	330,129	339,123	58.4%
Age 85+	22,831	24,604	27,911	33,736	41,306	46,453	103.5%

Source: The University of Tennessee, Center for Business and Economic Research. Population Projections for Tennessee and Counties by Gender and Age Group, 2015-2040.

Households

In response to the increase in population, the number of housing units in the Knoxville Region has increased 11.9 percent from 423,516 in 2000 to 473,779 in 2010. Change in the average household size was vastly different by county from 2000 to 2010 (see Figure 2). The greatest decrease was in Claiborne County, which dropped from 2.48 persons in 2000 to 2.41 persons in 2010. Whereas the greatest increase was in Hamblen County which grew from 2.47 persons in 2000 to 2.51 persons in 2010 and Sevier County with 2.48 persons in 2000 and 2.52 persons in 2010.

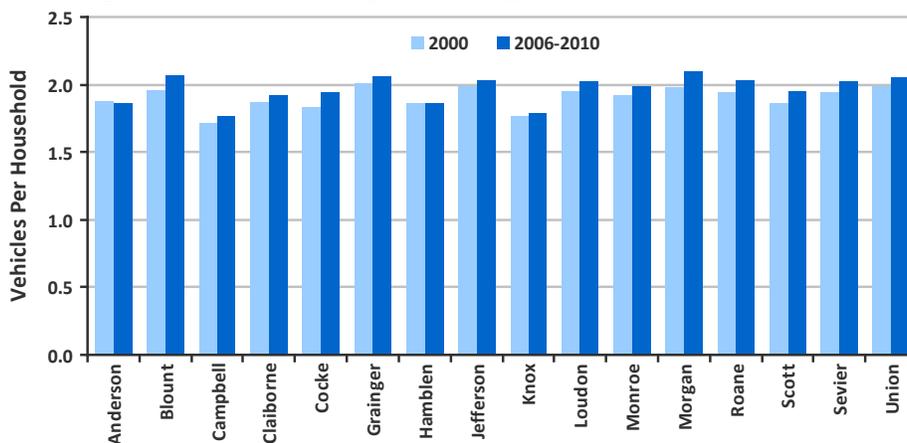
Figure 2: Knoxville Region Average Household Size



Source: U.S. Census Bureau, 2010 Profile of General Population and Housing Characteristics, DP-1.

While the average household size in the Knoxville Region varies by county, in general the number of vehicles per household continues to increase (see Figure 3). Knox and Campbell counties have the lowest number of vehicles per household whereas Morgan, Blount, and Grainger counties have the highest number of vehicles per household.

Figure 3: Knoxville Region Average Vehicles per Household



Sources: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates, Aggregate Number of Vehicles Available in Occupied Housing Units, B25046. U.S. Census Bureau, Census 2000 Summary File 3, Matrices H7, H44, H46, HCT11, and HCT12.

Table 9 shows that over 5 percent of the region’s households do not have access to a vehicle. Knox County has 10,157 households with no access to a vehicle, which by far is the most for any county in the region. While household size varies slightly by county, it can be estimated that over to 60,000 individuals do not have access to a vehicle. And while everyone in a household may not necessarily be of driving age it does not decrease the significance of the need for transportation. In Knox County, if you live within a mile-and-a-half of a middle or high school the parent is responsible for transporting their child. While children should be encouraged to walk, many places in our community are unsafe for pedestrians. Families must also shop, transport children to after school activities, or go to the doctor, all of which will most likely require some sort of transportation.

Table 9: Knoxville Region Zero Vehicle Households

COUNTY	Zero Vehicle Households	(%) of Total Households
Anderson	2,146	6.9
Blount	2,043	4.2
Campbell	1,362	8.6
Claiborne	856	6.8
Cocke	1,004	6.8
Grainger	534	6.2
Hamblen	1,427	5.8
Jefferson	883	4.5
Knox	10,157	5.7
Loudon	827	4.3
Monroe	804	4.6
Morgan	419	5.3
Roane	1,081	4.8
Scott	732	8.5
Sevier	1,622	4.3
Union	339	4.6
Region	26,236	5.5

Source: U.S. Census Bureau, 2006-2010 ACS 5-Year Estimates, Number of Workers In Household By Vehicles Available, B08203.

Income

Median household income has continued to increase throughout the Region. The greatest percentage increases in median income since 2000 were in Morgan (32.7 percent), Roane (28.5 percent), and Anderson (25.8 percent) counties. The lowest percentage increases occurred in Grainger (9.4 percent), Union (10.3 percent), and Cocke (12.7 percent) counties. Loudon County reported the highest median income in 2010, \$49,343.

COUNTY	2006-2010	2000	% Change
Anderson	44,650	35,483	25.8%
Blount	47,322	37,862	25.0%
Campbell	30,686	25,285	21.4%
Claiborne	31,353	25,782	21.6%
Cocke	28,809	25,553	12.7%
Grainger	30,623	27,997	9.4%
Hamblen	39,807	32,350	23.1%
Jefferson	38,239	32,824	16.5%
Knox	46,759	37,454	24.8%
Loudon	49,343	40,401	22.1%
Monroe	36,209	30,337	19.4%
Morgan	36,772	27,712	32.7%
Roane	42,698	33,226	28.5%
Scott	28,728	24,093	19.2%
Sevier	41,476	34,719	19.5%
Union	30,143	27,335	10.3%

Source: U.S. Census Bureau, 2006-2010 ACS 5-Year Estimates,

Table 10 shows the total number of individuals below poverty level for each county. Approximately 15.7 percent of the Region’s population lives below poverty level. Union, Scott, Cocke, and Campbell counties all have over 20 percent of their population living below poverty, with Blount County at the lowest level with 11.7 percent.

Table 10: Knoxville Region Individuals Below Poverty Level

COUNTY	People Below Poverty	(%) of Total Population
Anderson	12,112	16.5
Blount	13,913	11.7
Campbell	9,285	23.2
Claiborne	5,995	19.3
Cocke	9,169	26.3
Grainger	4,085	18.7
Hamblen	10,761	17.7
Jefferson	8,852	18.2
Knox	55,989	13.7
Loudon	6,467	13.8
Monroe	8,152	18.8
Morgan	3,755	19.2
Roane	7,138	13.4
Scott	5,364	24.5
Sevier	11,664	13.5
Union	4,145	21.9
Region	176,846	15.7

Source: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates, Selected Economic Characteristics, DP03.

Persons with a Disability

Table 11 shows the number of persons who have a disability by county, with 190,358* in the Knoxville Region. This represents over 16 percent* of the population. Persons were able to select in the Census a range of disabilities including sensory, physical, mental, self-care, go-outside-home, and employment disability. Of the persons who are disabled, over 36 percent are age 65 and over.

Table 11: Knoxville Region Persons with Disability & Age

COUNTY	Disability Population		Disability Population: Age 64 & Under		Disability Population: Age 65 & Over	
	Total	(%) of Total Population	Total	(%) of Total Disability Pop	Total	(%) of Total Disability Pop
Anderson**	12,712	17.1	7,447	12.8	5,265	42.5
Blount**	17,894	14.6	11,340	11.0	6,554	33.2
Campbell***	9,806	24.3	6,731	20.0	3,075	46.5
Claiborne***	6,876	21.7	4,785	17.7	2,091	44.5
Cocke***	8,108	23.1	5,398	18.3	2,710	48.3
Grainger***	5,221	24.0	3,926	20.8	1,295	44.2
Hamblen***	11,504	18.6	7,192	13.7	4,312	46.2
Jefferson***	9,890	19.7	6,723	15.8	3,167	41.0
Knox**	53,526	12.5	33,182	8.9	20,344	36.3
Loudon***	7,610	16.0	4,149	10.9	3,461	35.4
Monroe***	9,580	21.8	6,303	17.0	3,277	47.7
Morgan***	4,073	21.1	2,653	16.0	1,420	51.7
Roane***	12,476	23.3	7,785	17.7	4,691	49.5
Scott***	5,062	22.9	3,167	16.5	1,895	66.0
Sevier**	16,020	17.8	10,508	13.8	5,512	40.8
Union*	-	-	-	-	-	-
Region*	190,358	16.5	121,289	63.7	69,069	36.3

* Estimate is not available for Union County. Regional totals do not include Union County.

** Source: U.S. Census Bureau, 2010 American Community Survey 1-Year Estimate, Disability Characteristics, S1810.

*** Source: U.S. Census Bureau, 2008-2010 American Community Survey 3-Year Estimate, Disability Characteristics, S1810.

Employment

In 2010, there were 524,414 people employed within the Knoxville Region, an increase from 2000 of 8.89 percent. Since 2000, the greatest percentage increases in employment occurred in Sevier (24.1 percent), Blount (12.5 percent), and Knox (11.6 percent) counties. Knox County continues to lead the Region with 209,556 employees in 2010. As of 2010, there are 568,478 people in the labor force throughout the Region, an increase of 11.6 percent from 2000.

Table 12 shows that 43,180 individuals age 16 and over who are unemployed by county. Knox County has the largest population of unemployed at 13,710 followed by Blount (4,060) and Sevier (4,050) Counties.

Table 12: Knoxville Region Total Individuals Unemployed Age 16 & Over

COUNTY	Individuals Unemployed	
	Age 16 & Over	(%)
Anderson	2,810	7.5
Blount	4,060	6.3
Campbell	1,720	10.2
Claiborne	1,260	9.7
Cocke	1,690	10.4
Grainger	940	9.8
Hamblen	2,520	8.8
Jefferson	2,230	9.5
Knox	13,710	5.8
Loudon	1,560	6.2
Monroe	1,860	10.2
Morgan	900	10.0
Roane	1,990	7.2
Scott	1,230	15.4
Sevier	4,050	8.2
Union	650	7.2
Region	43,180	7.3

Source: Tennessee Department of Labor and Workforce Development, April 2012.

SECTION FIVE – Assessment of Available Services

This section provides a brief description of available services in the Knoxville Region

Knoxville Area Transit (KAT)

KAT is the largest provider of public transit in the Knoxville Region. KAT focuses a majority of its services within the City of Knoxville but does provide some service in Knox County outside. KAT provides fixed-route bus service, downtown trolley circulators, and door-to-door paratransit service for the disabled. The KAT fixed route bus system consists of 28 routes and over 2,000 stops served by a fleet of 74 buses and 20 demand-response vans. In 2012, KAT provided approximately 3.6 million passenger trips. In June 2013, KAT made a significant change to its fixed-route system. Most of the core routes (Kingston Pike, Broadway, and Magnolia Avenue) were upgraded to 15 minute service. Some neighborhood routes that were hourly were increased to 30 minute service. In addition, KAT added two new routes and modify some existing routes. For the most up-to-date map, visit www.katbus.com.

Knox County CAC Transit

Knox County CAC Transit provides public demand-response transportation for Knox County. A key part of CAC Transit’s mission is to increase access to community resources for those with no other means of transportation. CAC Transit uses multiple funding sources to provide services. Some sources allow them to provide service to the public while other services are limited based on funding or pre-determined eligibility requirements. A majority of trips provided are healthcare related. CAC Transit also has a Job Access & Reverse Commute program, a demand responsive service for employment

and training that operates 24 hours a day, seven days a week. CAC Transit averages 815 one-way trips per day and provides over 200,000 one-way trips a year. In FY 2012, CAC Transit provided 15,009 Job Access trips and 4,441 New Freedom trips. In FY 2012, CAC transit vehicles traveled 1.75 million miles in providing transportation services. The majority of CAC Transit trip origins and destinations are within Knox County however, some do begin or end outside of the county. For FY 2012, 52 percent of CAC Transit's trips were for medical purposes, 30 percent were for employment and training, and 18 percent were other essential errands.

Volunteer Assisted Transportation Program

The Volunteer Assisted Transportation (VAT) program is part of the Knox County CAC Office on Aging, funded through the FTA New Freedom program and matched by TDOT and CAC. The VAT is a nonprofit, volunteer-driven program that provides accessible and affordable transportation services to Knox County seniors and people with disabilities who require aid and assistance to travel safely. The VAT program also has a mobility navigator who acts as a "transportation counselor" working one-on-one with clients to find them the best transportation options. Finally, the VAT program has the resources to contract with Knox County CAC Transit for group or coordinated trips. For FY 2012, 43 volunteers provided 4,441 trips, and VAT contracted for another 1,027 rides and provided 815 people with transportation counseling or information.

The Knoxville Commuter Pool (KCP) and the Tennessee Vans Program

The KCP and Tennessee Vans have long reaching ties and provide a valuable service to Knox County. Both agencies assist in arranging carpools and vanpools. The Knoxville area has been a model for carpooling and vanpooling for the country. The carpooling and vanpooling option is one that is easy to arrange and can be easily instituted with employer participation. The KCP and Tennessee Vans Program have instituted several innovative programs, including car and/or van leasing programs and establishing Park and Ride lots throughout the Knoxville area.

East Tennessee Human Resource Agency (ETHRA)

ETHRA provides public demand-response transportation to residents of 16 counties in East Tennessee. ETHRA's goal is to provide affordable, safe, quality, dependable transportation. While ETHRA's primary focus is to serve residents who have no other source of transportation. ETHRA operates 115 vehicles and provides 250,000 one-way trips a year. In FY 2012 ETHRA provided the most trips in Knox County (46,016) and the fewest trips in Morgan County (5,213). This also included 35,719 trips in Hamblen, 31,076 in Blount, 4,215 in Grainger, and 3,872 in Union County. In FY 2012 39 percent of ETHRA's trips were for medical purposes, 15 percent were for employment, and the remaining 46 percent divided among a variety of purposes.

Oak Ridge Transit System

The Oak Ridge Transit System provides public transit service throughout the City of Oak Ridge. Oak Ridge Transit operates three ADA accessible mini-buses and a van. The system served 6,000 riders in FY 2012. The City of Oak Ridge also has a taxicab voucher program that helps offset the cost of fares for citizens who are elderly or disabled.

Smart Trips Program

The Knoxville Smart Trips Program is housed within the TPO. Current goals of the Smart Trips Program are to reduce peak-hour traffic congestion on major roadways in the Knoxville Region and

reduce long-term parking needs in Downtown Knoxville. The program aims to improve mobility while reducing the number of commute trips made in single occupant vehicles and thus improve air quality. Getting businesses involved in promoting transportation choices and implementing Smart Trips strategies is another important goal of the program.

The main component of the Smart Trips Program is the implementation of Commute Trip Reduction (CTR) programs at individual worksites. The Smart Trips employer outreach coordinator helps develop and initiate these programs, but they need to be sustained in the long-term by the employer. Another component of the Smart Trips Program is a public information campaign via television, radio, and online advertising.

An online ride-matching service is provided by Smart Trips free of charge to the public. The Smart Trips website also allows people to register for the Smart Trips program. If participants log their alternative mode commutes each week, they are eligible for monthly prizes. This database allows Smart Trips to quantify results, although not everyone who used alternative transportation registers for Smart Trips, and not every participant remembers to log their commutes.

Section 5310 Providers

Occasionally, Knox County CAC Transit, KAT, and ETHRA have received Section 5310 funding. Other agencies receiving Section 5310 funding over the years are:

- Sertoma Center, Inc – 1400 East Fifth Avenue, Knoxville, TN 37917
- Cerebral Palsy Center of Knoxville – 241 E. Woodland Avenue, Knoxville, Tennessee 37917
- Douglas Cooperative, Inc – 1101 Wagner Drive, Sevierville, TN 37862 (Knoxville TPO Non-Attainment area)
- Lakeway Center for the Handicapped, Inc – 320 Industrial Avenue, Morristown, TN 37813 (within the Lakeway TPO area)
- Michael Dunn Center – 629 Gallaher Road, Kingston, TN 37763
- Emory Valley Center – 715 Emory Valley Road, Oak Ridge, TN 37830
- Mid-East Community Action Agency – P.O. Box 790, Kingston, TN 37763
- Evergreen Presbyterian Ministries, Inc. – 1304 Wilson Road, B #105, Knoxville, TN 37912
- Adult Community Training, Inc. – 5410 Highway 321 North, Lenoir City, TN 37771
- Ridgeview Psychiatric Hospital and Center, Inc. – 240 West Tyrone Road, Oak Ridge, TN 37830
- Community Health of East TN, Inc. – P.O. Box 209, Jacksboro, TN 37757
- Breakthrough Corp – 1805 Maryville Pike, Knoxville, TN 37920
- Sunshine Industries (The ARC Knox County) – 3000 North Central Avenue, Knoxville, TN 37917

Other Providers

There are many other transportation providers in the area including taxis, limousine services, and ambulances. In addition, many churches, child and adult day care centers, or nursing homes also have their own vans. Below is a list of other providers. This includes those agencies that provide funding for transportation. Whether a service that actually provides service or just funds service, they are all stakeholders.

- Covenant Health
- Senior Companions Program
- Foster Grandparents Program
- Senior Nutrition Program
- Cerebral Palsy Center
- Sertoma Center
- Retired Senior Volunteer Program
- Families First
- Workforce Connections
- BlueCare (MCO)
- AmeriChoice (MCO)
- Preferred Health Partnership (MCO)
- Tennessee Behavioral Health (MCO)
- John T. O'Connor Senior Center
- Community Services Block Grant (CSBG) funds
- Older American Act Funds
- Knox County Funds
- City of Knoxville Funds
- Tennessee Department of Transportation
- Federal Transit Administration
- Knoxville Knox County Community Action Committee
- XLHealth
- Family Friends
- Sunshine Industries

SECTION SIX – Assessment of Transportation Needs

On October 1, 2012 the new transportation act, MAP-21 became effective. MAP-21 and the corresponding regulations cover any FTA funding starting in FY 2013 (October 1, 2012). Because, the Knoxville urban area still has FY 2012 – Section 5316 JARC and Section 5317 New Freedom funding to obligate, those funds are still regulated by the FTA rules under SAFETEA-LU. Therefore, this HSTCP seeks to cover the requirements of both transportation acts.

SAFETEA-LU and its supporting guidance required that projects to be funded with Section 5310 Enhanced Mobility, Section 5316 JARC, and Section 5317 New Freedom grants be derived from a locally developed, coordinated public transit human services transportation coordination plan (HSTCP). And, that plan must be developed through a process that includes representatives of public, private, and nonprofit transportation and human services providers and participation by the public. A coordinated plan is defined as a unified comprehensive strategy for public transportation service

delivery that identifies the transportation needs to individuals with disabilities, older adults, and individuals with limited incomes; lays out strategies for meeting those needs; and prioritizes services. The coordinated plan should seek to maximize local programs collective coverage by minimizing duplication of services. In addition, FTA proposed that a coordinated plan should incorporate activities offered under other programs sponsored by Federal, State, and local agencies.

Under the new transportation act, MAP-21, several changes occurred to the Section 5310 Enhanced Mobility, Section 5316 JARC, and Section 5317 New Freedom grant programs. First, for urban areas the size of Knoxville, they receive a direct allocation of Section 5310 Enhanced Mobility funding to administer themselves. Under SAFETEA-LU, TDOT managed the Section 5310 Enhanced Mobility funding statewide. The FTA still requires a HSTCP for projects to be funded with Section 5310 Enhanced Mobility grant funds. Under MAP-21 the Section 5317 New Freedom program was merged with the Section 5310 Enhanced Mobility program. So, now, Section 5310 Enhanced Mobility funds can be used for either Section 5310 projects or New Freedom type projects. MAP-21 caps the amount of Section 5310 Enhanced Mobility funding available to be used for New Freedom type projects at 45 percent of the urban area funding allocated to the program. Section 5316 JARC was eliminated under MAP-21. However, FTA will allow communities that wish to continue to fund JARC type projects to do so out of the Section 5307 urban area funding. This is a local funding decision. And, while it is not required for JARC type projects to be coordinated through the HSTCP, locally it is felt that coordination through the HSTCP needs to exist.

FTA through the supporting guidance requires the following “core” elements in the HSTCP:

- Assessment of available services that identifies current providers (public, private, and non-profit);
- An assessment of transportation needs for individuals with disabilities, older adults, and people with low income;
- Strategies and/or activities to address the identified gaps and achieve efficiencies in services delivery; and
- Relative priorities for implementation based on resources, time, and feasibility for implementing specific strategies/activities identified.

A good faith outreach effort needs to occur in developing the plan. FTA recommends, to the extent feasible that area transportation planning agencies, transit riders, non-profit transportation providers, other government agencies that administer health, employment, or other support programs, non-profit organizations, advocacy organizations, security and emergency management, community based organizations, job training and placement organizations, and elected officials among others be included.

FTA proposes that the coordinated plan follow the update cycles for metropolitan plans (every four years in air quality non-attainment areas). SAFETEA-LU required the initial plan be in place for FY 2007 funding. The Governor designated the TPO (doing business as the Knoxville Knox County Metropolitan Planning Commission) as the designated recipient for JARC and New Freedom funds in 2007. For the changes to the Section 5310 Enhanced Mobility grant program under MAP-21, the TPO Executive Board as recommended to the Governor that the TPO (MPC) be the designated recipient for the Section 5310 funding. At the time of the report that declaration by the Governor was pending.

Assessment of the Knoxville Region Transportation Needs

The following is a summary of the top needs identified in the Knoxville region:

- Additional transit services are needed. Services should be accessible to all citizens including those who are elderly, disabled, or of low income.
- Citizens support increase funding for transit. While passengers should contribute, fares should remain affordable.
- A variety of services should be offered using different sized vehicles that can provide a more efficient service.
- If possible, transfers between transit service providers should be made available.
- Often citizens do not realize services are already available. Efforts should be undertaken to inform citizens and about the availability of transit services.
- Often medical staffs, counselors, and human service organizations are a first point of referral for transit services. Efforts should be undertaken to inform staff about the availability of transit services.
- First time passenger may feel more comfortable using transit if escorted travel trainers were available.
- Often the most frail and disabled cannot ride a bus or van. Regular escorts or assistants should be available to provide trips in cars or minivans.
- Greater access to transit can be created in infrastructure and amenities such as sidewalks, shelters, and signs were more often provided.
- Area transit services should be coordinated to increase efficiency.
- Using or sharing technology can help create a more conducive coordination environment.
- Additional research concerning Regional Transportation Authorities should occur.

In assessing the transportation needs of the community, especially those persons who are disabled, elderly, or of low income several techniques were used. These techniques included a combination of public meetings, surveys, and use of prior planning efforts. The Knoxville community has a rich heritage of undertaking communitywide efforts, involving thousands of citizens. In culminating all of the relevant information the following reports are used: Job Access and Reverse Commute (JARC) Plans (1998-2006); Nine Counties One Vision Plan (2000); Council on Aging Long Range Planning Committee Report (2001); Regional Transportation Alternatives Plan (2002); KAT Action Plan 2010 (2002); Knox County Mayor Mike Ragsdale Senior Summit Report (2002-2005); The East Tennessee Pre-White House Conference On Aging Report (2005), KAT Transit Development Plan (2009), Knoxville Regional Project Action Coalition survey and reports (2011-2013), Knoxville Knox County Council on Aging Needs Assessment (2012), Knoxville Regional Transit Corridor Study (2013) the 2040 Knoxville Long Range Regional Mobility Plan (2013), and Plan East Tennessee (2011-2013).

These past studies make it very evident that most of those persons who participated in these efforts support increased transit services. Those persons who are transit dependent especially would like to see extensive increases in transit services. Several studies have called for 24-hour, 7-day-a-week service, noting people who have cars are not limited to when they can travel. While all day service would be ideal and allow riders maximum freedom to move around the community at anytime,

funding limitations make putting out any significant all day service impractical in the short term. Funding concerns were present in almost all of these reports and it was recognized that most local governments felt like they were already contributing an amount acceptable to the local citizenry. However, a telephone survey of both transit and non-transit riders, done as part of the KAT Action Plan 2010, concluded that Knoxville and Knox County residents strongly believe that public transit:

- 1.) helps reduce congestion;
- 2.) improves the environment;
- 3.) promotes economic development; and
- 4.) gets people to jobs and health care.

Approximately 40 percent of the respondents who currently do not use transit said they would try if services were more frequent and closer to home. Two-thirds of the respondents said additional tax dollars should be spent to make transit improvements. These findings reinforce the message that has been consistently echoed over the last few years that people want more transportation choices in their daily life.

Additional transit services are needed throughout the urban area. Even where current services exist, additional capacity is needed so services can respond more quickly to passenger needs. Most demand response services are geared towards medical trips. Additional capacity needs to exist so people can make trips other than just medical, such as for employment. There are people in the community who cannot physically drive or the rising cost of maintaining and fueling a car is too expensive. Many people need rides to work and not just during normal work hours. The Knoxville region needs workers around the clock for both industrial and service industry jobs. Plus, additional demand response service is needed so same day service can occur. Many riders find it inconvenient to schedule trips more than 24 hours in advance. Additional service is needed both in terms of over all frequency (shorter wait times for buses or vans) and in the case of demand responses quicker return pick-up times are needed.

The urban area is diverse in term of population, employment, commercial centers, and medical office locations. Moreover, the quality of roads varies greatly, most roads do not have sidewalks, and thus a mix of services and vehicle sizes need to be offered. While large buses on fixed routes may be more efficient, it is impossible to offer that type of service across the urban area. There are areas that fixed route or express services should be expanded too but much of the suburban and rural area will need to be served by demand response services. This requires a great deal of coordination, particularly for transfers between demand response services and fixed routes.

Another issue expressed by several of the reports is that many people may already have access to transit services but are not aware of it. Therefore, a variety of activities needs to occur to promote transit services in the area. Many citizens view expending government funds to promote a highly subsidized government service as counter intuitive. However, the promotion of services has been called for in several reports. Promotional material should be designed and written for the appropriate audience. It is often felt that more involvement by the media is needed in promoting transit. Plus, it is felt that many people are confused at what services are available or how to access information about services so there is a need for a centralized source of information that can be accessed by one phone number or on one website.

Many people learn about transit services as they enter employment counseling, job training, educational programs, or medical treatment. An instructive program for counselors, teachers, medical personnel, and facility staff should be created about the availability of transit services. Another useful program could help educate new riders about transit options, policies, and the intricacies of riding different services. In addition, transit agencies could create “case managers” who would work one-on-one with passengers to help arrange or understand how to use transit services. Transit services could also use travel escorts or trainers, who could on a limited basis, personally accompany a passenger to help them better understand how to use transit services. Providers could recruit travel trainers who already use transit from senior or disability housing facilities to encourage other residents to try transit, assist in trip planning, or even accompany them on an initial trip. However, all of these ideas require additional employees, volunteers, and volunteer recruiters.

Coordination between services is recommended though not a lot of specifics are listed. It is recommended that agencies provide training to their staff to help them better understand passenger needs. Several reports also recommend the use of new technology to help services operate more efficiently. One report, calls for a countywide study to outline service goals, efficiency techniques, and coordination strategies. Another study calls for coordination between service providers, allowing passengers to transfer from one service to another. Coordination between public transit providers and those agencies, non-profits, or churches that have government-funded vans is also encouraged.

Several agencies in the community apply for Federal funds through TDOT to purchase vans, which typically are used to carry their own clients. MAP-21 regulations on Human Services Transportation, much like SAFETEA-LU, encourage coordination between public transit providers and agencies that receive government funding for vans. Over the years, the use of sharing vans has been undertaken, though without success at least twice. In concept, it seems simple that while a government-funded van is setting empty it should be used for the community good. However, issues with assuring the van is returned at the correct time, running up excessive mileage, the responsibility for cleaning the van, and what happens if it is damaged have always been stumbling blocks. However, other forms of coordination maybe possible and it is encouraged that all providers of transportation be engaged in the process.

Generally, it desired that more services be provided throughout the urban area and that some of this new service may be realized through coordination. While coordination is a highly laudable goal it will take increased funding to achieve much of what has been identified as a need. While citizens are cognizant that transit services do require extensive government subsidy and most are willing to pay a reasonable fare, it is deeply felt that transit services need to remain affordable. Transit dependent riders remain the core constituency, which largely consist of low-income, elderly, or disabled persons.

It is very apparent that many in the community are concerned about citizens who are elderly, disabled, or live in poverty. The Knoxville region will not be immune to the looming “aging of the baby boomer” phenomenon. Regional projections show that by 2040 one in five persons will be a senior. Researchers tell us our population is “aging in place.” We are getting older, living longer, and not moving around much. There will always be retirees who travel, but most people are staying in the communities where they have roots. According to an April 2004 report from the Surface Transportation Policy Project, more than one in five Americans age 65 and older do not drive.

Moreover, while seniors that do drive tend to be relatively safe drivers – the risk of severe injuries and death due to an automobile crash grows dramatically with age. The fatality rate for drivers 85 and older is nine times higher than for drivers under the age of 65.

Of seniors who do not drive, more than half of this group stays home on any given day. Seniors who do not drive make 15 percent fewer trips to the doctor and 59 percent fewer trips to shop or go out to eat than those who use a car. Drivers go out for social trips about eight times per week while non-drivers go out about three times per week. Even if a senior or person who is disabled who cannot drive but has family support for transportation, that dependence can make a person feel depressed. A recent survey of persons who cannot drive found that many are self-conscious about asking for rides, citing feelings about dependency and concerns about imposing on others. And, while family members gladly help, they suffer costs in terms of time, transportation, and loss wages in caring for a senior who cannot drive. Often seniors will continue driving despite safety risks to themselves and the public because they are faced with no alternative. Public transit services are needed to help maintain independence for many in our community.

Finally, it is very important to educate local, state, and federal representatives to understand the need to provide additional funding for transit services. In addition, it is important that our officials understand the need for other infrastructure such as, sidewalks, bike lanes, shelters, and signs to allow more access to transit. A study by 1,000 Friends of Oregon found that "households in pedestrian-friendly neighborhoods make over three times as many transit trips and nearly four times as many walk and bicycle trips as households located in neighborhoods with poor pedestrian environments." Moreover, allowing better access to transit routes by bicycling can increase the transit-shed substantially which means more people have access to transit. A reasonable bike commute to a transit stop would be about 2 to 3 miles, versus the traditional walking distance is of $\frac{1}{4}$ to $\frac{3}{4}$ of a mile.

There is a need for stronger development requirements to include sidewalks along all new roads and developments to promote mobility options, especially for low-income, elderly, or disabled persons. Cities need to rethink the way they are growing their communities and encourage modern mixed-use town centers where people can shop, work, and recreate in a neighborhood environment. Studies show seniors and persons with disabilities want quality single-family homes on small lots. However, often any housing styles other than detached single-family homes on large lots face local opposition or are incompatible with zoning or land use plans.

SECTION SEVEN – Strategies to Address Identified Needs & Gaps in Service

Below is a list of strategies that help address the identified needs and/or the gaps in services. However, these strategies are not supposed to represent a final collection and it is hoped that as the coordination and collaboration process continues other ideas may surface. As an adopted study, this list does not represent an agreed upon list of service to be funded by local government. Collectively, this list exceeds available financial resources.

1.) Provide additional, affordable, and accessible service.

- Expand CAC, KAT, and ETHRA services.
- Provide a mix of services and vehicles that can provide a more efficient transportation service.
- Provide more service so additional capacity exists and agencies can respond quicker to passenger needs. Services should be more frequent and later into the night.
- Increase countywide service Monday through Saturday, then eventually seven days a week.
- Provide enough service so it can use transit for more than just medical trips.
- Make sure services are affordable.
- Provide shorter wait times for returns.
- Provide same day service for demand response trips.
- Provide transfers between transit service providers. Coordinated transfers should not cost the passenger two fares.
- Provide transportation service too many of the industrial parks where more skilled and higher paying jobs are located.
- Provide additional transportation services to areas where higher concentration of low-income or subsidized housing is located.
- Provide a twenty-four hour emergency transportation service to accommodate persons who have an unexpected disruption in their usual mode of travel.
- Inform local, state, and federal representatives about the need to provide additional funding for transit service.
- Seek grants to provide funding of services, information dissemination, and amenities.
- Use the Section 5310 program to fund both capital equipment and services. Public transit providers and social service agencies, non-profits, and churches should seek to access these funds. Coordination should occur to be sure funds are being used in the most efficient means.
- Explore ways to develop public/private sector partnerships that could: fill the gaps in accessible transportation services, complement existing services, and assist in the development of new forms/designs of mobility options.
- Explore ways to introduce accessible taxis to the region. Accessible taxis can help provide service options to people who are disabled.

2.) Educate citizens and about the availability of transit services.

- Prepare a variety of print information to distribute at facilities, housing, medical offices, and other key locations where potential riders needing services may congregate. Material should be appropriately written and designed for appropriate audience.
- Involve the media. Secure television features and place articles in paper and organizations' newsletters.

- Create a centralized source of information that can be accessed by one phone number. Perhaps use existing resources like 211 or the Senior Citizen Information Referral Service (SCIRS). Keep in mind that most people prefer to talk to a real person when obtaining information.
- Create Transportation Services in Knoxville Urban Area website.
- Add additional information to Knoxville Knox County CAC Service Directory.
- Create an educational program for potential riders, medical staffs, counselors, and facility staff about the availability of transit services.
- Establish a general program that would help educate new riders about area transit options, policies, and the intricacies of riding them.
- Have case managers who would work one-on-one with passengers helping them arrange or understand how to use transit services.
- Have escorts or travel trainers who will for a limited time personally accompany a passenger to help them better understand how to use transit services.
- Promote programs that would encourage facilities to create an escort program to encourage transit use from members who may already use transit.
- Initiate an assisted transportation program for the most frailest and disabled. Regular escorts or assistants are available as opposed to program that allows limited trips. If more appropriate trips may be allowed by car or van.

3.) Create greater access to transit by providing infrastructure and amenities such as sidewalks, shelters, and signs.

- Inform local, state, and federal representatives about the need to provide additional infrastructure such as, sidewalks, shelters, and signs to allow more access to transit.
- Transit advocates, including the HSTP Committee should team-up with local activist groups or support community initiatives that are aimed at improving the pedestrian environment.
- Advocate stronger development requirements that sidewalks be included along all new roads and developments that will attract pedestrian travel.
- Support the TPO Complete Streets Policy.

4.) Coordinate services and increase efficiency.

- Maintain existing HSTPC Committee. Explore ways to expand and strengthen the HSTPC Committee.
- Add or share technology to help create a more conducive coordination environment.
- Increase efficiency of transportation agencies staff through training and technology to better handle passenger needs.
- Prepare a study that examines ways to improve region wide transit service by outlining service goals, efficiency techniques, and coordination strategies.
- Prepare a study that examines the transit needs of the region and helps outline what level of services are appropriate and for which areas.

- Encourage additional training to transit providers to assist with better understanding and to be more sensitive of passengers.
- Encourage ways to expand community input and citizen participation.
- Study the need for a Regional Transit Authority.
- Continue to monitor the impact of MAP-21 on transit funding and work together to coordinate the best use of regional funding.

SECTION EIGHT – Prioritized List of Strategies

The HSTCP Committee first examined the broad strategies and based on review of other studies, surveys, and public input ranked them in the following order of importance:

- 1.) Provide additional, affordable, and accessible service.
- 2.) Coordinate services and increase efficiency.
- 3.) Educate citizens about the availability of transit services.
- 4.) Create greater access to transit by providing infrastructure and amenities such as sidewalks, shelters, and signs.

Next, the HSTCP Committee reviewed each detailed strategy and based on projected resources, time, and feasibility for implementing created the following short-list (not in any specific order) as a slate of possible projects that should be worked towards. Projects proposed for JARC and New Freedom funding that help implement these strategies will be looked on favorably but this list is not exhaustive and in no way should discourage anyone from proposing new strategies or projects for funding. As different strategies are implemented or as community priorities change this list will be updated.

- Provide new coordinated services to help meet the needs of those passengers that may be impacted by the MAP-21 changes.
- Provide a mix of services and vehicles that can provide a more efficient transportation service.
- Provide enough service so it can use transit for more than just medical trips.
- Make sure services are affordable.
- Provide transfers between transit service providers. Coordinated transfers should not cost the passenger two fares.
- Provide a twenty-four hour emergency transportation service to accommodate persons who have an unexpected disruption in their usual mode of travel.
- Prepare a variety of print information to distribute at key locations where potential riders needing services may congregate. Material should be appropriately written and designed for appropriate audience.
- Create a centralized source of information that can be accessed by one phone number.
- Create Transportation Services in Knoxville Urban Area website.
- Create an educational program for potential riders, medical staffs, counselors, and facility staff about the availability of transit services, policies, and the intricacies of riding them.

- Have escorts or travel trainers who will for a limited time personally accompany a passenger to help them better understand how to use transit services.
- Initiate an assisted transportation program for the most frailest and disabled. Regular escorts or assistants are available as opposed to program that allows limited trips. If more appropriate trips may be allowed by car or van.
- Add or share technology to help create a more conducive coordination environment.
- Maintain existing HSTCP Committee. Explore ways to expand and strengthen committee.
- Use the Section 5310 program to fund both capital equipment and services. Public transit providers and social service agencies, non-profits, and churches should seek to access these funds. Coordination should occur to be sure funds are being used in the most efficient means.
- Study the need for a Regional Transit Authority.
- Continue to monitor the impact of MAP-21 on transit funding and work together to coordinate the best use of regional funding.
- Explore ways to introduce accessible taxis to the region. Accessible taxis can help provide service options to people who are disabled.

SECTION NINE – Public Involvement

Public involvement into the update of the Knoxville Regional TPO Human Services Transportation Coordination Plan (HSTCP) has occurred through several ways. The HSTCP was on the agenda at several TPO Technical Committee and Executive Board meetings. TPO meetings are publicly advertised in the regional newspapers and on the TPO website and broadcast on local public access television. The HSTCP and the update have been on the TPO website. There were several Human Services Transportation Coordination Committee meetings. These meetings are advertised on the TPO website. The HSTCP was also an item on every Knoxville Regional Project Action Coalition meeting agenda. The meetings are announced and placed on the TPO website. The Knoxville Regional Project Action Coalition hosted a public meeting for comment on the final update to the HSTCP on July 17, 2013. The meeting was advertised in the regional newspapers and placed on the TPO website. E-mails and flyers were sent to governmental and non-profit agencies. The meeting also encouraged providers who might be interested in Section 5310 Enhanced Mobility, Section 5316 JARC, or Section 5317 New Freedom funding to attend to find out additional information.

The plan was discussed at a variety of other public meetings, including: the Knox County CAC Transit Citizen Advisory Committee, Knoxville Transportation Authority, Knoxville-Knox County Council on Aging, Workforce Connections, Knoxville-Knox County Community Action Committee (CAC) Board, the East Tennessee Human Resource Agency Board, and the East Tennessee Area Agency on Aging and Disability Board. Many of these groups comprise of citizens, transit passengers, social service agencies, and non-profit organizations that have concerns about public transportation.