

Coordinating Council on Access and Mobility Mobility for All



Strategic Plan 2019–2022



The development, implementation, and maintenance of responsive, comprehensive, coordinated community transportation systems is essential for persons with disabilities, persons with low incomes, and older adults who rely on such transportation to fully participate in their communities.

—Executive Order 13330: Human Service Transportation Coordination



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Introduction

Transportation plays a critical role in providing access to employment, medical and health care, education, and other community services and amenities.

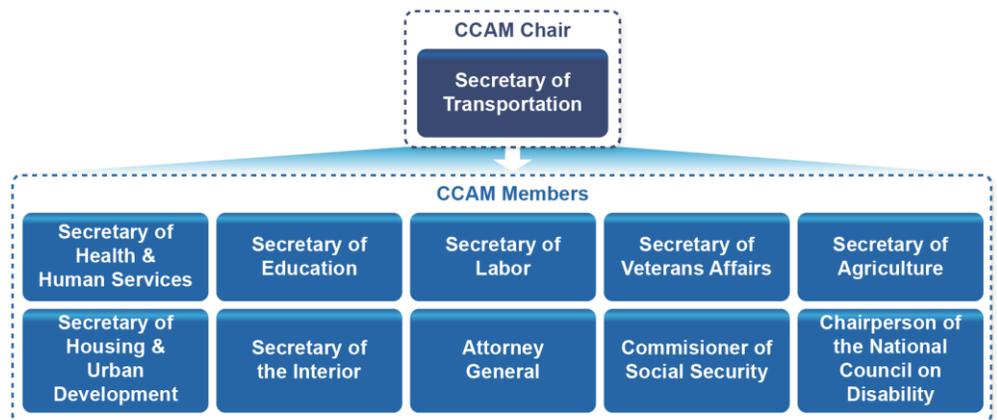
—Executive Order 13330: Human Service Transportation Coordination

Personal mobility is essential to the success of America’s citizens, communities, and economy. Transportation enables mobility by connecting individuals to their homes, jobs, and communities. Despite its significance, millions of Americans lack access to reliable transportation due to disability, income, or age. Inadequate transportation limits the mobility of these individuals and prevents them from accessing jobs, medical care, healthy food, education, social services, and other community activities.

The Federal Government recognizes the importance of personal mobility. Agencies across the government administer 130 programs authorized to fund transportation services for people with disabilities, older adults, and individuals of low income.¹ However, these transportation services can be costly and fragmented due to inconsistent program rules and a lack of interagency collaboration. The Coordinating Council on Access and Mobility (CCAM) was created in 2004 by Executive Order 13330 in response to this challenge.²

The Council brings together Federal agencies to coordinate their efforts and improve the quality, efficiency, and availability of transportation services for targeted populations. The CCAM is chaired by the Secretary of Transportation, and its members include the following Cabinet-level appointees: the Secretaries of the Departments of Health and Human Services (HHS), Labor (DOL), Education (ED), Interior (DOI), Housing and Urban Development (HUD), Agriculture (USDA), and Veterans Affairs (VA); the Attorney General; the Commissioner of the Social Security Administration (SSA); and the Chairperson of the National Council on Disability (NCD).

CCAM Organization Structure



2017-027 CD DoT CCAM SF_001b

Since its establishment in 2004, the CCAM has undertaken a variety of efforts to enhance transportation coordination. Though important strides have been made, the Council recognizes that there is still work to be done. In order to further strengthen Federal coordination efforts, Council representatives developed this Strategic Plan to propose the Council’s course for 2019 through 2022.

1 Coordinating Council on Access and Mobility. (2019). Inventory of Federal Programs Providing Transportation Services to the Transportation Disadvantaged. Retrieved from <https://www.transit.dot.gov/regulations-and-guidance/ccam/about/ccam-program-inventory>

2 See Appendix A for full text of Executive Order 13330.

Background

On December 4, 2015, the Fixing America's Surface Transportation (FAST) Act was signed into law. Section 3006(c) of the FAST Act directs the Council to publish a strategic plan that outlines how the CCAM will strengthen interagency collaboration, address outstanding recommendations, and eliminate regulatory and statutory barriers to coordinated transportation service.³ In response to this requirement, the Council engaged in a strategic planning process informed by agency input, lessons learned, industry insights, and the evolving transportation needs of the American public. The result is the CCAM's Strategic Plan, *Mobility for All*.

The Strategic Plan establishes a common mission and vision, defines priorities, and outlines four key strategic goals that enables the CCAM to respond to FAST Act requirements, build on past accomplishments, and deliver on its mission.

Transportation barriers are the third leading cause of missing a medical appointment for older adults across the country.

—*American Hospital Association Report, 2017*



³ See Appendix B for full text of FAST Act Section 3006(c).

Mission and Vision



Mission

The Coordinating Council on Access and Mobility issues policy recommendations and implements activities that improve the availability, accessibility, and efficiency of transportation for targeted populations.



Vision

Equal access to coordinated transportation for all Americans.

Strategic Goals and Objectives

Summary

Goal 1: Improve Access to Community through Transportation

- **Objective 1:** Reduce Federal policy barriers to coordinated transportation
- **Objective 2:** Encourage State and local transportation coordination
- **Objective 3:** Promote public awareness of available transportation options



Goal 2: Enhance Cost-Effectiveness of Coordinated Transportation

- **Objective 1:** Enable and promote equitable cost sharing
- **Objective 2:** Develop framework for transportation cost reporting
- **Objective 3:** Advance awareness of Federal fund braiding opportunities



Goal 3: Strengthen Interagency Partnerships and Collaboration with State, Local, and Industry Groups

- **Objective 1:** Refresh the CCAM operating model
- **Objective 2:** Promote coordinated transportation initiatives for targeted populations
- **Objective 3:** Expand opportunities for external input



Goal 4: Demonstrate Innovative Coordinated Transportation

- **Objective 1:** Implement and evaluate CCAM pilot programs
- **Objective 2:** Incorporate the use of innovative technologies in coordinated transportation



Goal 1: Improve Access to Community through Transportation

People with disabilities, older adults, and individuals of low income depend on transportation to fully participate in their communities. In the coming years, the CCAM will seek to improve their access to employment, healthcare, education, and other facets of society by pursuing the following objectives:

ALL Federal transportation funds used for human services should be required to coordinate through some type of State, regional, or local entity. Those States who have this model have been more successful.

—2018 NCMM Survey respondent

- **Objective 1: Reduce Federal Policy Barriers to Coordinated Transportation**

Differing eligibility requirements, safety standards, and restrictions across Federal programs prevent funding recipients from operating efficiently and sharing transportation resources. The Council will improve service by analyzing and proposing changes to Federal laws, regulations, and guidance that improve access and enhance efficiency.

- **Objective 2: Encourage State and Local Transportation Coordination**

Federal collaboration is essential to improve the availability of transportation; however, coordination at the State and local level must also improve to realize these enhancements. Through strategic outreach, the CCAM will encourage greater coordination among State and local government agencies, transportation providers, and other local stakeholders.

- **Objective 3: Promote Public Awareness of Available Transportation Options**

Many people with disabilities, older adults, and individuals of low income are not aware of the variety of transportation benefits for which they are eligible. The CCAM will coordinate agency communications at the Federal, State, and local level to educate communities and increase the utilization of existing resources.



Photo: Whatcom Transportation Authority

Goal 2: Enhance Cost-Effectiveness of Coordinated Transportation

The CCAM seeks to improve the cost-effectiveness of coordinated transportation to reduce administrative spending, improve access, and increase transportation availability for targeted populations. The Council will achieve this goal by completing the following objectives:

- **Objective 1: Enable and Promote Equitable Cost Sharing**

The inability to share costs among stakeholders is a significant obstacle to transportation coordination. Differing eligibility requirements, billing rules, and administrative procedures prevent State and local entities from participating in cost sharing. The CCAM will develop, endorse, and promote a cost-sharing policy that encourages agencies to share transportation resources as well as best practices.

- **Objective 2: Develop Framework for Transportation Cost Reporting**

Transportation cost data reporting requirements and collection procedures vary across Federal programs that fund transportation services. These disparities prevent the Federal Government from accurately tracking transportation cost data across programs. The CCAM will recommend common cost reporting requirements—where practicable—to increase program transparency and reduce government spending.

- **Objective 3: Advance Awareness of Federal Fund Braiding Opportunities**

Federal fund braiding can reduce transportation program costs by enabling a grant recipient to use funds from one Federal grant program to meet the local match requirement of another Federal grant program. This opportunity funds transportation projects that may not otherwise have been funded, particularly for rural communities that may not have the funds for local match. The Council will promote these opportunities and disseminate best practices to encourage the application of Federal fund braiding.

Adults with disabilities are twice as likely as those without disabilities to have inadequate access to transportation.

—CDC Promoting the Health of People with Disabilities



Photo: Heart Start Public Transit Partnership

Goal 3: Strengthen Interagency Partnerships and Collaboration with State, Local, and Industry Groups

Interagency partnerships and collaboration between State, local, and industry groups build upon the Council's previous success by improving relationships, defining channels for stakeholder input, and monitoring opportunities and challenges. The Council will work to improve coordination among agencies and with external groups through the objectives below:

Approximately 18 percent of older adults no longer drive.

—2017 DOT National Household Travel Survey

- **Objective 1: Refresh the CCAM Operating Model**

The CCAM needs a flexible and innovative operating model that can match the rapid pace of emergent technologies and the shifting needs of the transportation disadvantaged. The CCAM will co-develop an updated organizational resource to guide Council efforts and improve Federal Council collaboration by improving accountability, enhancing the CCAM's communications strategy, and ensuring progress on initiatives.

- **Objective 2: Promote Coordinated Transportation Initiatives for Targeted Populations**

CCAM partner agencies often work together on a variety of transportation initiatives, including grants, demonstrations, and research projects. The Council will educate Federal agencies about existing transportation initiatives to reduce duplication and identify opportunities for collaboration. The Council will also initiate new joint projects and programs to better serve targeted populations.

- **Objective 3: Expand Opportunities for External Input**

The Council recognizes that external stakeholders such as State and local government agencies, nonprofit organizations, and private entities are essential to the provision of transportation. The CCAM will increase interaction with these groups and with the transportation disadvantaged in order to gather external input on Council initiatives.



Photo: Flint Mass Transportation Authority

Goal 4: Demonstrate Innovative Coordinated Transportation

The CCAM will facilitate the development of transportation coordination solutions and recommendations, including cost-sharing reporting and unified policies and procedures. The CCAM plans to implement these solutions and recommendations through practical demonstrations to improve coordinated transportation delivery. The Council will demonstrate innovative coordination in communities by completing the following objectives:

- **Objective 1: Implement and Evaluate CCAM Pilot Programs**

The current model for delivering transportation services to people with disabilities, older adults, and individuals of low income is disjointed and inefficient. The CCAM will administer pilot programs that establish, test, and evaluate models for providing improved coordinated transportation service. These pilot programs may incorporate new technologies, vehicle sharing, cost sharing, and streamlined requirements identified by the Council.

- **Objective 2: Incorporate the Use of Innovative Technologies in Coordinated Transportation**

As technology continues to advance, the Federal Government will need to anticipate, integrate, and accommodate innovations in transportation. In the coming years, the Council will strive to maximize the use of innovative technologies in order to improve the efficiency and quality of transportation services.

**Participants are...
hesitant to
implement
innovative
[transportation
coordination]
practices that
might raise a red
flag.**

*—CCAM Focus
Group Report*



Appendices

Appendix A: Executive Order 13330 Human Service Transportation Coordination

By the authority vested in me as President by the Constitution and the laws of the United States of America, and to enhance access to transportation to improve mobility, employment opportunities, and access to community services for persons who are transportation-disadvantaged, it is hereby ordered as follows:

Section 1.

This order is issued consistent with the following findings and principles:

- A strong America depends on citizens who are productive and who actively participate in the life of their communities.
- Transportation plays a critical role in providing access to employment, medical and health care, education, and other community services and amenities. The importance of this role is underscored by the variety of transportation programs that have been created in conjunction with health and human service programs, and by the significant Federal investment in accessible public transportation systems throughout the Nation.
- These transportation resources, however, are often difficult for citizens to understand and access, and are more costly than necessary due to inconsistent and unnecessary Federal and State program rules and restrictions.
- A broad range of Federal program funding allows for the purchase or provision of transportation services and resources for persons who are transportation-disadvantaged. Yet, in too many communities, these services and resources are fragmented, unused, or altogether unavailable.
- Federally assisted community transportation services should be seamless, comprehensive, and accessible to those who rely on them for their lives and livelihoods. For persons with mobility limitations related to advanced age, persons with disabilities, and persons struggling for self-sufficiency, transportation within and between our communities should be as available and affordable as possible.
- The development, implementation, and maintenance of responsive, comprehensive, coordinated community transportation systems is essential for persons with disabilities, persons with low incomes, and older adults who rely on such transportation to fully participate in their communities.

Section 2. Definitions.

- As used in this order, the term “agency” means an executive department or agency of the Federal Government.
- For the purposes of this order, persons who are transportation-disadvantaged are persons who qualify for Federally conducted or Federally assisted transportation-related programs or services due to disability, income, or advanced age.

Section 3. Establishment of the Interagency Transportation Coordinating Council on Access and Mobility.

- There is hereby established, within the Department of Transportation for administrative purposes, the “Interagency Transportation Coordinating Council on Access and Mobility” (“Interagency Transportation Coordinating Council” or “Council”). The membership of the Interagency Transportation Coordinating Council shall consist of:
 - the Secretaries of Transportation, Health and Human Services, Education, Labor, Veterans Affairs, Agriculture, Housing and Urban Development, and the Interior, the Attorney General, and the Commissioner of Social Security; and such other Federal officials as the Chairperson of the Council may designate.

- The Secretary of Transportation, or the Secretary’s designee, shall serve as the Chairperson of the Council. The Chairperson shall convene and preside at meetings of the Council, determine its agenda, direct its work, and, as appropriate to particular subject matters, establish and direct subgroups of the Council, which shall consist exclusively of the Council’s members.
- A member of the Council may designate any person who is part of the member’s agency and who is an officer appointed by the President or a full-time employee serving in a position with pay equal to or greater than the minimum rate payable for GS–15 of the General Schedule to perform functions of the Council or its subgroups on the member’s behalf.

Section 4. Functions of the Interagency Transportation Coordinating Council.

The Interagency Transportation Coordinating Council shall:

- Promote interagency cooperation and the establishment of appropriate mechanisms to minimize duplication and overlap of Federal programs and services so that transportation-disadvantaged persons have access to more transportation services;
- Facilitate access to the most appropriate, cost-effective transportation services within existing resources;
- Encourage enhanced customer access to the variety of transportation and resources available;
- Formulate and implement administrative, policy, and procedural mechanisms that enhance transportation services at all levels; and develop and implement a method for monitoring progress on achieving the goals of this order.

Section 5. Report

In performing its functions, the Interagency Transportation Coordinating Council shall present to me a report not later than 1 calendar year from the date of this order. The report shall:

- Identify those Federal, State, Tribal and local laws, regulations, procedures, and actions that have proven to be most useful and appropriate in coordinating transportation services for the targeted populations;
- Identify substantive and procedural requirements of transportation-related Federal laws and regulations that are duplicative or restrict the laws’ and regulations’ most efficient operation;
- Describe the results achieved, on an agency and program basis, in:
 - simplifying access to transportation services for persons with disabilities, persons with low income, and older adults;
 - providing the most appropriate, cost-effective transportation services within existing resources; and
 - reducing duplication to make funds available for more services to more such persons;
- Provide recommendations to simplify and coordinate applicable substantive, procedural, and administrative requirements; and
- Provide any other recommendations that would, in the judgment of the Council, advance the principles set forth in section 1 of this order.

Section 6. General

- Agencies shall assist the Interagency Transportation Coordinating Council and provide information to the Council consistent with applicable law as may be necessary to carry out its functions. To the extent permitted by law, and as permitted by available agency resources, the Department of Transportation shall provide funding and administrative support for the Council.
- Nothing in this order shall be construed to impair or otherwise affect the functions of the Director of the Office of Management and Budget relating to budget, administrative, or legislative proposals.
- This order is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity by a party against the United States, its departments, agencies, instrumentalities or entities, its officers or employees, or any other person.

George W. Bush

Appendix B: Fixing America’s Surface Transportation Act

Section 3006(c) Coordinated Mobility

Definitions

In this subsection, the following definitions apply:

- **Allocated Cost Model**—The term “allocated cost model” means a method of determining the cost of trips by allocating the cost to each trip purpose served by a transportation provider in a manner that is proportional to the level of transportation service that the transportation provider delivers for each trip purpose, to the extent permitted by applicable Federal laws.
- **Council**—The term “Council” means the Interagency Transportation Coordinating Council on Access and Mobility established under Executive Order No. 13330 (49 U.S.C. 101 note).

Strategic plan

Not later than 1 year after the date of enactment of this Act, the Council shall publish a strategic plan for the Council that—

- outlines the role and responsibilities of each Federal agency with respect to local transportation coordination, including nonemergency medical transportation;
- identifies a strategy to strengthen interagency collaboration;
- addresses any outstanding recommendations made by the Council in the 2005 Report to the President relating to the implementation of Executive Order No. 13330, including—
 - a cost-sharing policy endorsed by the Council; and⁴
 - recommendations to increase participation by recipients of Federal grants in locally developed, coordinated planning processes;
- to the extent feasible, addresses recommendations by the Comptroller General concerning local coordination of transportation services;
- examines and proposes changes to Federal regulations that will eliminate Federal barriers to local transportation coordination, including non-emergency medical transportation; and⁴
- recommends to Congress changes to Federal laws, including chapter 7 of title 42, United States Code, that will eliminate Federal barriers to local transportation coordination, including nonemergency medical transportation.⁴

Development of cost-sharing policy in compliance with applicable federal laws

In establishing the cost-sharing policy required under paragraph (2), the Council may consider, to the extent practicable—

- the development of recommended strategies for grantees of programs funded by members of the Council, including strategies for grantees of programs that fund nonemergency medical transportation, to use the cost-sharing policy in a manner that does not violate applicable Federal laws; and
- incorporation of an allocated cost model to facilitate local coordination efforts that comply with applicable requirements of programs funded by members of the Council, such as—
 - eligibility requirements; service delivery requirements; and reimbursement requirements.

Report

The Council shall, concurrently with submission to the President of a report containing final recommendations of the Council, transmit such report to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate.

⁴ These items will be addressed in the Report to Congress and the President.

For more information, please visit www.transit.dot.gov/ccam/about or contact:

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