FOIA Number: 2015-0463-F

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Subgroup/Office of Origin:	Domestic Policy Council
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Subseries:	

OA/ID Number:	20337
FolderID:	

Folder Title:
Transportation--ISTEA [Intermodal Surface Transportation Efficiency Act]-ATJ [Access to Jobs]

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White House Briefing Room

June 9, 1998

REMARKS BY THE PRESIDENT IN SIGNING TRANSPORTATION EQUITY ACT FOR THE 21ST CENTURY

Message Creation Date was at 9-JUN-1998 18:25:00

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release June 9, 1998

REMARKS BY THE PRESIDENT
IN SIGNING TRANSPORTATION EQUITY ACT
FOR THE 21ST CENTURY

Room 450
Old Executive Office Building

5:45 P.M. EDT

THE PRESIDENT: Thank you, Robin. You're a pretty hard act to follow. (Laughter.) And thank you, Secretary Slater, for doing such a good job and for giving such a good sermon today. I thought he was going to pass the plate. (Laughter.) Then I realized that you had already given him all the money, he didn't need to pass the plate. (Laughter.)

I, too, want to thank the members of Congress who are here. There are 40 or 41 here. But I would like to specifically acknowledge and thank Senator Lott, Senator Chafee, and Senator Baucus, Congressman Shuster and Congressman Oberstar, Senators Byrd, D'Amato and Sarbanes -- all the others who are here who have worked for this. I thank you so much.

Thank you, Governor Schafer, for coming, and all the mayors who are here from all over our great country. Governor Voinovich wanted to come and be with us today, but he's back in Ohio with his mother who is ill. And our thoughts and prayers are with them.

Forty-two years ago this month, President Eisenhower signed the Federal Aid Highway Act into law. The bill was sponsored in the Senate by Albert Gore, Sr. It gave rise to the most efficient network of roads in the history of this country, connecting millions of Americans to the economic mainstream, ushering in two decades of unparalleled growth.

In 1992, when I got on that bus and road across America, I was still the beneficiary of that far-sighted action over 40 years ago. But I also saw that the concrete foundations built in the Eisenhower era were crumbling in some places, that more needed to be done in our cities, in our rural areas, and in all places in between.

It was clear to me then that if America were to roll into the 21st century at full speed we had to be willing once again to make historic and long-term investments in our roads, our bridges, our transportation systems. We've worked hard to do that for five years with enormous bipartisan support in the Congress, even as we were cutting the deficit and reducing the size of the federal government to its smallest in 35 years.

Today, I am proud to sign this bill -- the Transportation Equity Act for the 21st Century. It meets the challenge of building the pathways of the future, while maintaining the fiscal discipline that allowed us to achieve the first balanced budget in 29 years and an accompanying very high rate of economic growth. The act will strengthen America by modernizing and building roads, bridges, transit systems, and railways to link our people and our country together, and to permit a freer flow of goods. It supports -- as you just saw -- hundreds of thousands of jobs and a lot of good training.

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The act will save lives by allowing us to develop advanced airbag technologies, to offer incentives for increased seatbelt use, to make our roads safer, to get bad drivers and vehicles off the road. The act will protect the environment. It expands recreational trails and bike paths, promotes mass transit and helps communities to meet national standards for healthy air. The act will expand opportunity. It offers transportation assistance to enable more Americans to move from welfare to work. If you can't get to work, you can't go to work. It protects the Disadvantaged Business Enterprise Program so that minority and women owned businesses have an opportunity to compete for transportation projects.

The act will allow us to reserve our budget surpluses until we have saved Social Security for the 21st century. The bill is paid for line by line and dime by dime, without squeezing other critical investments in education, health care, research and development and the environment.

I have to say that I am disappointed that the bill does not go far enough to ensure a national standard of .08 blood alcohol standard in every state. I'll continue to fight for it and I hope we can pass it, because I believe it will save hundreds of lives.

I also would note for the record that working with these members of Congress we were successful in removing several extraneous environmental riders from the legislation. But I hope that that process can be abandoned so that all environmental issues can be voted on in the clear light of day, up or down.

Let me finally say that now that we are honoring our commitment to build a 21st century transportation infrastructure, I hope that the bipartisan support I have already seen for a 21st century education infrastructure will result in a broad bipartisan bill there as well. For less than one-tenth of the cost of this bill and without spending a cent of the surplus, we can help to ensure that our children will be able to learn in safe, modern, well-equipped schools. (Applause.)

Now, again, just look at this array of members of Congress who are here from both parties and both Houses. This shows what we can do when we bring honorable differences and an honest determination to solve a problem together in open and respectful dialogue with an absolute commitment to getting to the end of the road. This kind of constructive bipartisan approach can do anything it sets its mind to do.

I talked to Senator Lott today and I want to thank him and, in his absence, Senator Daschle, for the agreements which have been made today to allow votes to proceed on the tobacco legislation. I thank you, sir. We have another chance to save a million lives, reduce youth smoking, and make a massive contribution to the public health of America. The public expects us to work out our differences on this legislation and on other important bills. The public expects us to act as parents, not politicians. The public really expects us to bring the kind of bipartisan spirit that was brought to bear on this transportation bill to all our important work here.

And I must say again, the country owes a deep debt of gratitude to the United States Congress for the way they have done this work. Thank you. (Applause.) And I would like to ask all the members of Congress to come up here and gather around, and I'll sign the bill.

(The bill is signed.)

Thank you all very much. We're adjourned.

END 5:57 P.M. EDT

June 9, 1998

STATEMENT BY THE PRESIDENT

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release June 9, 1998

STATEMENT BY THE PRESIDENT

Today I am pleased to sign into law H.R. 2400, the "Transportation Equity Act for the 21st Century." This comprehensive infrastructure measure for our surface transportation programs -- highway, highway safety, and transit -- retains the core programs and builds on the initiatives established in the landmark Intermodal Surface Transportation Efficiency Act of 1991.

This Act achieves our transportation goals while maintaining fiscal discipline. My Administration worked with the conferees to eliminate excessive funding that would have undermined key Administration priorities for the environment, child care, and education. The resulting compromise, which is paid for with real offsets, funds a record level of guaranteed transportation investment while preserving the budget surplus for Social Security first. The Act also includes a new budget method for surface transportation programs, ensuring that certain transportation authorizations may not be reduced in order to increase spending for nontransportation purposes. I support this change.

I am deeply disappointed, however, that H.R. 2400 fails to include language that would help to establish 0.08 percent blood alcohol concentration (BAC) as the standard for drunk driving in each of the 50 States. The experience of States that have adopted the 0.08 blood alcohol level shows that this stringent measure against drunk driving has the potential, when applied nationwide, to save hundreds of lives each year. Applying 0.08 nationwide is an important cornerstone of our safety efforts. My Administration will continue to fight for it. In the meantime, H.R. 2400 does establish a new $500 million incentive program encouraging the States to adopt tough 0.08 BAC laws.

I am pleased that H.R. 2400 adopts two complementary programs to further increase seat belt use: (1) a $500 million incentive program based on the medical cost savings to the Federal Government from increased seat belt use; and (2) an $83 million program that targets specific State laws and programs to increase seat belt and child safety seat use. The Act also promotes safety by adopting my Administration's proposal to restructure the motor carrier safety program. These provisions will allow the States to invest in areas where they determine the greatest safety payoff can be achieved. The Act strengthens Federal and State enforcement tools, provides innovative approaches to improving motor carrier compliance, and enhances the information systems that support motor carrier safety activities.

The Act also ensures an appropriate balance between highway and transit spending. The share of guaranteed funding allocated to transit will increase from 17 percent this year to 20 percent in 2002. This Act also includes several provisions that are based on Administration proposals. It creates a new grant program to promote greater cooperation among transit, labor, and health services, and assists social services recipients

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in gaining greater access to jobs and training opportunities. It gives local transit operators the flexibility to use capital funds for preventive maintenance and for compliance with the Americans with Disabilities Act. It helps level the playing field between employer-provided parking benefits and transit/vanpool benefits, giving transit and vanpool benefits comparable treatment to parking benefits provided under the Taxpayer Relief Act of 1997.

This Act represents the only significant environmental legislation enacted thus far during this session of the Congress, and I am very pleased that it supports my environ-mental and natural resource program priorities. As I requested, the Act increases funding levels for key environ-mental programs to help communities meet national standards for clean air and support environmental enhancements to our surface transportation system. The Act also provides for a streamlined environmental review process for highway projects. In this regard, my Administration will ensure that the fundamental protections of the National Environmental Policy Act, which include environmental protection, public participa-tion, and collaborative decisionmaking, are not compromised. The Act also increases funding for roads that serve Federal lands, helping to address construction and maintenance needs for our national parks, forests, refuges, and Tribal lands.

I am also pleased that the Act extends the ethanol tax incentives through 2007. These are commonsense investments that will help protect air quality, reduce greenhouse gas emissions, and create new economic opportunity for farmers.

I continue to oppose strongly, however, the use of legislative riders on authorization or appropriation bills to address substantive environmental issues. Unfortunately, in the final hours of conference negotiations, efforts were made to add a variety of provisions that would have undermined environmental protection, and that were never debated or voted on during House or Senate consideration of the bill. Most such provisions were ultimately removed, although certain objectionable riders remain in the bill. For example, one rider could open the way for the use of motorized vehicles for portages in the Boundary Waters Canoe Area wilderness in Minnesota. A second rider provides funding for the consideration of a new transportation route into the heart of the Denali National Park and Preserve in Alaska.
I view the addition of these kinds of riders as an abuse of the legislative process. I call on the Congress to renounce this practice in the future and pursue environmental legislation through the regular authorization process with open debate and appropriate public scrutiny.

I am very pleased that H.R. 2400 continues the Disadvantaged Business Enterprise Program contained in previous statutes. This program has provided an opportunity for small, disadvantaged businesses to compete in highway and transit contracting undertaken with Federal funding. The Act also continues vital labor protections for America's transportation and construction workers.

The Act establishes a strategic planning process to determine national research and technology priorities and provides substantial funding for new and improved transportation technologies. It protects underground utilities, such as pipelines and fiber-optic cables, that transport critical energy supplies and information necessary to keep America's economy strong.

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I am troubled by the many hundreds of special interest highway projects funded in this Act. I would have preferred a "cleaner" bill, with funds provided to States for projects of their choosing. Project selection decisions should be a State responsibility.

I would also have preferred a stronger program to support implementation of a key Federal responsibility -- control of our Nation's borders. My Administration will work with the Congress to secure additional funds, within existing highway funding totals, to ensure that the Government has the technology and infrastructure in place to expedite cross-border traffic while continuing our vital efforts to stop contraband, including illegal drugs, from entering our country.

I am pleased that H.R. 2400 adopts the low student loan interest rate that the Vice President proposed in February on behalf of our Administration. I have serious concerns, however, about the subsidies that the Act would force taxpayers to pay to lenders on top of the payments made by borrowers. It is critical that we move toward a system that relies on market pressures, not political pressures, in setting subsidies for lenders and intermediaries. My Administration is committed to working with the Congress on a long-term, mutually acceptable solution that moves toward a market-based mechanism for determining lender returns.

Regrettably and unintentionally, H.R. 2400 contains a number of technical errors related to veterans benefits and important highway safety programs. I urge the Congress to complete action on and send me promptly the House-passed technical corrections bill, H.R. 3978, which addresses these concerns.

The Transportation Equity Act for the 21st Century represents a significant achievement in our efforts to meet our transportation needs in the next century. I commend the Congress for its diligent, bipartisan efforts to resolve differences and to pass this important legislation.

WILLIAM J. CLINTON

THE WHITE HOUSE,
June 9, 1998.

AN HISTORIC INVESTMENT IN INFRASTRUCTURE WHILE MAINTAINING FISCAL DISCIPLINE AND PROTECTING OTHER CRITICAL INVESTMENTS

June 9, 1998

Today, President Clinton will sign an ISTEA Reauthorization Bill That Includes An Historic Investment in Infrastructure While Maintaining Fiscal Discipline and Protecting Critical Investments, Such As Education, the Environment, and Health Care. While providing an historic investment in our infrastructure, the agreement maintains President Clinton's priorities of reserving the surplus until Social Security is reformed and investing in critical areas such as education, the environment, and health care. In response to the concerns the Administration raised, Congress improved the bill and the agreement now represents a solid compromise that is consistent with President Clinton's core principles:

✓**Strengthens Our Infrastructure.** The agreement guarantees nearly $200 billion to continue rebuilding America's transportation system -- an approximately 30-percent increase over the 1991 ISTEA reauthorization. This agreement will help communities modernize and build the roads, bridges, transit systems, and railways that link the people of our great and vast country together, that keep our economy strong and vibrant.

✓**Maintains Fiscal Discipline.** The agreement reduces the amount of additional transportation funding by $17 billion from the spending levels that were included in the original Congressional bills even though those bills had passed the House and Senate by large majorities.

✓**Preserves Surplus Until Social Security Is Reformed.** Unlike the original Congressional bills, the compromise is fully paid for with real offsets. And because the agreement does not touch the surplus, it is fully consistent with the President's call to "Save Social Security First."

✓**Protects Critical Investments in Our Future.** Unlike the original Congressional bills, the transportation agreement does <u>not</u> squeeze other critical investments in our future, such as education, health care, research and development, and the environment, because it is not financed by lowering the discretionary caps.

THIS HIGHWAY-TRANSIT BILL AGREEMENT ALSO REFLECTS PRESIDENT CLINTON'S PRIORITIES BY:

✓**EXPANDING TRANSIT FUNDING**
✓**PROTECTING THE ENVIRONMENT**
✓ **HELPING MOVE PEOPLE FROM WELFARE TO WORK**
✓ **HELPING DISADVANTAGED BUSINESSES**
✓ **EXTENDING THE ETHANOL TAX CREDIT**
✓**STRENGTHENING BORDER INFRASTRUCTURE**

✓**Expands Transit Funding Within A Smaller Bill.** While the agreement has less overall spending than the original Congressional bills, it increases the share of transit funding from 17 percent of total surface transportation spending to 20 percent of total spending by 2002.

✓**Protects the Environment.** The highway-transit agreement strengthens proven strategies to protect public health and the environment by increasing funding for the Congestion Mitigation and Air Quality Improvement program by 40 percent above prior ISTEA levels.

✓**Helps Move People from Welfare to Work.** One of the biggest barriers facing people who move from welfare to work -- in cities and in rural areas -- is finding transportation to get to jobs, training programs and child care centers. To help those moving from welfare to work get to their jobs, the highway-transit agreement authorizes $900 million over the next six years for President Clinton's welfare-to-work transportation plan. Of the $150 million per year, $50 million is guaranteed in FY99, rising to the full $150 million per year guaranteed in FY2003.

✓**Helps Disadvantaged Businesses.** The highway-transit agreement provides opportunities to disadvantaged businesses by retaining the Department of Transportation's Disadvantaged Business Enterprise (DBE) program.

✓**Extends the Ethanol Tax Credit.** In order to provide incentives to use ethanol in gasoline and protect the environment, the highway-transit agreement extends the Ethanol Tax Credit through FY2007.

✓**Strengthens Border Infrastructure.** The highway-transit agreement authorizes the Administration's program to target resources to border crossings to improve traffic flow and reduce illicit trade. The agreement allows highway funding to be used for Customs and INS equipment that speeds border crossings.

While the Agreement Provides Funding For Increased Safety, It Does Not Include A National Drunk Driving Standard of .08 BAC. The agreement includes a number of measures to increase safety, including incentive grants to increase seat-belt use and a strong program to make highway-rail grade crossings safer. Congress has also agreed to new provisions to target repeat drunk drivers and to ban open alcohol containers in cars. However, the President is disappointed that Congress refused to lower the national drunk driving standard to .08 percent blood alcohol content (BAC). The President will continue to work to make sure that .08 is the law in every state of the country.

PRESIDENT CLINTON:
MOVING AMERICA INTO THE 21ST CENTURY

June 9, 1998

"This Act will strengthen America. It helps communities modernize and build the roads, bridges, and railways that link people of our great and vast nation together and permit the free flow of goods and services."

President Bill Clinton
June 9, 1998

Today, President Clinton is joined at the White House by Secretary of Transportation Rodney Slater and a bipartisan group of Members of Congress to sign the Transportation Equity Act for the 21st Century. This law authorizes investments in our infrastructure over the next six years, including funding to rebuild roads, bridges, and highways.

A NEED TO INVEST FOR THE FUTURE. When President Clinton took office, the broad network of roads and highways which have connected millions of Americans was crumbling. The President has long said that if America is to move forward into the 21st Century, the transportation system which has served our country must be ready for the future as well.

LANDMARK INVESTMENT IN OUR NATION'S INFRASTRUCTURE. With today's bill signing, the transportation needs of America are being met. This bill **strengthens our infrastructure** by helping communities rebuild, renovate, and modernize the highways, roads, bridges, and transit systems that link our country together and keeps our economy strong and vibrant.

A LAW WHICH REFLECTS THE PRESIDENT'S PRIORITIES. President Clinton insisted that this bill reflect the priorities of this Administration:

- **Environmental Protection**. Strengthens proven strategies to protect public health and the environment, expands recreational trails and bike paths, promotes mass transit use, and extends the Ethanol tax credit through 2007;
- **Fiscal Discipline**. The highway bill does not touch the budget surplus and is fully paid for with real offsets;
- **Welfare-to-Work Provisions**. Invests in the President's transportation plan to help move people from welfare to work;
- **Safeguarding Our Roads and Drivers**. Allows our nation to develop advanced air bag technology, offer incentives for increased seat belt use, make roads safer, and get bad drivers and vehicles off the road;
- **Investment in Border Infrastructure**. Authorizes the Administration's program to target resources at border crossings to improve traffic flow and reduce illicit activity;
- **Protection of Critical Investments In Our Future**. The transportation bill invests in our infrastructure without reducing investments in education, health care, research and development, and the environment.

STRENGTHENING OUR INFRASTRUCTURE FOR THE FUTURE. Today, the President affirms his commitment to providing the resources necessary to rebuild and modernize our invaluable transportation system. The investments made today will pay dividends for years to come, as the roads, highways, bridges, and transit systems which are built or refurbished continue allowing all Americans to travel around and enjoy our great nation.

Transportation Bill
June 8, 1998

1. Mr. President, you will be signing a transportation bill with record spending this afternoon. It has been called 'pork-laden." Is this a wise use of taxpayer dollars, and why don't you line item veto some of the worst offenders?

First, I am signing this transportation bill because it will provide a modernized and efficient infastructure for the United States as we move into the next century. Highways and other forms of transport are essential to our commerce, and to maintaining the growth that has led to an unprecedented period of economic vibrance in this nation.

As you know, the transportation bill that Congress was considering at the outset was spent far too much money, potentially draining the surplus. It did not meet one of my key requirements: that it maintain the balanced budget, and respect fiscal discipline. Through the hard work of this Administration and those in Congress, we were able to bring the spending in the transportation bill down by almost $20 billion so that it is now a fiscally responsible bill. As such, I am proud to sign it.

2. But are you happy with all the pork projects. Why don't you line item veto them?

There are a variety of ear-marked spending projects in the bill that are legislatively not subject to line-item veto.

3. Doesn't the extra spending in the transportation bill take away from your own budget agenda, given that you were counting on money from VA/Tobacco to pay for your programs? Why sign a bill that would deny those funds for increased spending on schools, childcare and medical research?

First it is clear that infrastructure has been a priority for me from the start of this Administration, which is why it has been raised 40% since I took office. We are working with Congress to enact other key prioirities in my agenda, including education, childcare and medical research.

4. This bill is paid for by cuts in Veterans Benefits. Some in Congress want to undo that. Why are you willing to sign a bill that harms veterans?

These veterans benefits are new, and were decided upon in an administrative ruling only last year. They break with the long-standing tradition of awarding benefits based on an illness or injury acquired while in the service. Instead, these benefits say that anyone who started smoking in the service has a disability because they are nicotine dependent.

There is no question that we should compensate veterans fo smoking related **illnesses**
acquired while in the service. But to compensate them because they started smoking while in the service is a different matter. We believe Congress should reinstitute the long-standing policy of compensating veterans for smoking related illnessses, but not for the use of nicotine.
Regarding the use of these benefits in the transportation bill, we said that the spending in the transportation bill had to come down, and that any new spending had to be paid for. The use of these benefits meets these goals.

NOTE: There is $198 billion of guaranteed spending in this bill. That is the number we are using. There is $218 billion in authorized spending. However, the extra spending above the guaranteed $198 would have to compete with other domestic programs in the appropriations process. The higher number is **not guaranteed** and would face fierce competition in appropriations.

Access to Jobs Questions and Answers
June 9, 1998

Question: **Why is additional money needed for welfare-to-work transportation when states have plenty of money through their Temporary Assistance for Needy Families (TANF) welfare reform block grants and Welfare-to-Work grants?**

Answer: Transportation is widely recognized as a critical need for those moving from welfare to work. There is some flexibility to spend Temporary Assistance for Needy Families (TANF) and Welfare-to-Work (WtW) funds on transportation and the President has called on states and communities to invest these resources, and the savings they are realizing as a result of historic welfare caseload reductions, in supports to help people get and keep jobs. However, there are important limitations in terms of who the TANF and WtW funds can get spent on and what kinds of services they can fund. In addition, there are many other competing demands on both funding sources (basic income support, job preparation and training, post-placement services). The Access to Jobs funds are more flexible, can serve a somewhat broader population, and would allow communities to come together to start-up new transportation services to fill gaps such as van services that go to areas of suburban job growth, extending transit routes to provide after hours services, and ridesharing programs.

Question: **How will these new funds be distributed and who can apply?**

Answer: The Access to Jobs funds are competitive grants that will be distributed to communities who meet criteria specified in the transportation bill including need for services, coordination with other transportation and human services partners, and use of innovative approaches. The bill does not specify a minimum or maximum grant size. DOT will develop guidelines for the application process. The funds require a dollar for dollar match in order to leverage and coordinate with other transportation resources. Local governments, transit agencies, and private non-profit organizations are eligible to apply for the grants. Metropolitan Planning Organizations will designate applicants in areas with populations greater than 200,000 and states will designate applicants in areas with population less than 200,000, including rural areas.

6/9/98
final

ACCESS TO JOBS

Purpose

The Job Access program provides competitive grants to assist states and localities in developing flexible transportation services to connect welfare recipients and other low income persons to jobs and other employment related services. The program is targeted at developing transportation services such as shuttles, vanpools, new bus routes, connector services to mass transit, employer provided transportation, and guaranteed ride home programs. Criteria for grant awards include:

- percentage of the population that are welfare recipients
- the need for additional services and the extent to which services will address these needs
- coordination with and the use of existing transportation providers
- coordination with and financial commitment of welfare agencies
- use of innovative approaches
- presence of a regional plan
- long term financing strategies
- consultation with the community to be served

A Reverse Commute program is also authorized to provide transportation services to suburban employment centers from urban, rural and other suburban locations for all populations. Criteria for selection include: the need for additional services and the extent to which the services will address these needs.

Coordination

Job Access projects must be a product of coordinated transportation/human services planning. The projects will be developed through the Metropolitan Planning Organization planning process and approved by the local transit agency.

Funding

The Job Access and Reverse Commute programs are funded through the Mass Transit Account of the Highway Trust Fund and the General Fund. A 50/50 Federal/local match is required. Other Federal funds can be used as part of the local match. Funding for Job Access is authorized at $150 million beginning in FY 1999. The Reverse Commute program is authorized up to $10 million annually.

Eligibility

Local governments, transit agencies, and private non-profit organizations are eligible to apply for the competitive grants. Metropolitan Planning Organizations would designate applicants in areas with populations greater than 200,000 and states would designate applicants in areas with populations less than 200,000, including rural areas. The funds may be used for new capital and operating expenses to provide access to jobs transportation services. They may also be used to promote employer-provided transportation and transit benefit programs.

enrolled version

H.R.2400

Transportation Equity Act for the 21st Century (Enrolled Bill (Sent to President))

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SEC. 3037. JOB ACCESS AND REVERSE COMMUTE GRANTS.

(a) FINDINGS- Congress finds that--

(1) two-thirds of all new jobs are in the suburbs, whereas three-quarters of welfare recipients live in rural areas or central cities;

(2) even in metropolitan areas with excellent public transit systems, less than half of the jobs are accessible by transit;

(3) in 1991, the median price of a new car was equivalent to 25 weeks of salary for the average worker, and considerably more for the low-income worker;

(4) not less than 9,000,000 households and 10,000,000 Americans of driving age, most of whom are low-income workers, do not own cars;

(5) 94 percent of welfare recipients do not own cars;

(6) nearly 40 percent of workers with annual incomes below $10,000 do not commute by car;

(7) many of the 2,000,000 Americans who will have their Temporary Assistance to Needy Families grants (under the State program funded under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.)) terminated by the year 2002 will be unable to get to jobs they could otherwise hold;

(8) increasing the transit options for low-income workers, especially those who are receiving or who have recently received welfare benefits, will increase the likelihood of those workers getting and keeping jobs; and

(9) many residents of cities and rural areas would like to take advantage of mass transit to gain access to suburban employment opportunities.

(b) DEFINITIONS- In this section, the following definitions shall apply:

(1) ELIGIBLE LOW-INCOME INDIVIDUAL- The term `eligible low-income individual' means an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)), including any revision required by that section) for a family of the size involved.

(2) ELIGIBLE PROJECT AND RELATED TERMS-

(A) IN GENERAL- The term `eligible project' means an access to jobs project or a reverse commute project.

(B) ACCESS TO JOBS PROJECT- The term `access to jobs project' means a project relating to the development of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment. The Secretary may make access to jobs grants for--

(i) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section;

(ii) promoting the use of transit by workers with nontraditional work schedules;

(iii) promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low-income individuals under specific terms and conditions developed by the Secretary; and

(iv) promoting the use of employer-provided transportation, including the transit pass benefit program under section 132 of the Internal Revenue Code of 1986.

(C) REVERSE COMMUTE PROJECT- The term `reverse commute project' means a project related to the development of transportation services designed to transport residents of urban areas, urbanized areas, and areas other than urbanized areas to suburban employment opportunities, including any project to--

(i) subsidize the costs associated with adding reverse commute bus, train, carpool, van routes, or service from urban areas, urbanized areas, and areas other than urbanized areas, to suburban workplaces;

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

THE DIRECTOR

May 12, 1998

The Honorable Bud Shuster
Chairman
Committee on Transportation
2165 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

As the House-Senate conference on reauthorization of the *Intermodal Surface Transportation Efficiency Act* (H.R. 2400) proceeds, I write urging your consideration of a proposal the Administration has made to resolve the important budget issues raised by this legislation.

On April 30, I sent you a letter expressing the Administration's serious concerns about the excessive spending in the House and Senate bills; in particular, that the spending levels would either require unacceptable reductions in high priority discretionary program funding, or they would drain anticipated budget surpluses prior to fulfilling our commitment to save Social Security first.

These budgetary concerns were reiterated in a May 1 letter to conferees from Secretary Slater, along with a detailed review of other important policy issues that need to be resolved in an acceptable manner in order to bring this legislation to a conclusion. These issues include a stronger national standard for drunk driving and other safety concerns, maintenance of the historical balance in highway-transit funding, and ensuring protection of the environment as we carry out transportation programs.

Last week, during the course of ongoing discussions with conferees, the Administration proposed the attached framework for bridging some of the distance between the funding levels supported by the Administration, the House and the Senate. The framework is based on four principles: (1) the projected budget surplus shall not be used to pay for the legislation; (2) spending shall be offset fully, without lowering the caps on discretionary spending; (3) after a phase-in period, total budget resources spent each year should equal total receipts to the Highway Trust Fund (HTF); and (4) spending levels in the legislation shall be sustainable after the end of the authorization period.

This framework fulfills the objective of many in Congress that one hundred percent of Highway Trust Fund receipts be available for obligation. After an appropriate phase-in period, a new budget mechanism would require that total funding equal 100 percent of total HTF receipts. This funding guarantee would serve as both a floor and a ceiling for fiscal years 1999-2004. In exchange for the unprecedented guarantee of authority to spend all prior year Trust Fund receipts, this framework also establishes that total surface transportation spending will not exceed receipts. Total funding over the reauthorization period would equal $218.9 billion, which is between the amounts called for in the House and Senate bills. However, this funding would be provided over seven years, instead of six, in order to satisfy the Administration's core principles that the surplus not be depleted and the spending caps not be reduced.

The President's senior advisers would recommend that he veto a conference report that makes available an excessive level of budgetary resources if financed by spending the surplus, by reducing the domestic discretionary caps, by using unacceptable offsets, or by forcing cuts in domestic priorities. We would also recommend veto of a conference report that skews transportation priorities.

We need final action now on this critical legislation. The Administration strongly urges the conferees to seriously consider the framework discussed in this letter, which would ensure stable funding for surface transportation, in a manner that is both fiscally responsible and consistent with the President's pledge to save Social Security first.

Sincerely,

Franklin D. Raines
Director

Attachment

Identical Letter Sent To:

The Honorable Bud Shuster
The Honorable James Oberstar
The Honorable Tom Petri
The Honorable Nick Rahall
The Honorable John Chafee
The Honorable Max Baucus
The Honorable John Warner
The Honorable William Roth
The Honorable Daniel Patrick Moynihan
The Honorable Alfonse D'Amato
The Honorable Paul Sarbanes
The Honorable John McCain
The Honorable Ted Stevens
The Honorable Ernest Hollings
The Honorable Pete Domenici
The Honorable Frank Lautenberg
The Honorable Tom Bliley
The Honorable George Brown
The Honorable John Dingell
The Honorable Jim Sensenbrenner

ISTEA REAUTHORIZATION

May 5, 1998

Core principles. Final legislation must be consistent with the following principles:

- The projected budget surplus shall not be used to pay for the legislation.
- Spending shall be offset fully, without lowering the cap on other discretionary spending.
- After a phase-in period, total budget resources spent each year should equal total receipts to the Highway Trust Fund (HTF).
- Spending levels in the legislation shall be sustainable after the end of the authorization period.

Aggregate Funding. Any agreement reached on funding issues is contingent on agreement regarding policy issues.

- Aggregate budgetary resources (obligation limitations plus any budget authority not subject to limitation) will total $218.9 billion over the period 1998-2004.

- A new budget mechanism will provide, after an appropriate phase-in period, negotiated assurances that all receipts to the HTF will be obligated. Total budgetary resources in each year will equal estimated *prior year* receipts (as in the Chafee-Bond proposal) in order to provide States with certainty about spending levels.

- Assured spending will be distributed between highway spending and transit spending in the same proportions as total authorizations are distributed between highways and transit in the Senate bill. Within the total for highways, highway safety will be funded at the authorization levels contained in the Administration's NEXTEA proposal. This offer assumes that no demonstration projects are funded. If any demonstration projects are included in final legislation, they will need to be funded within the total for highways.

- Balances in the Highway Account of the HTF, except those amounts needed to pay for prior year spending, will be transferred to the General Fund. The Highway Trust Fund will not collect interest.

- In 1999 and 2000, total funding would equal the levels in the President's Budget; in 2001, total funding would equal 97 percent of total HTF receipts; in 2002 and beyond, total funding would equal 100 percent of total HTF receipts:

(In billions of dollars)

	1998	1999	2000	2001	2002	2003	2004	Total
Prior-Year Receipts[1/]	23.9	32.3	32.4	33.2	33.8	34.4	35.1	225.2
Total								
Budget resources	28.0	27.8	27.7	32.1	33.8	34.4	35.1	218.9
Outlays	26.5	27.3	27.7	28.7	30.8	32.5	33.5	206.9
Hwy Funding								
BR	*23.1*	*23.0*	*22.9*	*26.0*	*27.4*	*27.9*	*28.4*	*178.8*
OL	*22.3*	*23.4*	*23.4*	*24.1*	*25.6*	*26.7*	*27.4*	*173.1*
Transit Funding								
BR	*4.8*	*4.8*	*4.8*	*6.1*	*6.4*	*6.5*	*6.7*	*40.1*
OL	*4.2*	*3.9*	*4.3*	*4.6*	*5.1*	*5.7*	*6.0*	*33.8*

1/ Receipts have been normalized to eliminate the '97 TRA one-time shift of deposits between '98 and '99.

- All outlays above those called for in the President's Budget will be offset fully under CBO scoring by implementing, as part of the reauthorization, the "VA tobacco" proposal contained in the President's Budget. Outlays savings associated with the VA tobacco offset, *net of funds needed for the President's GI Bill initiative*, are as follows:

(In billions of dollars)

	1998	1999	2000	2001	2002	2003	2004	Total
OMB scoring	n.a.	-0.7	-1.2	-2.1	-6.0	-6.0	-6.0	-21.8
CBO scoring	n.a.	-0.4	-0.8	-1.7	-2.6	-3.6	-4.6	-13.5

Make Job Access More Than a Token

May 7, 1998

Mark Alan Hughes and Margy Waller

In the past year, the importance of providing transportation assistance to low-income workers has become conventional wisdom. President Clinton emphasized its importance to welfare reform in his last two State of the Union addresses, lack of transportation is often cited by employers and state and local officials as the leading barrier to getting work for the unemployed entry level worker—often more important than available child care, and tales of grueling commutes by welfare mothers are a stock lead in newspaper reporting on the transition from welfare to work.

Indeed, lack of transportation is a significant barrier to getting and keeping a job, especially for the central-city and rural poor. Virtually all job growth is occurring either on the periphery of large metropolitan areas or in rapidly growing small to mid-sized cities—in either case, far from the deltas and the hills, the ghettos and the barrios. Transportation assistance is crucial to overcoming the isolation of these potential workers.

Members of Congress and the Clinton Administration are proudly proclaiming the benefits of welfare-to-work provisions in the transportation bill that has finally passed both houses and is now being debated by a conference committee. Listening to the rhetoric on this topic, one might conclude that the last remaining barrier to work (following recent progress on child and health care) has been removed.

But unfortunately, the details of the legislative drafting take a seriously wrong turn, making it close to impossible to keep job access momentum moving in the right direction.

The devil is in the details on job access - it's not just about throwing some money at the problem. Congress has to get the details right. Otherwise, elected officials will put a big, fat check mark next to 'transportation needs' for entry level workers - and then will wonder why the funding failed to address job access barriers.

The Senate version of the bill creates two programs apparently intended to increase access to jobs for workers and would-be workers by providing transportation assistance. $1.5 billion is allocated for two different programs: $900 million for "Access to Jobs" and $600 million for "Reverse Commute." On the House side, "Access to Jobs" was included when an amendment adding it became the only change agreed to in the floor debate.

A bipartisan group of Senators supported the deeply flawed "Reverse Commute"' addition to the bill. We are told again and again that this program will help poor, inner city residents get to jobs in the suburbs. But the language of the legislation simply subsidizes suburban employers - there is nothing in the bill about targeting the new resources to entry level workers or even to city residents reverse commuting to suburban jobs. The way the bill is drafted the funding can support the commute of any worker from *anywhere* to the suburbs - including from one suburb to another.

By contrast, "Access to Jobs" is designed to assist those workers with real transportation needs (those workers with income below 150% of the Federal poverty level) and those moving from welfare to work. The flaw in the proposed "Access to Jobs" program is that it follows the status quo of transportation funding. Existing metropolitan planning organizations would select which transit organizations to recommend for funding and selection must reflect "coordination with and the approval of existing transportation providers." Under these rules, the bulk of "Access to Jobs" funding would likely go to public transit agencies.

While a few state transportation departments, metropolitan planning organizations, and local public transit agencies are innovators in job access, policy problems are not magnets for policy solutions. And dispersing $1.5 billion for public transit agencies across the nation will not address the core problems of job access: finding jobs for low-skill workers, coordinating work with services like child care, and then quickly identifying transportation assistance that reliably meets the conditions of the lower wage labor market.

Public transit agencies simply have too many competing interests to fulfill the job-access mandate. For example, consider the worker who rides on a newly created bus route to a previously unreachable job for three months, and then saves enough for a used car and starts driving to work. That empty seat on the bus is a measure of success from a job-access perspective. But for a transit agency, constantly trying to build its ridership and dependent upon farebox recovery to maintain its routes, that empty seat is a disaster.

Under the typical conditions of job-rich but low-density suburbs and smaller cities, van-pools or ride-shares run by non- or for-profit private providers probably make more sense. Perhaps most provocatively, many states and employers are discovering that the best job-access solution for many low-wage workers may be a car.

We propose a single change to the pending $900 million "Access to Jobs" program: Transportation providers should be declared ineligible applicants for the funds and their implicit veto of any plan should be removed. And the proposed $600 million "Reverse Commute" program should be folded into an amended "Access to Jobs" program.

With so much variation in what works best when and for whom, the key policy issue for a new federal job access strategy is: who decides?

The goal is job access. Organizations oriented to that goal should be in the driver's seat on transportation assistance. Community-based organizations and other entities already developing a support system for entry-level workers are the best existing candidates. Federal policy should allow such organizations to design and contract for whatever form of transportation assistance best serves the goal of job access in their own metropolitan labor markets.

As it concludes debate on the conference report for this transportation bill, Congress may commit to wasting millions in a well-intentioned, but flawed, program designed to address the transportation needs of low-wage workers. The question is not whether to spend the new money, for the transportation barriers facing these workers and would-be workers are substantial. Rather, the issue is how this important new funding should be used.

Mark Alan Hughes is a vice president and Margy Waller is director of policy development at Public/Private Ventures in Philadelphia.

From: Scott Bogren <BOGREN@ctaa.org>
To: ppv_domain1.ppv_po(MAHughes),ppv_domain1.SMTP1("fs...
Date: 4/10/98 3:10PM
Subject: On the Move 1:2

On the Move 1:2

April 13, 1998

As the House of Representatives debated its BESTEA plan two weeks ago, it was important to note that the only amendment to pass the floor was one on Access to Jobs offered by Rep. Dan Davis (D-Ill.). Its passage conferred a universal legislative stamp of approval upon the notion of transit playing a key role in helping welfare recipients and low-income people get to work.

Indeed, the House, Senate and Administration all included at least $100 million per year over the next six years for Access to Jobs transportation funding. A slam dunk.

Not so fast. Mark Alan Hughes, whose landmark 1992 study, "The New Metropolitan Reality: Where the rubber meets the road in antipoverty policy", first pointed to the lack of effective public transit in helping inner-city residents access burgeoning suburban work sites, has proposed a profound change to the Access to Jobs legislation. Transportation providers, he argues, should be declared ineligible applicants for the (Access to Jobs) funds and their (public transit's) implicit veto of any plan should be removed.

It's easy to rush to attack Hughes for taking such a strident stand. Just what we need, you may think, funding for another layer of uncoordinated transportation. Or maybe you'd like to know just who Hughes thinks can provide the transportation service, if not public transit. True enough. But step back and take a deep breath.

There is a more meaningful message behind Hughes' proposal. He wants transportation systems declared ineligible because he doesn't think that, as currently constituted, fixed-route urban transit systems can do the job. And guess what? In many cases they can't.

Study after study shows that transit systems in cities like Cleveland, Boston and Atlanta aren't effectively linking welfare recipients and the poor with job opportunities. Throw in child care, daily errands and second and third shift jobs, and the problem escalates.

Hughes' concern is that all of the Access to Jobs money will eventually fund more of the same — inadequate transportation. And he has good reason to be worried. The large-urban transit agencies and their association have only mildly supported the Access to Jobs transportation concept, and with the caveat that all the money go into current formula funding programs.

As for his idea to remove the veto barrier for public transportation when it comes to Access to Jobs programs, Hughes is, again, probably right. How innovative will any welfare-to-work program really be if a cash-strapped transit agency can squash anything it doesn't directly benefit from?

CTAA and its members have played an active role in the development of the Access to Jobs legislation. To us, this money has always been about new, innovative services that target welfare recipients and other low income people. Some of the money may launch new systems, but the language in the Senate version of Access to Jobs mandates that these new services coordinate with current ones. We've also envisioned new routes, expanded hours and new vehicles. In short, everything but more of the same.

Access to Jobs funding was never meant to become another formula funding program for public transportation, though it is easy to consider it as such. The inherent danger in this thinking is embodied by Hughes' comments.

Frankly, I'm surprised that each of the Access to Jobs proposals have drawn so few detractors. Think about it. According to numerous sources the welfare rolls are dramatically declining (though there is some evidence that the rolls are merely going back to their norm after reaching historical highs in the early- and mid-1990s). And to-date, the Federal Transit Administration has spent little money on welfare-to-work transit. It wouldn't be hard for someone so inclined to draw the — albeit erroneous — conclusion that no money is needed for Access to Jobs.

For public and community transportation, the Access to Jobs program offers nothing more than an opportunity; to be creative and innovative; to make a difference. However, if all we do with this well-funded opportunity is maintain the status quo, Hughes' words will prove prophetic.

The opinions expressed in "On the Move" are those of Scott Bogren and do not necessarily represent those of the Community Transportation Association of America. To subscribe, e-mail Scott Bogren at bogren@ctaa.org — it's free! "On the Move" is a regularly published e letter with no set schedule.

Margy Waller <mwaller @ dlcppi.org>
05/25/99 01:41:17 PM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc:
Subject: Re: PPV transportation study

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mainly, the effective veto given to transit agencies over which projects get submitted. we recommended a process that would be a counterweight to that, and the power the transit guys tend to have with the mpo - that is, compared to human services agencies and other community based organizations with experience dealing with this population of recent welfare recipients, low-wage workers, and others who want to work, but for whom transportation is a barrier.

>>> <akane@oa.eop.gov> 05/25/99 12:02PM >>>
right, we're requesting the full authorized level of $150 M (double the FY 99 level of $75 M). We're not seeking any legislative changes in program design. That doesn't mean DOT couldn't make some changes in RFP administratively (as long as they're consistent with statute of course). What were the specific concerns you had that were not reflected in the last round?

NGA Transportation Task Force, Fall/Winter 1997

State	Governor	Staff (* = email)	Phone	Fax
ND	Schafer	Bob Harms*	701/ 328-2200	328-2205
KY	Patton	Kevin Goldsmith*	502/564-2611	564-2853
KY 2	Patton	Diane Hancock*	502/ 564-7300	564-6684
KS	Graves	Jamie Clover Adams*	913/ 296-1773	296-7973
MS	Fordice	Nick Ardillo	601/ 359-5551	359-3741
MS	Fordice	Clovis Williams	601/ 359-3868	359-3741
MO	Carnahan	Patrick Lynn*	202/624-7720	624-5855
MO	Carnahan	Susan Harris*	202/624-7720	624-5855
NH	Shaheen	Susan Arnold*	603-271-4198	271-6998
NY	Pataki	Michelle Crowley*	202/ 434-7100	434-7110
NY	Pataki	Leslie Maeby	518/ 474-4288	474-0783
OR	Kitzhaber	Greg Wolf	503/ 378-6548	378-8970
OR	Kitzhaber	Kevin Smith	202/ 624-3535	624-3537
OH	Voinovich	Mike McGarey	202/ 624-5844	624-5847
DE	Carper	Jonathan Jones	202/ 624-7724	624-5495

Rev. 9/29/1997

	ND	Schafer
	KY	Patton
	KS	Graves
	MS	Fordice
	MO	Carnahan
	NH	Shaheen
	NY	Pataki
	OR	Kitzhaber
	OH	Voinovich
	DE	Carper

March 18, 1998

TALKING POINTS ON H.R. 2400, THE BUILDING EFFICIENT SURFACE TRANSPORTATION AND EQUITY ACT

I am pleased that the Senate has overwhelmingly passed ISTEA II and that the House is now moving forward on their BESTEA bill. Your timetable is an ambitious one, but I really appreciate your efforts to try to get to conference in April and have an agreement in hand by May. As we all know, it is crucial that these vital programs and operations not be disrupted.

BESTEA. BESTEA and the Administration proposal, NEXTEA, have much in common. I am very pleased about that. I appreciate your strong bipartisan efforts to retain the ISTEA program structure, the Disadvantaged Business Enterprise program, environmental programs, safety programs, core highway programs, transit programs, and much more.

Budget Issues. I recognize your determination to address funding issues. From the Administration's perspective, any additional transportation spending must fit within the Balanced Budget Agreement, and there must be a proper balance in the way funding is distributed among highway, transit, safety, and environmental programs. The Administration continues to be strongly opposed to any effort to take the Highway Trust Fund off-budget.

Safety. The Department is very concerned about any exemptions from Federal truck size and weight limitations, hours of service requirements, or hazmat regulations. There are serious concerns too about the safety consequences of restricting enforcement officials' access to electronic records of motor carriers. I urge that the .08 blood alcohol content level be adopted as the national standard and also that the incentive program for drugged driving be included. I urge action to increase seat belt usage. I want to ensure that funding levels are sufficient to continue and expand all our safety efforts, particularly our Section 402 safety grant programs. Finally, I urge that you reject any provision limiting the Secretary's ability to provide safety data and information to State legislatures and others considering measures to improve highway safety.

Welfare to Work. I am pleased that BESTEA includes an "Access to Jobs" program, but urge that the funding be increased and that the number of projects not be limited. Transportation is the "to" in Welfare-to-Work, and the need is so critical.

Transit. I am pleased that BESTEA defines transit capital to include preventive maintenance, but having a cap will negate the effectiveness of this provision. I urge removal of the cap.

Environment. You are to be commended for continuing ISTEA's Congestion Mitigation and Air Quality Improvement (CMAQ) program, transportation enhancements, scenic byways, and recreational trails provisions. I am concerned, however, about the environmental streamlining provisions and their potential impact on the National Environmental Policy Act.

National Park Roads and Parkways. The funding levels in BESTEA are too low to support this important program. I urge you to amend BESTEA to authorize the full $161 million that the Administration requested to ensure that these roads are maintained.

Intermodalism. I urge the House to include the Administration's flexibility provisions, which would allow State and local governments to use National Highway System and Surface Transportation Program funds for publicly owned rail and intercity bus passenger projects, as well as publicly owned intercity freight rail infrastructure.

Research, Technology, and Innovation. I urge a stronger emphasis on research and technology deployment and on adding more innovative financing tools such as the State infrastructure bank and credit enhancement provisions supported by the Administration.

ISTEA Conferees

HOUSE TRANSPORTATION AND INFRASTRUCTURE COMMITTEE

SHUSTER (R-PA)	N
OBERSTAR (D-MN)	Y
YOUNG (R-AK)	N
PETRI (R-WI)	N
BOEHLERT (R-NY)	Y
KIM (R-CA)	N
HORN (R-CA)	Y
FOWLER (R-FL)	N
BAKER (R-LA)	N
NEY (R-OH)	N
METCALF (R-WA)	N
RAHALL (D-WV)	Y
BORSKI (D-PA)	Y
LIPINSKI (D-IL)	Y
WISE (D-WV)	Y
CLYBURN (D-SC)	Y
FILNER (D-CA)	Y
MCGOVERN (D-MA)	Y

ADDITIONAL MEMBERS WILL BE ADDED FROM HOUSE BUDGET AND WAYS AND MEANS COMMITTEES

SENATE ENVIRONMENT AND PUBLIC WORKS COMMITTEE

CHAFFEE (R-RI)
BAUCUS (D-MT)
WARNER (R-VA)
SMITH (R-NH)
KEMPTHORNE (R-ID)
INOFE (R-OK)
THOMAS (R-WY)
BOND (R-MO)
HUTCHINSON (R-AR)
ALLARD (R-CO)
SESSIONS (R-AL)
MOYNIHAN (D-NY)
LAUTENBERG (D-NJ)
REID (D-NV)
GRAHAM (D-FL)
LIEBERMAN (D-CT)
BOXER (D-CA)
WYDEN (D-OR)

SENATE COMMERCE COMMITTEE

MCCAIN (R-AZ)
HOLLINGS (D-SC)
STEVENS (R-AK)

ADDITIONAL MEMBERS FROM THE BANKING, FINANCE, AND BUDGET COMMITTEES

Andrea Kane [illegible] AM

Record Type: Record

To: Jake Siewert/OPD/EOP, Dorothy Robyn/OPD/EOP, Michael Waldman/WHO/EOP, Lowell A. Weiss/WHO/EOP

cc: Cynthia A. Rice/OPD/EOP
Subject: Access to Jobs info for transportation bill signing

The following are to help you integrate Access to Jobs into speech, press paper, and Q&As for transportation bill. I believe DOT has also done a one-pager--I'll forward as soon as I get it. You can reach me at 6-5573 if you have any questions.

1. wtw0527.wpd Press paper from 5/27 welfare-to-work event, including praise for Congress including Access to Jobs in the transportation bill.

2. POTUS remarks on 5/27 re: welfare to work transportation/Access to Jobs:

> "The second thing we have to do is to help more welfare recipients succeed in the work place. The employers today told me that one of the hardest things for people moving from welfare to work is still providing transportation, providing child care, making sure for the smaller businesses that may not be able to afford all the training and education that there's support there. We have to do more.
>
> Let me say that the highway bill, which just passed the Congress, I'm proud to say, has a substantial amount of money in it to help defray the transportation costs of people moving from welfare to work."

3. q&a0609.wp Q&A on Access to Jobs to be integrated with other Q&As for the event.

PRESIDENT CLINTON'S ACCESS TO JOBS PROPOSAL:
THE ROAD FROM WELFARE TO WORK
MAY 7, 1998

Today, Transportation Secretary Rodney Slater, Labor Secretary Alexis Herman, and Health and Human Services Assistant Secretary Olivia Golden spotlight the need for funding the Access to Jobs program, which supports innovative transportation services to help those moving from welfare to work.

Access to Economic Opportunity. President Clinton is breaking the cycle of dependency, strengthening our communities and ending welfare as we know it. His three-part economic strategy -- balancing the budget, investing in our people, and opening up new markets to American goods and services -- has helped build the strongest economy in a generation. Since 1993, welfare rolls have dropped to their lowest level in 27 years and nearly 15 million new jobs have been created. We need to ensure that welfare recipients and other low-income families can make the most of these opportunities.

The Challenge of Transportation for Those Moving from Welfare to Work. Many welfare recipients and low-income workers have difficulty accessing jobs, training, and other services such as child care because of inadequate transportation. Two-thirds of all new jobs are in the suburbs, but three of four welfare recipients live in rural areas or central cities. Few welfare recipients own cars, and public transit systems often do not adequately serve new suburban job centers, nor do they adequately serve workers who have evening and weekend shifts. Forty percent of rural counties have no public transportation at all. *Welfare recipients can't go to work if they can't get to work.*

The President's Solution: Access to Jobs. President Clinton has proposed a solution to help people get to where the jobs are: "Access to Jobs." This competitive grant program would provide flexible resources to assist states and communities as they develop innovative transportation alternatives such as vanpools and late-night and weekend services for low-income workers and those moving from welfare to work. It would foster partnerships between transportation and human services agencies, and support the capital and operating costs of new services. Access to Jobs would build on and leverage other transportation resources by requiring a dollar-for-dollar match.

Taking the Next Step. The House and Senate have included President Clinton's Access to Jobs proposal as a six-year, $150 million-a-year initiative in legislation to reauthorize federal highway and transit programs. A conference committee is meeting to reconcile the House and Senate bills. Congress must finish the job by ensuring that the Access to Jobs program is adequately funded in the FY 1999 budget.

United States Senate

WASHINGTON, DC 20510

April 7, 1998

The Honorable Richard C. Shelby
Appropriations Subcommittee on Transportation
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

We urge you to provide $250 million in the fiscal year 1999 Transportation Appropriations bill to fund the Job Access and Reverse Commute Grants program authorized in the Intermodal Surface Transportation Efficiency Act of 1998, as passed by the Senate.

Too many welfare recipients and low-income individuals are isolated from potential job opportunities, because they do not own cars and because existing public transportation systems are either inadequate or non-existent. While three-fourths of welfare recipients live in rural areas or central cities, two-thirds of all new jobs are in the suburbs. Since 94 percent of welfare recipients do not have cars, and cars are out of reach for a large percentage of low-income individuals, they must rely on public transportation to get to these jobs. If the public transportation is inadequate, the jobs become inaccessible.

A number of studies have demonstrated that low-income residents of rural and urban areas alike are isolated from entry-level jobs for which they would otherwise qualify. According to the Community Transportation Association of America, 40 percent of rural counties have no public transportation services. Where transit does exist, it often does not operate on weekends or at night -- times when many entry-level jobs are performed.

The Job Access and Reverse Commute Grants program will help these communities fill the gaps in transit service that prevent welfare recipients from finding jobs, prevent many low-wage earners from finding and keeping jobs they need to remain self-sufficient, and prevent many inner-city and rural residents from getting to jobs in suburban areas. Thank you for your consideration of our request.

Sincerely,

Carol Moseley Braun Rick Santorum Arlen Specter

The Honorable Richard C. Shelby
April 7, 1998
Page Two

Allocation for welfare is wanted elsewhere

By Richard Wolf
USA TODAY

The road from welfare to work may be paved over with asphalt.

Strapped for cash to finance a six-year, $217 billion highway and mass transit bill, Congress is considering using some money scheduled to go to states under the 1996 welfare reform law.

The most controversial proposal, to take away all funds previously promised to the nation's governors, has been shelved. But Republican leaders still may seek to reduce the $16.4 billion annual welfare payment to states in 2003.

Under the 1996 welfare law, states were guaranteed a set amount of federal welfare funds through 2002, regardless of whether their welfare rolls grew or shrunk. The basic allocation to each state was generous, and rapidly declining caseloads have added to their windfall.

Talk of rewriting the deal has prompted an outcry from governors and proponents of reform.

"It would be a loss of faith and a complete slap in the face to every governor in this country," said Wisconsin Gov. Tommy Thompson, a Republican. "We've kept our side of the bargain."

But federal lawmakers note how well states have fared under the welfare reform law:

▶ Because the total number of welfare recipients has declined, every state but Hawaii has increased the amount spent per family; 16 states boosted per-capita spending by at least 50%.

▶ In addition, states left 9% of federal welfare funds unspent in 1997. The Congressional Budget Office predicts 25% will go unspent this year.

"There's money on the table that's not being used," says Rep. Jim McCrery, R-La.

Although most states have general budget surpluses, state officials say they took a calculated risk in 1996 by agreeing to end the federal guarantee of welfare payments. If a recession causes welfare rolls to grow, they say, states will bear the entire burden.

"It's not the same old system," says Susan Golonka of the National Governors' Association. "States are having to do so much more."

"We're going to need every damn penny of that (federal money) in a couple of years," says Cornelius Hogan, head of the American Public Welfare Association.

WASHINGTON

Kasich urges veto of $217 billion highway bill

House Budget Chairman John Kasich, R-Ohio, said Sunday that President Clinton should veto the six-year, $217 billion highway bill if, as expected, it is passed in its current form.

AP

Kasich: 'This is one where we fell down'

Kasich, a champion of smaller government, said the bill is "a throwback to the old ways" of a free-spending Congress.

The legislation, which includes $9 billion earmarked for 600 projects that were added at the request of House members, would boost highway funding by 43%. Kasich, referring to the bill's popularity, said he'll likely "get hit by a cement truck" when he tries to reduce the spending level during a floor vote Wednesday.

President Clinton said the legislation could bust the budget. He stopped short of threatening to veto it but said, "I have serious concerns that the extent of proposed new spending in this transportation bill goes too far and could threaten both our fiscal discipline and our commitment to education and other critical investments in our future." The Senate version, passed two weeks ago, has $3 billion less in spending, and none specially earmarked for pet projects. **(Funding plan, 3A)**

CAMPAIGN FINANCE: The way Republican leaders on Friday hastily scheduled votes for today on campaign finance bills has outraged proponents in both parties. "This was pretty much a sneak attack," said Rep. Christopher Shays, R-Conn., an advocate for stricter controls on campaign money. Rep. Martin Meehan, D-Mass., said it was "a disgrace" the way the legislation is being brought to the floor under rules that limit debate, bar amendments and require a two-thirds majority for approval. Those procedures usually are reserved for noncontroversial items, and are almost certain to ensure that the bills won't pass. Majority Leader Dick Armey, R-Texas, said the vote was scheduled on Friday after members said they wanted to proceed quickly.

EDUCATION SAVINGS: Senate Democratic and Republican leaders reached a compromise that will bring to a vote a bill that would allow tax breaks on savings for school expenses, including private and religious school tuition. Democrats had blocked consideration four times in a dispute over the scope of amendments they want to offer. They will get 12 amendments when the bill comes up April 20.

POLITICS: Gary Bauer, whose conservative Family Research Council is a force within the Republican Party, says he'll probably establish a presidential exploratory committee for a possible run at the White House in 2000. "I'm sure I will be causing some indigestion if I continue to move down this road," he said of the GOP establishment that fears his activist tactics on such issues as opposition to abortion and efforts to get organized prayer back into public schools could be trouble for GOP efforts to attract centrist voters. Bauer, 51, told a Texas political gathering over the weekend that congressional Republicans have a shameful "hang-dog look" and "act like they lost Congress four years ago."

▶ House Speaker Newt Gingrich, R-Ga., announced his candidacy for re-election Saturday night, both to his House seat and the speaker's post, and said he wanted to "put to rest the rumors" about an imminent presidential run.

▶ Democrats may have their best chance in a decade to pick up the House seat of five-term Rep. Steven Schiff, R-N.M., who died last week of cancer. The special election is expected in late June. District voter registration is 49% Democratic and 37% Republican.

Written by Paul Leavitt with staff and wire reports

USA TODAY · MONDAY, MARCH 30, 1998

ACCESS TO JOBS

Transportation is one of the main challenges facing people making the transition from welfare to work. Two-thirds of new jobs are in the suburbs, but three of four welfare recipients live in rural areas or central cities, with few of them owning cars. Many entry level or service sector jobs require evening or weekend hours that are poorly served by existing transit routes or within a reasonable commute time. The barrier is magnified for low-income Americans living in rural counties, 40 percent of which have no public transportation.

Existing funding for welfare reform -- both the Temporary Assistance for Needy Families (TANF) block grants and the $3 billion Welfare-to-Work (WtW) formula and competitive grants -- provides flexibility to help states and communities provide transportation to individuals leaving welfare for work. The Departments of Transportation, Health and Human Services, and Labor are working together to develop joint guidance on how these existing funds can be used to provide transportation services. At the same time, these funding streams have certain limitations and leave significant gaps that the Administration hopes to address through an Access to Jobs initiative, funded through the Federal transportation program that pays for highway and mass transit infrastructure and programs.

Administration's Proposal
To meet the tremendous need for transportation services, President Clinton has asked Congress to authorize, through the Federal transportation ISTEA legislation, $100 million annually for the Access to Jobs competitive grant program. This program would assist states and localities in developing flexible transportation solutions for people moving from welfare to work. These resources would ensure that agencies responsible for designing state and local transportation systems -- state DOTs, transit authorities, etc. -- are attending to this important transportation need. These new Federal funds would require a dollar for dollar match.

It is essential for all Federal, state, and local entities to collaborate to ensure and maintain success in moving families from welfare to work. This collaboration will help to provide the right mix of transportation services necessary to meet the needs of welfare recipients as well as deliver the most efficient use of existing resources and services.

Senate Access to Jobs and Reverse Commute Grants
The Senate provision is consistent with the Administration's Access to Jobs proposal. The amendment introduced on March 11 by Senators Specter, Santorum, and Moseley-Braun, and passed by the Senate, increased the funding for the Access to Jobs proposal to $150 million annually.

The Senate version also includes an additional provision for a reverse commute discretionary grant program funded at $100 million. The reverse commute grants can be used to provide transportation services for commutes from city to suburb, suburb to suburb, or rural area to suburb. They are not specifically targeted for welfare recipients or other low-income populations.

House Job Access Grants
The House passed the Job Access grants amendment, introduced by Representative Davis, on April 1. The provision is similar to the Senate proposal with a funding level of $150 million annually. However, the program is limited to ten demonstration projects.

Issue for Conference on ISTEA Reauthorization
The House cap on the number of demonstration projects should be addressed during Conference.

U.S. Department of Transportation
Office of the Secretary of Transportation

400 Seventh St., S.W.
Washington, D.C. 20590

OFFICE OF CONGRESSIONAL AFFAIRS

393747

Nancy Zacarek check 366 4000

DATE: ______

THE FOLLOWING ______ PAGES (INCLUDING COVER SHEET) ARE FOR:

working on response to Millender McDonald

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ORGANIZATION: ______

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TELEPHONE NUMBER: (202) 366-9714 FAX NUMBER: (202) 366-3675

COMMENTS: ______

IF YOU DO NOT RECEIVE ALL THE PAGES, PLEASE CALL THE NUMBER ABOVE.

Nancy.
TA for Millender-McDonald —
still working on the explanation —
- still under FTA review
↳ amend to committee bill?
⇒ may be floor amend
TA for ↳

- repeat cap in House?
- set Senate language
- waiver of grant applicants
- update Solicitation

Amendment to the Committee Print of H.R. 2400 Offered by Ms. Millender-McDonald

LA area — may be receptive to lifting the caps

Page 270, line 26, insert "agencies administering programs funded under part A of title IV of the Social Security Act," after "authorities,". already there

Page 272, line 21, strike "and".

Page 272, after line 21, insert the following:

(4) promoting the use of transportation services, other than transit systems, by recipients of assistance under programs funded under part A of title IV of the Social Security Act; and

already allow car pools/van pools

Page 272, line 22, strike "(4)" and insert "(5)".

Page 273, line 7, strike "10" and insert "25".

$ tm?
why caps (i.e. all
→ they explained
why no caps?
receptive

Page 273, line 8, strike "6" and insert "15".

Page 273, lines 8 and 9, strike "populations of at least 200,000, 2 projects" and insert ", as of January 1, 1998, at least 75,000 recipients of assistance from programs funded under part A of title IV of the Social Security Act, 5 projects".

no volatile

Page 273, line 10, strike "populations less than 200,000, 2 projects" and insert ", as of January 1, 1998, less than 75,000 recipients of assistance from programs funded under part A of title IV of the Social Security Act, 5 projects".

Page 276, line 2, strike "$42,000,000" and insert "$100,000,000".

The following language will increase the funding for Access to Jobs to the same level contained in the Senate bill. It will also eliminate the cap of ten projects and pilot program designation. Lastly, the language removes legislative barriers that would prohibit other state or Federal funds eligible to be used for transportation from being used as part of the local match.

From Linda Dawson

Get to Liz O'C.

PROPOSED ACCESS TO JOBS LANGUAGE

Section 328. Access to Jobs Challenge Grants

Page 270 Line 22 Strike "pilot program"

Page 273 Line 6 - 11 Strike " The Secretary shall select...urbanized areas."

Page 273 Line 18 After "mass transportation" insert "but may include amounts received under a service agreement with a state or local social service agency, a private social service organization, or local administrative entity."

Trying to: (a) allow local match to be consistent w/ federal law & [illegible]

(1) For purposes of this section, the prohibitions against the use of state and Federal funds for fund matching requirements under section 403(a)(5)(C)(vi) of the Social Security Act do not apply.

ok? to allow W2W $ to be used as local match. OK OK.

Page 276 Line 1 - 4 Strike paragraph (j) and insert new paragraph (j):

(j) Funding; Allocation --

(1) In General. -- There is authorized to be appropriated to carry out this section, to remain available until expended, $150,000,000 for each of fiscal years 1998 through 2003.

(2) Allocation. -- The amount made available to carry out this section in each fiscal year shall be allocated as follows:

(A) 60 percent shall be allocated for eligible projects in urbanized areas with populations of not less than 200,000.

(B) 20 percent shall be allocated for eligible projects in urbanized areas with populations of less than 200,000.

(C) 20 percent shall be allocated for eligible projects in areas other than urbanized areas.

Federal Transit Administration
Chief Counsel's Office

FAX TRANSMISSION

To: Andrea Kane

Fax #: 456-7431

Message: Welfare to work materials per your request.

From: Nancy M. Zaczek
Room 9316
400 Seventh Street, S. W.
Washington, D. C. 20590

Phone: 202-366-4011

FAX: 202-366-3809

SEC. 5014. JOB ACCESS AND REVERSE COMMUTE GRANTS.

(a) FINDINGS.—Congress finds that—

(1) two-thirds of all new jobs are in the suburbs, whereas three-quarters of welfare recipients live in rural areas or central cities;

(2) even in metropolitan areas with excellent public transit systems, less than half of the jobs are accessible by transit;

(3) in 1991, the median price of a new car was equivalent to 25 weeks of salary for the average worker, and considerably more for the low-income worker;

(4) not fewer than 9,000,000 households and 10,000,000 Americans of driving age, most of whom are low-income workers, do not own cars;

(5) 94 percent of welfare recipients do not own cars;

(6) nearly 40 percent of workers with annual incomes below $10,000 do not commute by car;

(7) many of the 2,000,000 Americans who will have their Temporary Assistance to Needy Families grants (under the State program funded under part A of title IV of the Social Security Act (42 U.S.C. 601 et seq.)) terminated by the year 2002 will be unable to get to jobs they could otherwise hold;

(8) increasing the transit options for low-income workers, especially those who are receiving or who

have recently received welfare benefits, will increase the likelihood of those workers getting and keeping jobs; and

(9) many residents of cities and rural areas would like to take advantage of mass transit to gain access to suburban employment opportunities.

(b) GRANT AUTHORITY.—

(1) IN GENERAL.—Chapter 53 of title 49, United States Code, is amended by inserting after section 5320 the following:

"§5320a. Access to jobs

"(a) DEFINITIONS.—In this section:

"(1) ELIGIBLE LOW-INCOME INDIVIDUAL.—The term 'eligible low-income individual' means an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)), including any revision required by that section) for a family of the size involved.

"(2) ELIGIBLE PROJECT AND RELATED TERMS.—

"(A) IN GENERAL.—The term 'eligible project' means an access to jobs project or a reverse commute project.

"(B) ACCESS TO JOBS PROJECT.—The term 'access to jobs project' means a project relating to the development of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment, including—

"(i) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section;

"(ii) promoting the use of transit by workers with nontraditional work schedules;

"(iii) promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low-income individuals under specific terms and conditions developed by the Secretary; and

"(iv) promoting the use of employer-provided transportation including the transit pass benefit program under subsections (a) and (f) of section 132 of title 26.

"(C) REVERSE COMMUTE PROJECT.—The term 'reverse commute project' means a project *related to the development of transportation services designed to transport residents of urban areas, urbanized areas, and areas other than urbanized areas to suburban employment opportunities, including any project to—*

"(i) subsidize the costs associated with adding reverse commute bus, train, or van routes, or service from urban areas, urbanized areas, and areas other than urbanized areas, to suburban workplaces;

"(ii) subsidize the purchase or lease by a private employer, nonprofit organization, or public agency of a van or bus dedicated to shuttling employees from their residences to a suburban workplace;

"(iii) otherwise facilitate the provision of mass transportation services to suburban employment opportunities to residents of urban areas, urbanized areas, and areas other than urbanized areas.

"(3) EXISTING TRANSPORTATION SERVICE PROVIDERS.—The term 'existing transportation service providers' means mass transportation operators and governmental agencies and nonprofit organizations

that receive assistance from Federal, State, or local sources for nonemergency transportation services.

"(4) SECRETARY.—The term 'Secretary' means the Secretary of Transportation.

"(5) QUALIFIED ENTITY.—The term 'qualified entity' means—

"(A) with respect to any proposed eligible project in an urbanized area with a population of not less than 200,000, the entity or entities selected by the appropriate metropolitan planning organization, in coordination with affected transit grant recipients (as provided in subsection (g)(2)), from among local governmental authorities and nonprofit organizations; and

"(B) with respect to any proposed eligible project in an urbanized area with a population of less than 200,000, or an area other than an urbanized area, the entity or entities selected by the chief executive officer of the State in which the area is located, in coordination with affected transit grant recipients (as provided in subsection (g)(2)), from among local governmental authorities and nonprofit organizations.

"(6) WELFARE RECIPIENT.—The term 'welfare recipient' means an individual who receives or re-

ceived aid or assistance under a State program funded under part A of title IV of the Social Security Act (whether in effect before or after the effective date of the amendments made by title I of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (Public Law 104–193; 110 Stat. 2110)) at any time during the 3-year period before the date on which the applicant applies for a grant under this section.

"(b) GENERAL AUTHORITY.—

"(1) IN GENERAL.—The Secretary may make access to jobs grants and reverse commute grants under this section to assist qualified entities in financing eligible projects.

"(2) COORDINATION.—The Secretary shall coordinate activities under this section with related activities under programs of other Federal departments and agencies.

"(c) APPLICATIONS.—Each qualified entity seeking to receive a grant under this section for an eligible project shall submit to the Secretary an application in such form and in accordance with such requirements as the Secretary shall establish by regulation.

"(d) PROHIBITION.—*Grants awarded under this section may not be used for planning or coordination activities.*

"(e) FACTORS FOR CONSIDERATION.—*In awarding grants under this section to applicants under subsection (c), the Secretary shall consider—*

"(1) *the percentage of the population in the area to be served by the applicant that are welfare recipients;*

"(2) *in the case of an applicant seeking assistance to finance an access to jobs project, the need for additional services in the area to be served by the applicant to transport welfare recipients and eligible low-income individuals to and from specified jobs, training, and other employment support services, and the extent to which the proposed services will address those needs;*

"(3) *the extent to which the applicant demonstrates coordination with, and the financial commitment of, existing transportation service providers;*

"(4) *the extent to which the applicant demonstrates maximum utilization of existing transportation service providers and expands transit networks or hours of service, or both;*

"(5) the extent to which the applicant demonstrates an innovative approach that is responsive to identified service needs;

"(6) the extent to which the applicant—

"(A) in the case of an applicant seeking assistance to finance an access to jobs project, presents a regional transportation plan for addressing the transportation needs of welfare recipients and eligible low-income individuals; and

"(B) identifies long-term financing strategies to support the services under this section;

"(7) the extent to which the applicant demonstrates that the community to be served has been consulted in the planning process; and

"(8) in the case of an applicant seeking assistance to finance a reverse commute project, the need for additional services identified in a regional transportation plan to transport individuals to suburban employment opportunities, and the extent to which the proposed services will address those needs.

"(f) FEDERAL SHARE OF COSTS.—

"(1) MAXIMUM AMOUNT.—The amount of a grant under this section may not exceed 50 percent of the total project cost.

"(2) NONGOVERNMENTAL SHARE.—The portion of the total cost of an eligible project that is not funded under this section—

"(A) shall be provided in cash from sources other than revenues from providing mass transportation; and

"(B) may be derived from amounts made available to a department or agency of the Federal Government (other than the Department of Transportation) that are eligible to be expended for transportation.

"(g) PLANNING REQUIREMENTS.—

"(1) IN GENERAL.—The requirements of sections 5303 through 5306 apply to any grant made under this section.

"(2) COORDINATION.—Each application for a grant under this section shall reflect coordination with and the approval of affected transit grant recipients. The eligible access to jobs projects financed must be part of a coordinated public transit-human services transportation planning process.

"(h) GRANT REQUIREMENTS.—A grant under this section shall be subject to—

"(1) all of the terms and conditions to which a grant made under section 5307 is subject; and

"(2) such other terms and conditions as determined by the Secretary.

"(i) PROGRAM EVALUATION.—

"(1) COMPTROLLER GENERAL.—Beginning 6 months after the date of enactment of this section, and every 6 months thereafter, the Comptroller General of the United States shall—

"(A) conduct a study to evaluate the grant program authorized under this section; and

"(B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a report describing the results of each study under subparagraph (A).

"(2) DEPARTMENT OF TRANSPORTATION.—Not later than 2 years after the date of enactment of this section, the Secretary shall—

"(A) conduct a study to evaluate the access to jobs grant program authorized under this section; and

"(B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a re-

port describing the results of the study under subparagraph (A).

"(j) FUNDING; ALLOCATION.—

"(1) IN GENERAL.—There is authorized to be appropriated to carry out this section, to remain available until expended, $250,000,000 for each of fiscal years 1998 through 2003, of which—

"(A) $150,000,000 in each fiscal year shall be used for grants for access to jobs projects; and

"(B) $100,000,000 in each fiscal year shall be used for grants for reverse commute projects.

"(2) ALLOCATION.—The amount made available to carry out this section in each fiscal year shall be allocated as follows:

"(A) 60 percent shall be allocated for eligible projects in urbanized areas with populations of not less than 200,000.

"(B) 20 percent shall be allocated for eligible projects in urbanized areas with populations of less than 200,000.

"(C) 20 percent shall be allocated for eligible projects in areas other than urbanized areas.".

(2) CONFORMING AMENDMENT.—The analysis for chapter 53 of title 49, United States Code, is amended

by inserting after the item relating to section 5320 the following:

"5320a. Access to jobs.".

SEC. 5015. GRANT REQUIREMENTS.

Section 5323 of title 49, United States Code, is amended by adding at the end the following:

"(m) GRANT REQUIREMENTS.—The grant requirements under sections 5307 and 5309 apply to any project under this chapter that receives any assistance from an infrastructure bank or through other financing under subtitle C of title I of the Intermodal Surface Transportation Efficiency Act of 1998.".

SEC. 5016. HHS AND PUBLIC TRANSIT SERVICE.

Section 5323 of title 49, United States Code, is amended by adding at the end the following:

"(n) PARTICIPATION OF GOVERNMENTAL AGENCIES IN DESIGN AND DELIVERY OF TRANSPORTATION SERVICES.—To the extent feasible, governmental agencies and nonprofit organizations that receive assistance from Government sources (other than the Department of Transportation) for nonemergency transportation services—

"(1) shall participate and coordinate with recipients of assistance under this chapter in the design and delivery of transportation services; and

"(2) shall be included in the planning for those services.".

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1998 Senate Bill
N/A	**Access to Jobs and Training**	Access to jobs and training is not an authorized program.	Adds new authority for the Secretary to make grants to assist States, local governments, and private non-profit organizations in planning and financing transportation services to transport economically disadvantaged persons to jobs and employment-related activities $100 M/ FY authorized	Named "Access to Jobs Challenge Grant Pilot Program" Secretary authorized to make grants to States, local governments, and non profit organizations to finance services to transport welfare recipients to and from jobs & related activities. Authorizes $42 million per FY. §328	Named "Jobs Access" (new section 5320(a). This new program has two components, an access to jobs component to provide transportation services for welfare recipients and eligible low-income persons and a reverse commute component to provide transportation services for residents of urban and rural areas to jobs in suburban areas. Secretary authorized to make grants to qualified entities State and local government, and nonprofit organizations are qualified entities. For areas over 200,000, MPO in coordination with transit grant recipient select eligible entity Areas under 200,000 governor selects eligible entity in coordination with transit grant recipient. From General revenue funds, authorizes $150 million for each FY 1998 to 2003 for access to jobs and $100 million for reverse commutes. §5014

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1998 Senate Bill
		N/A	Discretionary grants made based on specific criteria and include planning, service coordination, operating and capital expenses for service start-up, promotion of employer-provided transportation, developing financing strategies, and administration expenses	Criteria specified for Secretary in making grants. Eligible activities are capital and operating costs, promoting use of transit by workers with nontraditional work schedules, promoting use of transit vouchers by agencies, promoting use of employer provided transportation Planning and coordination are not eligible §328	Grant criteria are slightly different for the two programs Grant criteria for both concern population on welfare, coordination with existing transportation providers, use of existing services, innovative approaches, financial commitment, and community involvement in planning. In addition, for access to jobs grants, must show need for additional services and a regional transportation plan. For reverse commute, must show the needs for additional services to suburban areas. Eligible activities for both programs are transportation services For access to jobs program, eligible activities include: capital and operating costs of equipment, facilities, associated capital maintenance, promoting use of transit by workers with nontraditional work schedules, promoting use of transit vouchers by agencies, promoting use of employer provided transportation include transit pass benefit program For reverse commute program, activities include subsidize costs associated with reverse bus, train, or van routes; purchase or lease of buses and van for shuttle service by employers; and anything else that facilitates suburban employment §5014

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1998 Senate Bill
		N/A	Technical assistance may be provided to recipients through grants, cooperative agreements, or grants	National competition and selection of up to 10 projects, including 6 in UZAs of at least 200,000, 2 in areas under 200,000, and 2 in non UZAs §328	Amounts made available are allocated: 60% in UZAs of at least 200,000, 20% in UZAs under 200,000, and 20% in non UZAs. §5014
		N/A	Government share is 50% and subject to requirements determined by the Secretary.	Government share is 50% §328	Government share is 50%. §5014
		N/A	Recipients may use other Federal human services funds for the non-government share However, technical assistance will be funded completely with government funds	Grantee may use funds of other Federal agencies toward non-Federal share of project §328	Grantee may use funds of other non-DOT Federal agencies toward non-Federal share of project §5014
		N/A	Planning requirements of Sections 5303-5306 apply. Grants must be included in metro or statewide plans, and TIPs.	Planning requirements of Sections 5303, 5304, 5305 apply to grants. Application must reflect coordination with and approval of affected transit grantee. Projects must be part of coordinated public transit human services planning process. Grants subject to terms and conditions under Section 5307. §328	Planning requirements of Sections 5303, 5304, 5305 apply to grants. Projects must be part of coordinated public transit human services planning process. Grants subject to terms and conditions under Section 5307 §5014
		N/A	Funds are available for 3 years after the fiscal year in which they are made available.		Amounts appropriated remain available until expended. §5014

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R 2400	Federal Transit Act of 1998 Senate Bill
				Comp Gen must conduct semiannual studies of access to jobs program Report to Congress every 6 months Secretarial report to Congress on study of program within 2 years of enactment. §328	Comp Gen must conduct semiannual studies of access to jobs program Report to Congress every 6 months Secretarial report to Congress on study of program within 2 years of enactment §5014
§5321	**Crime Prevention and Security**	Crime prevention and security are eligible for capital grants	Section deleted and moved to Section 5302, Definitions. Eligibility unchanged		Safety elements including security services are eligible for capital assistance §5003
§5322	**Human Resources Programs**	Secretary may make grants for programs that address human resource needs as they apply to mass transit activities	No changes.		
§5323	**General Provisions on Assistance**	Financial assistance provided to a State or local government may be used to acquire an interest in a private mass transit company if the Secretary finds the assistance is essential to a program of projects.	Changes "program of projects" to "Transportation Improvement Program"	Provides that persons occupying space in facilities funded under Ch 53 of Title 49 must pay reasonable share of cost of facility. Lists eligible activities under Ch 53 of title 49 associated with projects that enhance economic development or incorporate private investment. §317	

Andrea Kane

Record Type: Record

To: Elena Kagan/OPD/EOP, Cynthia A. Rice/OPD/EOP

cc:

Subject: Senate Appropriators for Transportation

Thanks to the wonders of the internet, looks like the key folks for Access to Jobs are Shelby and Lautenberg. I've attached up-to-date committee lists for Senate Appropriations and several key subcommittees, FYI

Subcommittee on Transportation

MEMBER	DATE APPOINTED			
Shelby (AL)	**10-20-95**	**Lautenberg (NJ)**	**03-06-85**	
Domenici (NM)	02-03-89	Byrd (WV)	01-31-71	
Specter (PA)	02-02-93	Mikulski (MD)	02-03-89	
Bond (MO)	01-11-95	Reid (NV)	01-11-95	
Gorton (WA)	01-11-95	Kohl (WI)	01-28-97	
Bennett (UT)	01-28-97	Murray (WA)	01-28-97	
Faircloth (NC)	01-28-97			
Stevens (AK)	01-28-97			Y

Committee on Appropriations

MEMBER	DATE APPOINTED		
Stevens (AK)	**02-23-72**	**Byrd (WV)**	**01-14-59**
Cochran (MS)	01-05-81	Inouye (HI)	01-28-71
Specter (PA)	01-05-81	Hollings (SC)	01-28-71
Domenici (NM)	01-03-83	Leahy (VT)	02-11-77
Bond (MO)	02-05-91	Bumpers (AR)	01-27-78
Gorton (WA)	02-05-91	Lautenberg (NJ)	02-21-85
McConnell (KY)	01-07-93	Harkin (IA)	02-21-85
Burns (MT)	01-07-93	Mikulski (MD)	01-06-87
Shelby (AL)	01-04-95	Reid (NV)	01-06-87
Gregg (NH)	01-04-95	Kohl (WI)	01-07-93
Bennett (UT)	01-04-95	Murray (WA)	01-07-93
Campbell (CO)	10-12-95	Dorgan (ND)	01-09-97
Craig (ID)	01-09-97	Boxer (CA)	01-09-97
Faircloth (NC)	01-09-97		
Hutchison (TX)	01-09-97		

Republican Members : 15 Democrat Members : 13
Total Members : 28
Total Subcommittees : 13

3/13

Wolff, House Appropriations Subcommittee

Dan Bonnie

Questions

(1) why do you need this $
given other reserves

(2) Bridges to Work - costing $1,000/person -- high cost
Doug has asked Jobs Link folks to gather cost info

APTA has not supported Admin proposal

All transit funding:
Formula - $2b to urbanized areas above 200,000
State distributes remainder to under 200,000

Jobs TOPX

Discretionary $2b - earmarked for special major mass transit projects
(new rail, bus, modernization)

Last yr, our Access to Jobs considered a take down on formula program -- actually came out of new starts discretionary, but transit industry didn't like it

Mosley-Braun - $ from ~~fed~~ general funds, not gas tax formula funds.
Santorum-Specter - $ also from G.F.
Doug asked APTA whether they'd now support → Yes, if

Thomas Senate version OK w/ industry —
when doing reauthoriz, supposedly funding $

Shuster (chairman of reauthoriz comm) looking
to get from TANF — but apparently it got killed

Doug: trying to deal w/ prob. night —
— promote collaboration/glue by allowing other
fed $ to match — leverages other $
- requires planning partnerships
- must coordin. svc w/ existing providers

Can we do something to get human svc folks
together to educ about Access to Jobs $ —
NACO proposed

APWA looking @ it →
NACO — didn't realize it was GF
NGA House also did it as ↓
ASHTO

ATUAB - not going to advocate for —

News:

U.S. Department of Transportation

Office of the Assistant Secretary for Public Affairs
Washington, D.C. 20590
http://www.dot.gov/briefing.htm

FOR IMMEDIATE RELEASE
Tuesday, March 10, 1998

DOT 45-98
Contact: Bill Schulz
Telephone: (202) 366-4531

STATEMENT OF TRANSPORTATION SECRETARY SLATER ON SENATE MASS TRANSIT VOTE

I applaud the United States Senate for its strong, bipartisan vote today to ensure that our investment in mass transit will be allocated fairly across America and to help those making the transition from welfare to work.

Six years ago, President Clinton pledged to "rebuild America." In partnership with Congress, he has delivered on that promise, raising transportation investment to record levels and improving highways and transit service throughout the nation. Today's action builds upon this effort.

I especially commend Senators D'Amato, Domenici, Harkin, Johnson, and Sarbanes, who have acted to ensure that these new resources will equally benefit urban and rural communities across America through the reauthorization of ISTEA.

I also am pleased at the strong support for President Clinton's Access to Jobs proposal, which will provide flexible transportation alternatives for those making the transition from welfare rolls to payrolls. I especially want to commend the efforts of Senators Moseley-Braun, Specter, and Santorum in this regard. The Senate's vote today is a major step forward to help them get to where the jobs are.

###

amend entered - coming up

AMENDMENT NO. ______ Calendar No. ____

Purpose: To make reverse commute project grants eligible for assistance under the job access grants program.

IN THE SENATE OF THE UNITED STATES -- 105th Cong., 2d Sess.

S. 1173

To authorize funds for construction of highways, for highway safety programs, and for mass transit programs, and for other purposes.

Referred to the Committee on ____________ and ordered to be printed

Ordered to lie on the table and to be printed

AMENDMENTS intended to be offered by Mr. SPECTER (for himself, Mr. SANTORUM, and Ms. MOSELEY-BRAUN) to Amendment No. 1931

Viz:

On page 55, strike line 12, and insert the following:

"SEC.__14. JOB ACCESS AND REVERSE COMMUTE GRANTS

competitive grant for both

On page 56, line 13, strike "and".

On page 56, line 18, strike the period and insert "; and".

On page 56, between lines 18 and 19, insert the following:

"(9) many residents of cities and rural areas would like to take advantage of mass transit to gain access to suburban employment opportunities.

Beginning on page 57, strike line 9 and all that follows through page 58, line 4, and insert the following:

"(2) ELIGIBLE PROJECT AND RELATED TERMS.--

"(A) IN GENERAL.--The term 'eligible project' means and access to jobs project or a reverse commute project.

"(B) ACCESS TO JOBS PROJECT.--The term 'access to jobs project' means a project relating to the development of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment, including--

GF $ rather than Trust Fund gas tax

— how defined? below 150%

"(i) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section;

"(ii) promoting the use of transit by workers with nontraditional work schedules;

"(iii) promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low-income individuals under specific terms and conditions developed by the Secretary; and

"(iv) promoting the use of employer-provided transportation including the transit pass benefit program under subsections (a) and (f) of section 132 of title 26.

"(C) REVERSE COMMUTE PROJECT--The term 'reverse commute project' means a project related to the development of transportation services designed to transport residents of urban areas, urbanized areas, and areas other than urbanized areas to suburban employment opportunities, including any project to--

"(i) subsidize the costs associated with adding reverse commute bus, train, or van routes, or service from urban areas, urbanized areas, and areas other than urbanized areas, to suburban workplaces;

"(ii) subsidize the purchase or lease by a private employer, nonprofit organization, or public agency of a van or bus dedicated to shuttling employees from their residences to a suburban workplace;

"(iii) otherwise facilitate the provision of mass transportation services to suburban employment opportunities to residents of urban areas, urbanized areas, and areas other than urbanized areas.

On page 59, line 20, insert "access to jobs grants and reverse commute" before "grants".

On page 60, line 15, insert "in the case of an applicant seeking assistance to finance an access to jobs project," after "(2)".

On page 61, line 7, insert "in the case of an applicant seeking assistance to finance an access to jobs project," before "presents".

On page 61, line 13, strike "and".

On page 61, line 16, strike the period and insert "; and".

On page 61, between lines 16 and 17, insert the following:

"(8) in the case of an applicant seeking assistance to finance a reverse commute project, the need for additional services identified in a regional transportation plan to transport individuals to suburban employment opportunities, and the extent to which the proposed services will address those needs.

On page 62, strike lines 13 through 18, and insert the following:

"(2) COORDINATION.--Each application for a grant under this section shall reflect coordination with and the approval of affected transit grant recipients. The eligible access to jobs projects financed must be part of a coordinated public transit-human services transportation planning process.

On page 64, strike lines 1 through 4 and insert the following:

"(1) IN GENERAL.--There is authorized to be appropriated to carry out this section, to remain available until expended, $250,000,000 for each of fiscal years 1998 through 2003, of which--

"(A) $150,000,000 in each fiscal year shall be used for grants for access to jobs projects; and

"(B)$100,000,000 in each fiscal year shall be used for grants for reverse commute projects.

Federal Transit Administration
Transit Reauthorization: Comparisons of Proposals

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1997 Senate Banking Committee
N/A	**Access to Jobs and Training**	Access to jobs and training is not an authorized program.	Adds new authority for the Secretary to make grants to assist States, local governments, and private non-profit organizations in planning and financing transportation services to transport economically disadvantaged persons to jobs and employment-related activities. $100 M/FY authorized.	Named "Access to Jobs Challenge Grant Pilot Program" Secretary authorized to make grants to States, local governments, and non profit organizations to finance services to transport welfare recipients to and from jobs & related activities Authorizes $42 million per FY. §328	Named 'Jobs Access Grants" (new section 5320(a). Secretary authorized to make grants to States, local governments, non profits, and transit agencies in financing transportation services to transport welfare recipients & eligible low income individuals to and from jobs and related activities. Authorizes $100 million for each FY 1998 to 2003.
		N/A	Discretionary grants made based on specific criteria and include planning, service coordination, operating and capital expenses for service start-up, promotion of employer-provided transportation, developing financing strategies, and administration expenses.	Criteria specified for Secretary in making grants. Eligible activities are: capital and operating costs, promoting use of transit by workers with nontraditional work schedules, promoting use of transit vouchers by agencies, promoting use of employer provided transportation. Planning and coordination are not eligible. §328	Grant criteria specified concerning population, need for services, coordination, use of existing services, innovative approaches, regional planning, long term financing, and community involvement in planning. Eligible activities are: capital and operating costs of equipment, facilities, associated capital maintenance, promoting use of transit by workers with nontraditional work schedules, promoting use of transit vouchers by agencies, promoting use of employer provided transportation include transit pass benefit program. Planning and coordination are not eligible.

Federal Transit Administration
Transit Reauthorization: Comparisons of Proposals

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1997 Senate Banking Committee
		N/A	Technical assistance may be provided to recipients through grants, cooperative agreements, or grants.	National competition and selection of up to 10 projects, including 6 in UZAs of at least 200,000, 2 in areas under 200,000, and 2 in non UZAs. §328	Amounts made available are allocated: 60% in UZAs of at least 200,000, 20% in UZAs under 200,000, and 20% in non UZAs.
		N/A	Government share is 50% and subject to requirements determined by the Secretary.	Government share is 50%. §328	Government share is 50%.
		N/A	Recipients may use other Federal human services funds for the non-government share. However, technical assistance will be funded completely with government funds.	Grantee may use funds of other Federal agencies toward non-Federal share of project. §328	Grantee may use funds of other Federal agencies toward non-Federal share of project.
		N/A	Planning requirements of Sections 5303-5306 apply. Grants must be included in metro or statewide plans, and TIPs.	Planning requirements of Sections 5303, 5304, 5305 apply to grants. Application must reflect coordination with and approval of affected transit grantee. Projects must be part of coordinated public transit human services planning process. Grants subject to terms and conditions under Section 5307. §328	Planning requirements of Sections 5303, 5304, 5305 apply to grants. Projects must be part of coordinated public transit human services planning process. Grants subject to terms and conditions under Section 5307.
		N/A	Funds are available for 3 years after the fiscal year in which they are made available.		Amounts appropriated remain available until expended.

Federal Transit Administration
Transit Reauthorization: Comparisons of Proposals

49 USC	Title	ISTEA Existing Law	NEXTEA Administration's Proposal	BESTEA H.R. 2400	Federal Transit Act of 1997 Senate Banking Committee
				Comp Gen must conduct semiannual studies of access to jobs program. Report to Congress every 6 months. Secretarial report to Congress on study of program within 2 years of enactment. §328	Comp Gen must conduct semiannual studies of access to jobs program. Report to Congress every 6 months. Secretarial report to Congress on study of program within 2 years of enactment.

DEPARTMENT OF TRANSPORTATION UNITED STATES OF AMERICA

FAX

TO: Andrea Kane

FAX: 456-7431

FROM: Julie M. Anderson

DATE: 3-2

RE: legislative language

PAGES: 20, to follow

NOTES:
Copies of language of legislative proposals.

1. Administration proposal
2. Senate proposal
3. House proposal

From the Desk of:
Julie M. Anderson
Office of Economics
U.S. Department of Transportation
400 7th St., SW Rm. #10305-D
Washington, DC 20590

Phone: (202) 366-8850
Fax: (202) 366-3393

1 Administration's Proposal

(b) CONFORMING AMENDMENT.–The analysis of chapter 5 striking the item related to section 5319 and inserting the following:

"5319. Advance construction authority.".

SEC. 3021. ACCESS TO JOBS AND TRAINING.

(a) Title 49 is amended by striking section 5320 and inserting after section 5319 the following new section:

"Sec. 5320. Access to jobs and training

"(a) GENERAL AUTHORITY.--The Secretary of Transportation may make grants under this subsection to assist States, local governmental authorities, and private non-profit organizations in financing transportation services to transport economically disadvantaged persons to jobs and activities related to employment. The Secretary shall coordinate activities under this section with related activities under programs of other United States agencies.

"(b) GRANT CRITERIA.-- In making grants under this subsection, the Secretary shall consider the following:

"(1) the severity of the welfare transportation problem as measured by the percentage of the population on welfare;

"(2) the need for additional services to transport economically disadvantaged persons to specified jobs, training and other employment support services, and the extent to which proposed services will address these needs;

"(3) the existence of or willingness to establish a mechanism to coordinate transportation and human resource services planning;

"(4) the applicant's qualifications and performance under other welfare reform initiatives;

"(5) the extent to which the local share demonstrates a financial partnership with a human resource agency; and

"(6) the applicant's program proposal, which must--

"(A) address a comprehensive assessment of access to work transportation needs and possible new service strategies;

"(B) address the coordination of existing service providers and possible new service strategies;

"(C) address the promotion of employer-provided transportation services; and

"(D) address long-term financing strategies to support the program.

"(c) ELIGIBLE PROJECTS.—The Secretary may make grants for--

"(1) integrating transportation and welfare planning, including collaborative planning to assess employment needs and strategies;

"(2) coordinating mass transportation providers with human service transportation providers, and with providers of employment support services;

"(3) the operating and capital costs of service start-up;

"(4) promoting employer-provided transportation;

"(5) developing financing strategies; and

"(6) administrative costs.

"(d) TECHNICAL ASSISTANCE.—The Secretary may make grants or enter into cooperative agreements or contracts for the provision of technical assistance to recipients

(2) Senate Proposal

O:\KOR\KOR97.932

AMENDMENT NO. 20 Calendar No. ____

Purpose: To authorize the Secretary of Transportation to make grants to assist States, local governmental authorities, and nonprofit organizations in financing transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment.

IN THE SENATE OF THE UNITED STATES—105th Cong., 1st Sess.

S.

To reauthorize the mass transit programs of the Federal Government, and for other purposes.

Referred to the Committee on ____ ____________ and ordered to be printed

Ordered to lie on the table and to be printed

AMENDMENT intended to be proposed by Ms. MOSELEY-BRAUN (for herself and Mr. DODD)

Viz:

At the appropriate place, insert the following:

SEC. ___. JOB ACCESS GRANTS.

(a) FINDINGS.—Congress makes the following findings:

(1) Two-thirds of all new jobs are in the suburbs, whereas three-quarters of welfare recipients live in rural areas or central cities.

(2) Even in metropolitan areas with excellent public transit systems, less than half of the jobs are accessible by transit.

(3) In 1991, the median price of a new car was 25 weeks' salary for the average worker, and considerably more for the low-income worker.

(4) At least 9,000,000 households and 10,000,000 Americans of driving age, most of whom are low-income workers, do not own cars.

(5) 94 percent of welfare recipients do not own cars.

(6) Nearly 40 percent of workers with annual incomes below $10,000 do not commute by car.

(7) Many of the 2,000,000 Americans who will have their Temporary Assistance to Needy Families grants terminated by the year 2002 will be unable to get to jobs they could otherwise hold.

? HHS unaware?

(8) Increasing the transit options for low-income workers, especially those who are receiving or who have recently received welfare benefits, will increase the likelihood of those workers getting and keeping jobs.

(b) GRANT AUTHORITY.—

(1) IN GENERAL.—Section 5320 of title 49, United States Code, is amended to read as follows:

"§ 5320. Access to jobs

"(a) DEFINITIONS.—In this section:

"(1) CAPITAL PROJECT AND URBANIZED AREA.—The terms 'capital project' and 'urbanized area' have the meanings given those terms in section 5302.

"(2) ELIGIBLE LOW-INCOME INDIVIDUAL.—The term 'eligible low-income individual' means an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2)), including any revision required by that section) for a family of the size involved.

"(3) ELIGIBLE PROJECT.—The term 'eligible project' means a project described in subsection (c).

"(4) EXISTING TRANSPORTATION SERVICE PROVIDERS.—The term 'existing transportation service providers' means mass transportation operators and governmental agencies and nonprofit organizations that receive assistance from Federal, State, or local sources for nonemergency transportation services.

"(5) SECRETARY.—The term 'Secretary' means the Secretary of Transportation.

"(6) QUALIFIED ENTITY.—The term 'qualified entity' means—

"(A) with respect to any proposed eligible project in an urbanized area with a population of not less than 200,000, the entity or entities selected by the appropriate metropolitan planning organization, in consultation with affected transit grant recipients as provided in subsection (g), from among local governmental authorities and nonprofit organizations; and

>200,000

"(B) with respect to any proposed eligible project in an urbanized area with a population of less than 200,000, or an area other than an urbanized area, the entity or entities selected by the chief executive officer of the State in which the area is located, in consultation with affected transit grant recipients as provided in subsection (g), from among local governmental authorities and nonprofit organizations.

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"(7) WELFARE RECIPIENT.—The term 'welfare recipient' means an individual who receives or received aid or assistance under a State program funded under part A of title IV of the Social Security Act (whether in effect before or after the effective date of the amendments made by title I of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (Public Law 104–193; 110

Stat. 2110)) at any time during the 3-year period before the date on which the applicant applies for a grant under this section.

"(b) GENERAL AUTHORITY.—

"(1) IN GENERAL.—The Secretary may make grants under this section to assist qualified entities in financing transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment.

"(2) COORDINATION.—The Secretary shall coordinate activities under this section with related activities under programs of other Federal departments and agencies.

"(c) APPLICATIONS.—Each qualified entity seeking to receive a grant under this section for an eligible project shall submit to the Secretary an application in such form and in accordance with such requirements as the Secretary shall establish by regulation.

"(d) GRANT CRITERIA.—In awarding grants under this section to applicants under subsection (c), the Secretary shall consider each of the following:

"(1) The percentage of the population in the area to be served by the applicant that are welfare recipients.

"(2) The need for additional services in the area to be served by the applicant to transport welfare recipients and eligible low-income individuals to and from specified jobs, training, and other employment support services, and the extent to which the proposed services will address those needs.

"(3) The extent to which the applicant demonstrates coordination with, and the financial commitment of, existing transportation service providers.

"(4) The extent to which the applicant demonstrates maximum utilization of existing transportation service providers and expands transit networks or hours of service or both.

"(5) The extent to which the applicant demonstrates an innovative approach that is responsive to identified service needs.

"(6) The extent to which the applicant—

"(A) presents a regional transportation plan for addressing the transportation needs of welfare recipients and eligible low-income individuals in accordance with subsection (g); and

"(B) identifies long-term financing strategies to support the services under this section.

"(7) The extent to which the applicant demonstrates that the community to be served has been consulted in the planning process.

"(e) ELIGIBLE PROJECTS.—

"(1) IN GENERAL. The Secretary may make grants in accordance with this section for—

"(A) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section;

not just start-up

"(B) promoting the use of transit by workers with nontraditional work schedules;

"(C) promoting the use by appropriate agencies of transit vouchers for welfare recipients and eligible low-income individuals under specific terms and conditions developed by the Secretary; and

"(D) promoting the use of employer-provided transportation including the transit pass benefit program under subsections (a) and (f) of section 132 of title 26.

"(2) INELIGIBLE PROJECTS.—No planning or coordination activities are eligible for assistance under this section.

"(f) FEDERAL SHARE OF COSTS.—

"(1) MAXIMUM AMOUNT.—The Federal share of the costs for an eligible project under this section shall not exceed 50 percent of the net project cost. The remainder shall be provided in cash from sources other than revenues from providing mass transportation.

"(2) NONGOVERNMENTAL SHARE.—Amounts made available to a department or agency of the Federal Government (other than the Department of Transportation) that are eligible to be expended for transportation may be used to pay the nongovernment share payable on an eligible project under this section.

"(g) PLANNING REQUIREMENTS.—The requirements of sections 5303 through 5306 apply to any grant made under this section. Applications must reflect coordination with and the approval of affected transit grant recipients and the eligible projects financed must be part of a coordinated public transit-human services transportation planning process.

"(h) GRANT REQUIREMENTS.—A grant under this section shall be subject to-

"(1) all of the terms and conditions to which a grant made under section 5307 is subject; and

"(2) such other terms and conditions, as determined by the Secretary.

"(i) PROGRAM EVALUATION.—

"(1) COMPTROLLER GENERAL.—Beginning 6 months after the date of enactment of this Act, and every 6 months thereafter, the Comptroller General of the United States shall

"(A) conduct a study to evaluate the program conducted under this section; and

"(B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a report describing the results of the study under subparagraph (A).

"(2) DEPARTMENT OF TRANSPORTATION.—Not later than 2 years after the date of enactment of this Act, the Secretary shall—

"(A) conduct a study to evaluate the access to jobs program conducted under this section; and

"(B) submit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate a report describing the results of the study under subparagraph (A).

"(j) FUNDING; ALLOCATION.—

"(1) IN GENERAL.—There is authorized to be appropriated to carry out this section $100,000,000 for each of fiscal years 1998 through 2003. Such amounts shall remain available until expended.

"(2) ALLOCATION.—The amount made available to carry out this section in each fiscal year shall be allocated as follows:

"(A) 60 percent shall be allocated for eligible projects in urbanized areas with populations of not less than 200,000.

"(B) 20 percent shall be allocated for eligible projects in urbanized areas with populations of less than 200,000.

"(C) 20 percent shall be allocated for eligible projects in areas other than urbanized areas.".

(2) CONFORMING AMENDMENT.—The analysis for chapter 53 of title 49, United States Code, is amended by striking the item relating to section 5320 and inserting the following:

"5320. Access to jobs.".

House Proposal

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(1) $2,698,000,000 in fiscal year 1998;

(2) $3,213,000,000 in fiscal year 1999; and

(3) $3,703,000,000 in fiscal year 2000.

SEC. 328. ACCESS TO JOBS CHALLENGE GRANT PILOT PROGRAM.

(a) GENERAL AUTHORITY.—The Secretary may make grants under this section to assist States, local governmental authorities, and nonprofit organizations in financing transportation services designed to transport welfare recipients to and from jobs and activities related to their employment. The Secretary shall coordinate activities under this section with related activities under programs of other Federal departments and agencies.

(b) GRANT CRITERIA.—In selecting applicants for grants under this section, the Secretary shall consider the following:

(1) The percentage of the population in the area to be served that are welfare recipients.

(2) The need for additional services to transport welfare recipients to and from specified jobs,

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(b) GRANT CRITERIA.—In selecting applicants for grants under this section, the Secretary shall consider the following:

(1) The percentage of the population in the area to be served that are welfare recipients.

(2) The need for additional services to transport welfare recipients to and from specified jobs,

training, and other employment support services, and the extent to which the proposed services will address those needs.

(3) The extent to which the applicant demonstrates coordination with, and the financial commitment of, existing transportation service providers.

(4) The extent to which the applicant demonstrates maximum utilization of existing transportation service providers and expands existing transit networks or hours of service or both.

(5) The extent to which the applicant demonstrates an innovative approach that is responsive to identified service needs.

(6) The extent to which the applicant presents a comprehensive approach to addressing the needs of welfare recipients and identifies long-term financing strategies to support the services under this section.

(e) ELIGIBLE PROJECTS.—The Secretary may make grants under this section for—

(1) capital projects and to finance operating costs of equipment, facilities, and associated capital maintenance items related to providing access to jobs under this section;

(2) promoting the use of transit by workers with nontraditional work schedules;

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(3) promoting the use by appropriate agencies of transit vouchers for welfare recipients under specific terms and conditions developed by the Secretary; and

(4) promoting the use of employer-provided transportation including the transit pass benefit program under subsections (a) and (f) of section 132 of title 26, United States Code.

No planning or coordination activities are eligible for assistance under this section.

(d) Competitive Grant Selection.—The Secretary shall conduct a national solicitation for applications for grants under this section. Grantees shall be selected on a competitive basis. The Secretary shall select not more than 10 demonstration projects for the pilot program, including 6 projects from urbanized areas with populations of at least 200,000, 2 projects from urbanized areas with populations less than 200,000, and 2 projects from other than urbanized areas.

(e) Federal Share of Costs.—The Federal share of costs under this section shall be provided from funds appropriated to carry out this section. The Federal share of the costs for a project under this section shall not exceed 50 percent of the net project cost. The remainder shall be provided in cash from sources other than revenues from providing mass transportation. Funds appropriated to a Federal department or agency (other than the Department of Transportation) and eligible to be used for transportation may be used toward the nongovernment share payable on a project under this section.

(f) PLANNING REQUIREMENTS.—The requirements of sections 5303 through 5306 of title 49, United States Code, apply to grants made under this section. Applications must reflect coordination with and the approval of affected transit grant recipients and the projects financed must be part of a coordinated public transit-human services transportation planning process.

(g) GRANT REQUIREMENTS.—A grant under this section shall be subject to all of the terms and conditions of grants made under section 5307 of title 49, United States Code, and such terms and conditions as determined by the Secretary.

(h) PROGRAM EVALUATION.—

(1) COMPTROLLER GENERAL.—Six months after the date of the enactment of this Act and each 6 months thereafter, the Comptroller General shall conduct a study to evaluate the access to jobs program conducted under this section and transmit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee

on Banking, Housing, and Urban Affairs of the Senate the results of the study.

(2) DEPARTMENT OF TRANSPORTATION.—The Secretary shall conduct a study to evaluate the access to jobs program conducted under this section and transmit to the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Banking, Housing, and Urban Affairs of the Senate the results of the study within 2 years of the date of the enactment of this Act.

(i) DEFINITIONS.—In this section, the following definitions apply:

(1) CAPITAL PROJECT AND URBANIZED AREA.—The terms "capital project" and "urbanized area" have the meaning such terms have under section 5302 of title 49, United States Code.

(2) EXISTING TRANSPORTATION SERVICE PROVIDERS.—The term "existing transportation service providers" means mass transportation operators and governmental agencies and nonprofit organizations that receive assistance from Federal, State, or local sources for nonemergency transportation services.

(3) WELFARE RECIPIENT.—The term "welfare recipient" means an individual who receives or re-

ceived aid or assistance under a State program funded under part A of title IV of the Social Security Act (whether in effect before or after the effective date of the amendments made by title I of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996) at any time during the 3-year period ending on the date the applicant applies for a grant under this section.

(j) FUNDING.—There is authorized to be appropriated to carry out this section $42,000,000 per fiscal year for fiscal years 1998, 1999, and 2000. Such sums shall remain available until expended.

SEC. 329. SENSE OF THE COMMITTEE REGARDING THE MASS TRANSIT ACCOUNT.

It is the sense of the Committee on Transportation and Infrastructure of the House of Representatives that the limitation on the Mass Transit Account of the Highway Trust Fund under section 9503(e)(4) of the Internal Revenue Code of 1986 with regard to the mass transit portion of receipts should be 24 months.

SEC. 330. PROJECT MANAGEMENT OVERSIGHT.

(a) STUDY.—The Comptroller General shall conduct a study of the Secretary of Transportation's implementation of project management oversight under section 5327 of title 49, United States Code.

CC: CR
Nancy Willis

Welfare to Work:

Where Community and Transportation Advocates Meet

by Nancy Willis, AICP, STPP Assistant Director for State and Local Policy and Co-Chair, National Neighborhood Coalition

When Congress and President Clinton agreed to "end welfare as we know it," they ushered in a new era in social policy. The Personal Responsibility and Work Opportunity Act of 1996 (PROWA) replaced the Aid to Families with Dependent Children program with block grants to the states. The PRWOA, which became effective this year, imposes a five year, lifetime limit on welfare benefits.

The Act contains a provision which stipulates that adults must work to receive benefits after two years. With this legislative impetus, social service providers, community and transportation advocates are giving more attention to not only the creation of jobs, but how former welfare recipients can get to the jobs. With the creation of jobs in the suburbs, commuting patterns have changed. Transit providers, particularly in rural areas, are unable to provide services to meet the needs of *shift workers* who work unusual schedules. Bus companies usually do not have suburb-to-suburb routes needed by today's low-skilled workers.

The real challenge for most recipients is not getting a job; it is keeping a job. Lack of child care, health care and transportation are all challenges making it tough for recipients to stay in the labor market. Low-income and community advocates are concerned about all residents in their neighborhoods being able to get to their jobs— including those who are low-income but perhaps don't qualify for welfare, as well as the elderly and disabled, not just former welfare recipients. STPP and other advocates worked with the Administration and members of the relevant committees on Capitol Hill to broaden the focus of job access programs to benefit individuals whose income is at or below 150% of poverty.

Welfare-to-work, access-to-jobs, or job access programs refer to a constellation of programs designed to get low-income job seekers and new employees to their place of employment. These include organizing van pools or jitneys to get workers to their jobs, providing passes or financial assistance to pay for public transportation, and, in Boca Raton, Florida, providing workers with bicycles to get to work. In some instances, staff from social service agencies will drive the clients in their staff cars or use employers' company cars.

Because of the concern by low-income and neighborhood advocates about the effects of welfare reform in their neighborhoods, the National Neighborhood Coalition chose welfare reform as one of its priority issues for the year. When its monthly information forums are devoted to welfare reform, the forums have been extremely well-attended.

The Administration's proposal for ISTEA reauthorization includes a six-year, $600 million grant Access to Jobs and Training program to support flexible, innovative transportation alternatives, such as vanpools, to get people to where the jobs are. Funding would also provide access to training centers and to support services such as day care at transit links. Close coordination with other human services is key to the success of this program to meet the special needs of the welfare population.

The President launched the Welfare to Work Partnership at a White House ceremony on May 20, 1997. The goal of the partnership is to encourage small, medium and large businesses to hire and retain former welfare recipients without displacing existing workers. To date, more than 300 companies have joined the Partnership. Its web site is http://www.welfare-towork.org.

Advocates are celebrating an initial, major victory in getting a Jobs Access program adopted as

continued page 7

Groups that signed the Access to Jobs Coalition Letter

ACORN
African-American Women's Clergy Association
AIDS Policy Center for Children, Youth and Families
American Council of the Blind
American Farmland Trust
American Foundation for the Blind
American Friends Service Committee
Bicycle Federation of America
Center for Community Change
Center for Neighborhood Technology
Children's Defense Fund
Citizen Action
Coalition for ADA Paratransit Solutions
Coalition on Human Needs
Community Transportation Association of America
Employment Support Center
Friends of the Earth
Local Initiatives Support Corporation
Lutheran Office for Governmental Affairs, ELCA
Lutheran Services in America
National Alliance to End Homelessness
National Association for the Advancement of Colored People
National Association of Community Action Agencies
National Association of the Deaf
National Congress for Community Economic Development
National Council of Jewish Women
National Council of La Raza
National Council of Senior Citizens
National Council on Aging
National Easter Seal Society
National Housing Conference
National League of Cities
National Low-Income Housing Coalition
National Neighborhood Coalition
National Puerto Rican Coalition
National Urban League
NETWORK: A Catholic Social Justice Lobby
New York City Environmental Justice Alliance
Public Voice for Food and Health Policy
Rails-to-Trails Conservancy
Regional Plan Association
Seedco — Washington Office
Social Compact
South Carolina State University
Surface Transportation Policy Project
The Enterprise Foundation
The Jesuit Conference, Office of Social Ministries
The Union of American Hebrew Congregations
Unitarian Universalist Service Committee
United Church of Christ, Office for Church in Society
Washington Ethical Action Office of the American Ethical Union
Women's Opportunity and Resource Development (WORD) of Missoula

part of the ISTEA reauthorization bill that is winding through Congress. On 9/25, the Senate Banking, Housing and Urban Affairs Committee, adopted an amendment offered by Senator Carol Moseley-Braun (D-IL) and Christopher Dodd (D-CT) which added $100 million a year, for six years, to the Senate ISTEA bill, S. 1173. In the House bill, H.R. 2400, Rep. James Oberstar (D-MN) succeeded in getting a Job Access Program included in BESTEA. It has a $42 million/year price tag. An important factor in getting transit providers to support Senator Moseley-Braun's initiative was that the funds would not come from existing transit funds.

Senator Moseley-Braun listed the following as the "findings" or reasons for introducing the measure:

--Two-thirds of all new jobs are in the suburbs, while three-quarters of welfare recipients live in rural areas or central cities.

--Even in metropolitan areas with excellent public transit systems, less than half of the jobs are accessible by transit.

--Less than 94 percent of welfare recipients do not own cars, and these autos may not be reliable or meet air emission standards.

--Nearly 40 percent of workers with annual incomes below $10,000 do not commute by car.

The Moseley-Braun amendment allows the Secretary of Transportation to make grants to transport to work welfare recipients and other low-income individuals (whose family income is at or below 150 percent of poverty). Anyone who is currently receiving welfare benefits is eligible for this transportation assistance, as is anyone who has received welfare over the preceding three years. Transit agencies, local and state governments, and non-profit organizations are eligible to apply to the Secretary of Transportation for grants to assist in financing transportation services. The grants require a 50 percent local match which can come from other federal sources, state or local governments, or private contributions.

The Job Access program is one important tool that can help metropolitan areas promote equitable economic development, improve air quality, and encourage urban revitalization. These pilot projects can also help address transportation-related environmental justice issues.

By encouraging the use of transit (and getting even more money into the fare box), helping low-income persons to keep jobs and remain self-sufficient, and eliminating the need to drive "clunkers," the Job Access program can meet multiple policy goals simultaneously: improving the environment and providing accessibility.

SURFACE TRANSPORTATION POLICY PROJECT

PROGRESS

Volume VII, Number 8 October 1997

From the Director's Chair:

Access Is A Right

by Hank Dittmar, Executive Director

One of the Surface Transportation Policy Project's founding principles is that transportation is a means, not an end. We see transportation policy and investment as inextricably linked to societal goals, including the economy, the environment and access to opportunity. Transportation policy should help to provide ordinary people with access to jobs, education, medical care, food and housing. Indeed, provision of this access is one of the main reasons for a national transportation policy.

For most of us, access to work, food or other necessities of life is assumed; but for many Americans the difficult nature of access has become very clear as the nation has struggled to implement the policy changes called 'welfare reform.' Moving millions of people from welfare to work has proved to be more difficult than just finding people a job opening. Job training, the availability of child care and the availability of reliable transportation to get people to work have all proved to be difficult issues. The transportation problem has been compounded by the fact that in most parts of the country, new jobs are to be found in far flung suburbs while the former welfare recipients who need these jobs live in inner cities, inner suburbs or rural areas. Transit doesn't always serve this *reverse commute*; and the Administration estimates that 94 percent of welfare recipients lack access to an automobile.

Fortunately, some relief for this problem may be on the way, as innovative programs outlined in this issue of *Progress* demonstrate. Spurred on by a small demonstration program called *Bridges to Work*, cities around the country are developing programs to move *people to jobs* through transit and paratransit programs that link inner city and suburbs. Other cities are focusing on moving *jobs to people*, through transit oriented economic development strategies like those being employed in St. Louis. Both types of programs are needed, as are programs to offer low income workers user side subsidies like free transit passes, tokens or scrip so that they can afford to make those initial trips to work.

A new Job Access coalition has been formed to help us move beyond these initial trials. This coalition includes faith-based groups, civil rights groups including the NAACP and the National Council of La Raza, community development and grassroots self-help groups like the Center for Community Change, consumer groups like Citizen Action, and transportation organizations such as STPP and the Community Transportation Association of America. The coalition has worked with Senator Carol Moseley-Braun to add a new $100 million Job Access program similar to a program proposed by the Administration into the Senate ISTEA II bill and with Congressman Jim Oberstar and Committee leadership on a $43 million program in the House bill.

Welfare to work is just part of the access story. Access to jobs is a real problem for the working poor as well as for welfare recipients; and access to jobs is just the tip of the iceberg. If we've designed our communities so that one has to drive to get to work, school, the doctor or to play, then those who don't drive—whether they are poor, elderly, disabled or young—are shut out of the system. For example, grocery stores don't locate in inner city areas, so low income people and people of color have to rely on overpriced

continued page 4

In this Issue

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The goal of Surface Transportation Policy Project is to ensure that transportation policy and investments help conserve energy, protect environmental and aesthetic quality, strengthen the economy, promote social equity, and make communities more livable. We emphasize the needs of people, rather than vehicles, in assuring access to jobs, services, and recreational opportunities.

The work of STPP is made possible by grants from the Nathan Cummings Foundation, the Energy Foundation, the George Gund Foundation, the Joyce Foundation, the Martin Foundation, the James C. Penney Foundation, Prince Charitable Trusts, the Surdna Foundation, and the Rockefeller Brothers Fund.

Progress is edited and produced by Christopher Bender, Communications Manager. We encourage contributions from our subscribers. Please send donations, comments, requests for reprint permission, and letters to the editor to Christopher Bender, STPP Progress Editor.

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Printed using metal-free, soy-based inks on recycled paper.

Access *from page 1*

convenience marts for their food needs. As STPP's Gloria Ohland discusses in this issue, this question of food access and security is both a transportation problem and a community design problem. STPP will soon be establishing a new Access project, to work in coalition with groups around the country who are concerned with issues like access to work, school, food, and services.

One of our first efforts will be focused on the affordability of transit services for former welfare recipients and other low income workers. For many people who are just starting work, the out of pocket cost of getting to a job that is accessible by transit can be a formidable barrier. We believe there is a role for the private sector here. Last summer President Clinton asked Eli Siegel to head the voluntary Welfare to Work Partnership, which is a partnership of corporations who have committed to hire former welfare recipients. The Partnership has been extremely successful in getting major corporations to join, including initial founders like United Airlines and the Marriott Corporation. We are asking the Welfare to Work Partnership to help us get these corporations to commit to offer the transit commute benefit to low income workers and former welfare recipients. Under federal law, employers can offer transit passes and tokens up to $65/month in value as a tax free employee benefit (and a business expense to the corporation). The program has been extended to allow voluntary cash-out (cash in lieu of employer provided parking) under the new tax law. Business can help ease the burden of moving people from welfare to work, and assure themselves of a more reliable employee at the same time.

It will take many complementary strategies to deal with the problem of access, ranging from new transportation service and better access to existing services to economic revitalization of existing communities in transit and pedestrian friendly ways. Transportation is a means, not an end; and it ought to be the means to opportunity for all Americans.

Cynthia A. Rice 11/24/97 09:27:38 AM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc:

Subject: ISTEA/NEXTEA Mtg

Pls plan to join me

--------------------- Forwarded by Cynthia A. Rice/OPD/EOP on 11/24/97 09:30 AM ---------------------------

Gay L. Joshlyn 11/21/97 10:07:07 AM

Record Type: Record

To: See the distribution list at the bottom of this message

cc: Patricia E. Romani/OMB/EOP, Franklin F. Urteaga/OSTP/EOP

Subject: ISTEA/NEXTEA Mtg

Dorothy Robyn will chair a meeting on Tuesday, November 25th at 2:00 pm to discuss ISTEA/NEXTEA, the FY99 budget, and possible new program ideas. Roy Kienitz, Hank Dittmar and other STPP members have been invited to the meeting. Janno Lieber of DOT, Jack Basso of DOT and David Gardner of EPA have also been invited.

The meeting will be in room 231 and will be 2 hours. Please let me know if you are able to attend.

Thanks.

Message Sent To:

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