Innovative Service Development (ISD) Grant Program Study

Florida Commission for the Transportation Disadvantaged

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Report on Innovative Service Development (ISD) Grant Program

Florida Commission for the Transportation Disadvantaged

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Executive Summary

This report summarizes and analyzes the history, funding, and services of the Innovative Service Development (ISD) Grant program administered by the Florida Commission for the Transportation Disadvantaged (CTD). The program has received State funding in three of the most recent four state fiscal years, and has received another nonrecurring appropriation of \$6 million for the upcoming 2023-2024 State Fiscal Year (SFY). With this \$6 million, the ISD Grant is once again the second largest grant program administered by CTD, after the Trip & Equipment (T&E) Grant program.

This report also explores methods for evaluating whether the services for a proposed or approved ISD Grant project may be considered "innovative" under the program. Standard reporting of certain trip characteristics on invoices submitted under the ISD Grant shares many similarities to what is reported on T&E Grant invoices, aiding comparisons between both types of grants awarded to the same service area, and distinguishing how trips are unique under the ISD Grant from those supported by the T&E Grant. The innovative potential of an ISD Grant project adding additional data points on trip characteristics that are not reported under the T&E Grant is also explored.

Finally, this report provides more extensive and in-depth reviews on six ISD Grant projects which have provided services in 2022-2023 and also applied for funding in 2023-2024. These reviews analyze invoice data from ISD *and* T&E Grants for the same service area to explore similarities and differences between trips provided across both grants.

Thomas Howell Ferguson P.A. assisted CTD in facilitating the application review process for SFY 2023-2024. The analyses within this report helped guide the Commission's subcommittee in its review of ISD Grant projects for approval. This report concludes with a summary of the subcommittee's recommendations for ISD projects to be funded in SFY 2023-2024.

History of State Funding for ISD Grant

In SFY 2016-2017, the Florida Legislature appropriated \$1.75 million in nonrecurring funds to CTD to award competitive grants to Community Transportation Coordinators (CTCs) for projects that did one or more of the following:

- 1) Enhance the access of older adults, persons with disabilities, and persons with low income to health care, shopping, education, employment, public services, and recreation;
- 2) Assist in the development, improvement, and use of transportation systems in nonurbanized areas;
- 3) Promote the efficient coordination of services;
- 4) Support intercity bus transportation; and
- 5) Encourage private transportation provider participation.

Originally called the "Mobility Enhancement Grant" or "MEG", the Florida Legislature appropriated another \$1.75 million in 2017-2018, and \$1.25 million in 2018-2019.

Mobility Enhancement Grant (MEG) Appropriation



In SFY 2019-2020, the MEG was renamed the "Innovation and Service Development Grant" and appropriated a total of \$10 million in recurring funds as part of the Multi-Use Corridors of Regional Economic Significance (M-CORES) legislation. Established in Section 338.2278, Florida Statutes, the M-CORES legislation redirected a portion of motor vehicle license tax revenues away from the State's General Revenue Fund and toward various transportation-related projects, including the Transportation Disadvantaged Trust Fund. The M-CORES statute tied the \$10 million in recurring funding to specific criteria for a competitive grant program:

§ 338.2278(8)(e), Florida Statutes (repealed 2021)

Funds allocated to the Transportation Disadvantaged Trust Fund in this subsection shall be used to award competitive grants to community transportation coordinators and transportation network companies for the purposes of providing cost-effective, door-todoor, on-demand, and scheduled transportation services that:

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

As shown above, the M-CORES statute also allowed Transportation Network Companies (TNCs) to directly apply for ISD grants in addition to CTCs. This was intended to explore the use of "ondemand" transportation models similar to Uber and Lyft within the Coordinated System. Prior to this, TNCs could only participate in the TD Program as a subcontracted transportation provider for a CTC. Since 2016-2017, the MEG and ISD Grant programs have funded projects that use TNC models of service delivery, such as the "Late Shift" program for TD riders to access transportation during the hours when fixed route services are not operational in Pinellas County.

The M-CORES funding was implemented through Rule 41-2.014(c), Florida Administrative Code, which provided:

41-2.104(c), F.A.C.

Innovation and Service Development. Innovation and service development related grant funds may be awarded competitively to support projects that:

- 1. Enhance the access of older adults, persons with disabilities, and low income individuals to healthcare, shopping, education, employment, public services, and recreation;
- 2. Assist in the development, improvement, and use of transportation systems in non-urbanized areas;
- 3. Promote the efficient coordination of services;
- 4. Encourage private transportation provider participation.

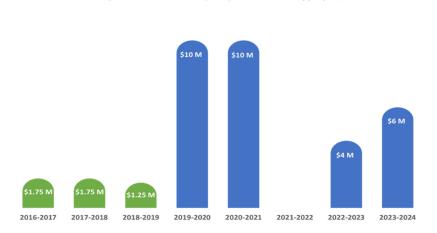
CTD awarded competitive ISD Grants under M-CORES for two years until the statute was repealed with the signing of Senate Bill 100 from the 2021 Legislative Session. With the repeal of Section 338.2278, Florida Statutes, the statutory criteria for the ISD Grant program were eliminated, along with the \$10 million in recurring funding. This led to no funding being available for ISD grants in SFY 2021-2022.

In SFY 2022-2023, the Florida Legislature appropriated \$4 million in nonrecurring funds back into the ISD Grant program with accompanying proviso language:

SFY 2022-2023 General Appropriations Act, Line Item 1957

From the funds in Specific Appropriation 1957, \$4,000,000 shall be used by the Commission for the Transportation Disadvantaged for an innovative grant program. Funds shall be used to provide competitive grants to community transportation coordinators for innovative service delivery that is more cost efficient for the program and time efficient for the users. Grants may be for projects in which a community transportation coordinator works with a non-traditional service provider, such as a transportation network company or other entity, that provides door-to-door, on-demand, or scheduled transportation services. A county may submit one project that encompasses multiple goals or a single goal, such as providing cross-county mobility or reducing service gaps between existing routes and the user's final destination. A county may not receive more than one award and may receive a maximum award of \$750,000. Multiple counties may partner for a grant of up to \$1,500,000 provided that the project includes a goal of providing regional mobility in addition to any other goals. A ten percent local match is required for all grants. All funds shall be used to provide direct services to transportation disadvantaged clients.

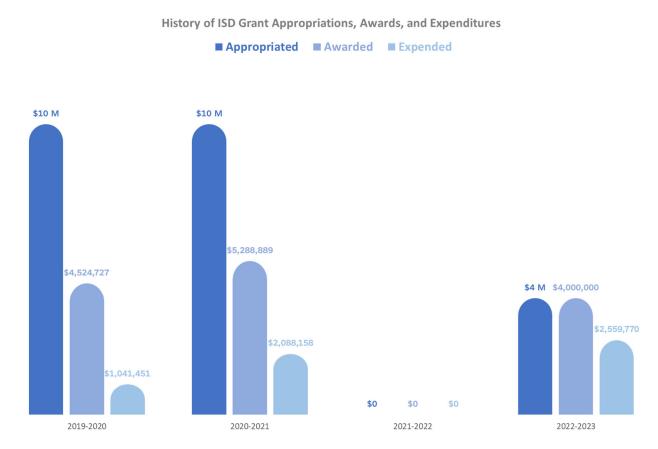
With the previous statutory criteria repealed, this proviso language effectively eliminated TNCs as eligible direct recipients of ISD grants. For SFY 2023-2024, the Legislature appropriated \$6 million in nonrecurring funds for the ISD Grant program, accompanied by otherwise identical proviso language from 2022-2023 as shown below.



Mobility Enhancement Grant (MEG) and ISD Grant Appropriations

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History of Utilization of ISD Grant Funds



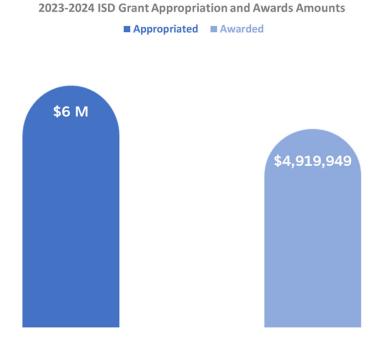
Although \$10 million in recurring funding was appropriated to the ISD Grant program in 2019-2020 and 2020-2021, only about half this appropriated amount was awarded to actual grants in each year. A total of \$4,524,727 in State funds was awarded in 2019-2020, and another \$5,288,889 in 2020-2021. An even smaller share was expended with the awarded amounts—just \$1,041,451 was expended in 2019-2020. While the total amount expended doubled to \$2,088,158 in 2020-2021, this still represented less than half the total awarded grant amounts and barely more than one-fifth the total available appropriation.

For SFY 2019-2020 in particular, the low utilization of grant funds was primarily attributed to two events: 1) a delay in legislative authority to spend M-CORES funding, which prevented projects from being reimbursed for services until November 2019, at the earliest, and 2) the COVID-19 pandemic, which began in March 2020. Like the T&E Grant program, ISD Grant recipients are reimbursed after services are rendered and monthly invoices are provided to CTD with verifiable trip data to "draw down" the awarded amount. With the disruptions to services at the beginning and then again at the end of the fiscal year, ISD Grant recipients were only able to provide essential trips to medical or life-sustaining activities, hindering the fulfillment of more ISD Grant objectives in the first year of implementation.

When the Florida Legislature appropriated \$4 million in nonrecurring funds back into the ISD Grant program in 2022-2023, the full appropriation amount was awarded to various recipients—a first for the history of the program. Nearly two-thirds (64%) of these funds were utilized, making SFY 2022-2023 the year with the highest ISD Grant utilization whether measured as a percentage of any of the following:

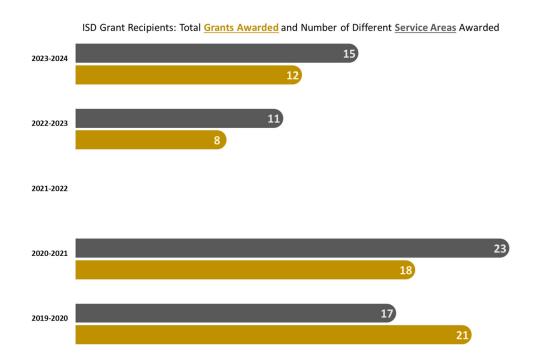
- 1. Awarded total as a percentage of the total appropriation (100%)
- 2. Total expended as a percentage of the total appropriation (64%)
- 3. Total expended as a percentage of the awarded total (64%)

For SFY 2023-2024, the Florida Legislature appropriated a total of \$6 million in nonrecurring funds for the ISD Grant program. The ISD Review Subcommittee recommended the approval of 12 applications with a total of \$4.9 million in awarded grant amounts. With these recommendations having been approved at the Commission's Business Meeting on June 15, it marks four out of four years (not counting 2021-2022) that the total awarded amounts easily reached \$4 million but also struggled to surpass much beyond \$5 million. In other words, looking over these four years of the ISD Grant program's history, the overall demand for grant awards appears relatively stable at no more than \$5 million annually, regardless of the total appropriation amount.



History of ISD Grant Recipients

Although the total award amounts in 2019-2020 and 2020-2021 were each close to what was awarded in 2022-2023 and has been awarded for 2023-2024 (~\$4 to \$5 million), the absolute number of grant projects and the number of service areas¹ participating are both markedly lower.



Fewer ISD grant recipients and service areas participating do not necessarily reflect worsening performance of the program. In fact, the opposite can be claimed. All else equal, the competitiveness of the application process overall increases when project applicants are chasing after fewer available grant dollars. Also, the fact that SFY 2022-2023 saw an overall higher level of expended ISD grant funds even when the total appropriation, number of grants awarded, and number of service areas participating were almost all less than half of what was seen the prior two grant years suggests that the funds are now being awarded and utilized more efficiently and effectively. Improvements in grant award decisions can be tied, at least in part, to improvements instituted in the application review process over this same period.

¹ Designated service areas for a CTC consist of one or multiple Counties, but never parts of any County.

History of ISD Grant Application Review Process

Each year, CTD publishes an ISD Grant Manual on its website and email list serv, usually announced four months prior to the start of the state fiscal year (July 1). Eligible applicants must develop a proposal in response to a questionnaire within the manual, including evidence of need for a pilot project. CTC applicants representing local government often require approval from their board of county commissioners (BOCC) prior to applying. During the application period, CTD usually facilitates technical assistance for eligible applicants to gain a better understanding of the expectations of the ISD program.

After applications are submitted, CTD has a subcommittee that reviews the applications and makes recommendations on projects for approval by the full Commission. The subcommittee is chaired by a commission board member and is made up of ex-officio board advisor representatives from the Agency for Persons with Disabilities (APD), Florida Department of Elder Affairs (DOEA), and Florida Department of Transportation (FDOT). The committee members are given several weeks to review each application and evaluate them using a scoring rubric based on the responses to the questionnaire. The subcommittee meets by phone or webinar and votes to recommend projects for Commission approval, usually during the final month (June) of the fiscal year.

Like its funding and spending history, the ISD Grant underwent a series of "trial and error" application periods. During the first year of implementation in SFY 2019-2020, CTD facilitated two rounds of applications (and a third round due to the delay in legislative authority). During this time, applicants struggled to submit quality proposals, largely attributed to a lack of grant writing expertise within their workforce. Further, CTD did not clearly define what constitutes an "innovative" project, as this was a novel concept in the program's history. During the following year, CTD implemented a "cone of silence" on communication with eligible applicants. Though this policy helped ensure competitive fairness, it limited applicants' ability to receive feedback on project ideas and expectations, which usually did not occur until after the application deadline. Thus, CTD facilitated three application rounds during the second year of implementation.

In SFY 2020-2021, CTD contracted with the University of South Florida-Center for Urban Transportation Research (USF-CUTR) to assist the Commission and grant applicants in improving the application review process. USF-CUTR assisted in making the following improvements to the grant program:²

- Renamed the program the "<u>Innovative</u> Service Development Grant" to better define the intent of testing new services (not necessarily new technology);
- Established an "early bird" deadline, allowing applicants to submit proposals early and receive feedback in a timely manner prior to the deadline. This prevented CTD facilitating more than one round of applications;

² This resulted in significant delays for projects that were not approved during the first round. For example, UZURV (a TNC) had a "TD Tampa Bay" proposal that was rejected during the 2nd round due to not including a budget and unclear eligibility criteria, resulting in the proposal being revisited and subsequently approved in October 2020.

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- Extended the application period beyond six weeks, allowing applicants more time to gather evidence and receive feedback on proposals;
- Provided more training and technical assistance for grant applicants to gain a better
 understanding of grant writing expectations. CTD has implemented additional training
 resources to address the long term needs of the system, including expert panel discussion
 at the Commission's Annual Best Practices and Training Workshop.

USF-CUTR also assisted FCTD in developing a more consistent evaluation rubric and reviewing all 16 applications. The subcommittee participated in monthly conference calls to provide input on the improvement process. Though the Legislature repealed the M-CORES funding, the subcommittee reviewed all applications in one single round for SFY 2021-2022.

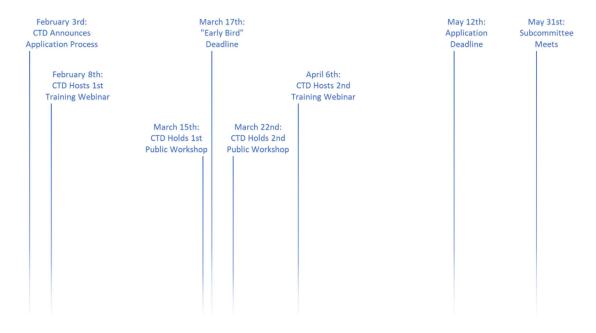
Another element added to the application review process in SFYs 2022-2023 and 2023-2024 was the examination of applicants' invoice data from prior and current years in *both* the ISD and T&E Grant programs. CTD contracted with Thomas Howell Ferguson P.A. (THF) to assist with these analyses. By providing comparative analyses of current year projects to services in past years in both grant programs, CTD was able to evaluate the "innovative" attributes of a service project more effectively. Subsequent sections of this report go into further detail on this analytic approach.

ISD Grant Applications for 2023-2024

As mentioned above, the 2023 Florida Legislature appropriated a total of \$6 million in nonrecurring funds for the ISD Grant program in SFY 2023-2024. This marks an increase of \$2 million over the nonrecurring appropriation of \$4 million in SFY 2022-2023. The proviso language accompanying the \$6 million in the 2023-2024 GAA is otherwise identical to the proviso that accompanied the \$4 million in the 2022-2023 GAA. The proviso authorizes CTD to award competitive grants to CTCs "for innovative service delivery that is **more cost efficient for the program and time efficient for the users.**" The proviso does not include TNCs as eligible direct grant recipients, but does explicitly allow CTCs to work "with a non-traditional service provider, such as a transportation network company or other entity, that provides door-to-door, on-demand, or scheduled transportation services." The proviso also limits ISD projects to maximum award amounts of \$750,000 for a single county project and \$1.5 million for a multi-county project.³

CTD announced its application process for the 2023-2024 ISD Grant program on February 3, 2023. As part of this process, CTD hosted two training webinars (February 8 and April 6) to provide guidance on program requirements and technical assistance for potential applicants. Additionally, CTD held two public workshops (March 15 and March 22) where current fiscal year ISD Grant recipients gave their own presentations on the types and extent of services being supported with grant funds. The "early bird" deadline for applications was March 17, while the final deadline was nearly two months later on May 12.

2023-2024 ISD Grant Application Process Timeline



³ Under the ISD Grant, a "multi-county" project must include counties outside of the designated service area of a CTC. For example, LYNX—the CTC of Orange, Osceola, and Seminole Counties—would not be eligible to apply for more than \$750,000 unless it expanded its service area to serve neighboring counties.

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A total of 14 applications were received requesting a total of \$5.7 million. All eight of the ISD Grant projects awarded funding in 2022-2023 re-applied for continued funding and received first consideration in the ISD Grant Subcommittee's review on May 31 of project proposals. The Subcommittee recommended approximately \$4.9 million to fund 12 out of the 14 project applications, including all 8 projects form the previous fiscal year, which was approved by the Commission on June 15.

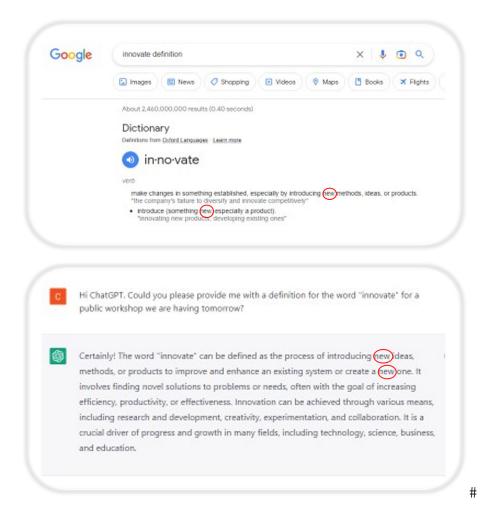
As in years past, 2023-2024 ISD Grant funds were awarded competitively to reduce service gaps and enhance access, improve efficiency and cost-effectiveness, and increase connectivity between different transportation systems. CTD's manual for the ISD Grant program in 2023-2024 confirms this consistency with ideas for the program in earlier years, while also speaking to what is meant by "innovate" or "innovation" at a more fundamental level (bold emphasis added):

CTD's SFY 2023-2024 Program Manual for the ISD Grant (p. 2)

The funds are intended to support more cost effective and time efficient services to the transportation disadvantaged. These services may include increasing access to certain activities within the community (such as providing weekend or after-hours services, targeting a particular segment of the TD population that is underserved in the area, etc.), enhancing regional cross-county mobility, and/or reducing barriers to access public transportation, if available in the community.

Applicants should not propose to use grant funds for services that are already being provided utilizing the Trip and Equipment Grant, or merely to supplement existing operational costs.

Google's English dictionary (provided by Oxford Languages) defines the verb "innovate" as follows: "make changes in something established, especially by introducing new methods, ideas, or products." In preparation for the application review process' second training webinar on April 6, THF asked OpenAI's ChatGPT to give a definition, prompting the following reply: "The word 'innovate' can be defined as the process of introducing new ideas, methods, or products to improve and enhance an existing system or create a new one."



In keeping with these definitions, by explicating that ISD Grant funds should not be used "for services that are already being provided utilizing the Trip and Equipment Grant," CTD effectively is saying in its program manual for the ISD Grant program that the [proposed] grant funds should be used to introduce something "new" compared to what is being or has been offered under the Trip and Equipment Grant. CTD further clarifies, though, that a new idea or method can be innovative for a particular local community, even if it has been tried elsewhere:

CTD's SFY 2023-2024 Program Manual for the ISD Grant (p. 3)

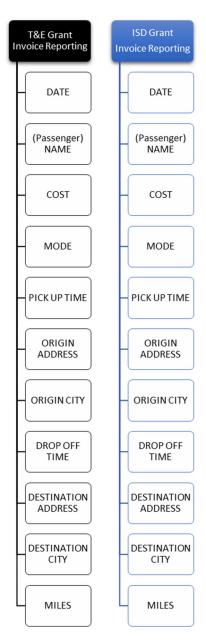
It should be emphasized that not all innovations require an entirely new idea. Most often, innovation refers to a change in something already established, especially by introducing methods or ideas that <u>add value</u> in some way. For the purposes of the ISD Grant Program, innovation is defined as "Doing something in a new or improved way to enhance an eligible rider's mobility." Proposals may include ideas that have already been implemented elsewhere; the key element is that the project should introduce something that is new or improved to the local community.

Approach to Evaluating "Innovation" with Trip Data

The T&E Grant serves as the primary benchmark for assessing or measuring 'innovation' in the ISD Grant, since the ISD Grant primarily is intended to fund projects that have not previously made use of T&E Grant funds. If a particular project or types of services have already operated through the use of T&E Grant funds, then they cannot be said to be "innovative" as understood by intentions behind State funding for the ISD Grant program.

To a similar, but perhaps lesser, extent, prior years of similar ISD projects for the same service area may also be used as a benchmark, given the common understanding that something is more "innovative" when it is "new" as reflected in the definitions shown above with Google and ChatGPT. That is, the same project may be considered less "new" and therefore less "innovative" with each additional year it is funded by the ISD Grant without any enhancements to its original design.

Determining whether, or to what extent, services "are already being provided utilizing the Trip and Equipment Grant" (or even previous ISD grants) is aided by—indeed even necessitates—analysis of data points across both grant programs and past years. The richest source of data for each program can be found in the invoices which grant recipients are required to submit to CTD in order to receive reimbursement for transportation services provided. Both grant programs share a standard invoice template that captures the same minimum level of information on each individual trip provided to an eligible transportation disadvantaged rider, including:



The fact that both grant programs capture these common data points on their respective trips suggests two general approaches to determining the extent to which an ISD Grant differs from the T&E Grant for the same service area:

1. Comparing Trip Performance or Trip Utilization Across Similar Data Points

What constitutes "services that are already being provided utilizing the Trip and Equipment Grant"? Each individual trip on its own can be said to be unique if just one or a combination of the data points on it collected through the standard invoice template is different from all the other trips reimbursed. Indeed, each individual trip recorded is expected to have its own unique combination of attributes across the standard data points for it to be identified as a unique, unduplicated, reimbursable trip.

Different trips, however, are not necessarily different types of trips. A particular "type" of trip may be determined with each (or a combination) of the data points:

- **DATE**: Different dates, perhaps at first glance, can be hard to come by as the ISD Grant and T&E Grant are supposed to operate simultaneously throughout the year. Dates can be converted to related data points, though, such as days of the week, months of the year, and even days of the month. For example, an ISD Grant supporting more weekend trips compared to the T&E Grant in a service area may be seen as something new and innovative.
- NAME: ISD Grant and T&E Grant invoices can be cross-referenced to see if similar or different names appear under both programs for the same service area. This is an especially significant data point to look at if the particular ISD Grant project being assessed purports to serve a target population.
- COST: "Innovative service delivery that is more cost efficient for the program" is an explicit aim for the ISD Grant program articulated in proviso in the 2023-2024 GAA. While certain adjustments may be needed for a truly analogous comparison (for example, looking at similar modes of transportation and/or similar trip lengths), ISD Grant services should cost less compared to T&E services where such an analogous comparison can fairly be made.
- MODE: Perhaps the most intuitive of data points from the very beginning of the ISD Grant program due to explicit interest in the use of TNCs. How does the mode of transportation compare to the T&E Grant's traditional modes of transportation: ambulatory, wheelchair, stretcher, group per passenger, and group per group?
- PICK UP and DROP OFF TIME: Typical hours of operation, or the distribution of trips throughout a typical day, can easily be compared between ISD Grants and T&E Grants by looking at pick up times, drop off times, or both, including in combination with days of the week. For example, an ISD Grant supporting more trips outside of conventional work hours may be seen as something new and innovative. Also, looking at the difference between the pick up time and drop off time for a single trip is one way of measuring that trip's total time. An ISD Grant supporting longer trips, or shorter trip times for similar origins and destinations, compared to the T&E Grant in the service area may also be judged new and innovative.

- ORIGIN ADDRESS and DESTINATION ADDRESS: T&E Grants, unsurprisingly, have numerous origin and destination addresses in each service area. Some ISD Grants, by contrast, are dedicated to providing trips exclusively to certain destinations and back. For such ISD Grants as these, the particular addresses associated with their particular dedicated destinations can be cross referenced with the same service area's T&E Grant invoices to see if these are truly unique destinations. Even if a destination is not, by itself, unique from the destinations found in the T&E Grant, it may still be determined to be a unique address for certain individuals (by looking at addresses and names), times of day (addresses and pick up or drop off times), and/or days of the week or months of the year (addresses and dates).
- ORIGIN CITY and DESTINATION CITY: Frequency of origin and destination city locations, similar to addresses, can be compared across an ISD Grant and T&E Grant for the same service area. Also, similar to addresses, they can be combined with other variables to determine their uniqueness in the ISD Grant compared to the T&E Grant. Finally, specific cities can be used to identify specific counties, and "regional connectivity" and "cross-county mobility" have been explicit aims for the ISD Grant program from the M-CORES statute at the very beginning to this upcoming year's 2023-2024 GAA proviso.
- MILES: ISD Grants that have significantly different (more or less) trip lengths in miles from the T&E Grant in the same service area can be understood to be new and innovative. After adjusting for some of the other data points (for example, looking at similar trip times and origins and destinations across both programs), longer miles per trip in the ISD Grant may indicate more access being provided to more individuals or areas, while shorter miles per trip may indicate more efficient routes. Either of these may be seen as positive, so having the metric (miles per trip) viewed in the proper context is essential.

2. Comparing the Use of New or Added Data Points Under an ISD Grant to the Standard Data Points

Adding new or different data points on the individual trips reported furthers insight into the services provided to the transportation disadvantaged, and can even directly be tied to improvements in service quality. If data can be used to evaluate "innovation" in the ways outlined above, then enhancements to what data is collected can also boost the evaluation, and by extension innovation, itself. A number of different ISD Grants during the first couple of years added data points to what is reported in the standard invoice template, including (but not limited to):

- PICK UP COUNTY, DROP OFF COUNTY, and RESIDENT COUNTY: While existing data on origin cities and destination cities can be used to identify counties, having the counties identified at the outset saves time in the data analysis process (especially helpful in evaluating projects dedicated to trips across county lines) and assists in reconciling situations where data was omitted or is unclear (due, for example, to misspelling). Identifying the rider's county is an even more original data point, as this is something more difficult to infer from existing data points on origin and destination addresses. Identifying a rider's residence at the county level balances insight into the reach of services with the rider's individual privacy.
- RIDER ID: A unique identifier for each rider increases confidence in estimates concerning a population served. Using the existing standard invoice template data point to identify unique names goes a long way to estimate the population served under one or more grants, but cannot be guaranteed to be as accurate compared to a unique identifier due to occasional misspellings, omissions of first or last names, and the possibility of multiple individuals sharing a common name. Using unique identifiers, rather than names, also enhances a riders' individual privacy.
- REQUEST RECEIVED TIME and RESPONSE TIME: Like cost efficiency, "innovative service delivery that is [also] more . . . time efficient for the users" is an explicit aim for the ISD Grant program articulated in proviso in the 2023-2024 GAA. Existing data points on pick up and drop off times give a sense of the total time taken for a trip, but additionally knowing when the trip was scheduled or requested offers a more comprehensive picture of the rider's experience with the service. When a rider has a timeframe for getting somewhere, the total time that needs to be taken to get there includes waiting for the ride to show up.
- TRIP PURPOSE: A number of different ISD Grants purport to offer trips for specific purposes. Examples include medical care (specifically dialysis), education, and employment. Trip purposes can sometime be inferred from existing standard data points on origin and/or destination addresses. These efforts at inference are greatly challenged, however, due to the reality that riders in most grants have many different trip purposes and travel to many different addresses.

ISD Awarded Grant Total for 2023-2024

CTD and the ISD Review Subcommittee followed the application process timeline and data evaluation approaches outlined above to arrive at recommendations for ISD Grant awards for 2023-2024. The Subcommittee reviewed a total of 14 project applications requesting a total of \$5,740,857 in ISD Grant funds. A summary spreadsheet of all applications received by CTD and the Subcommittee's corresponding recommendations (approved by the full Commission on June 15) is provided in Appendix - A. More in-depth reviews of ISD Grant projects that were looking to continue services from 2022-2023 into 2023-2024 are provided in Appendix - B.

Based on the Subcommittee's recommendations, the Commission awarded 12 of the 14 applications received for a total of \$4,919,949 in ISD Grant funds. Two-thirds of the applications (that is, eight) recommended for awards were projects that were awarded ISD Grant funding from the previous fiscal year (2022-2023). The recommended and final awarded total of \$4.9 million represents 82 percent of the \$6 million appropriation. While total awards in the current SFY 2022-2023 amount to 100 percent of the total appropriation at \$4 million, this 82 percent award utilization for 2023-2024 still marks a significant increase over the prior two ISD Grant years in 2020-2021 and 2019-2020, which each saw total award amounts equaling just roughly half the total appropriation available.

2023-2024 ISD Grant Appropriation and Awarded Amounts



Appendix - A

Summary of Innovative Service Development Grant Applications

2023-24 Innovative Service Development Grant Applications Projects Recommended for Funding

\$668,793.00 \$121,500.00 \$1,350,000.00 \$73,190.00 Recommended
Funding
Amount
(90%) \$1,350,000.00 With the service hours being expanded for this grant \$73,190.00 Discussion on completion of procurement. Based on Uber and LYFT. Just began negotiating with UZURV presentation in March, CTC was in final stages with but shouldn't delay the provision of services for this cycle to 24/7, interested to learn how much usage occurs during late night/early morning hours. Committee Comments \$668,793.00 \$121,500.00 **TD Dollar Amount** \$743,104.00 \$135,000.00 \$1,500,000.00 \$81,322.00 Project Cost (100%) Total Provide a rider's-choice, on-demand service utilizing Uber and/or Bay Co Public Transit System (BCPTS) for Estimates providing 18,250 trips during the schedule of more flexibility, access and choices for scheduling their pm and Sunday 11 am - 7 pm. Eligible rider's will have Continue to provide expanded operating hours and days to all areas of Hernando County. Service will be advance provided within and cross county between St Service will be available Monday - Saturday 6 am - 11 cognitive disabilities. This project proposes to expand Provide on-demand transportation utilizing TNCs (and above. Also reduced amount of funding requested for purposes in addition to a daily shuttle to James Haley Based on current program data, an estimates 41,365 trips will be provided to 600-700 individuals. Continue to partner with the St. Lucie County CTC to may utilize taxis and other service providers as well). provided Monday - Friday 6:00 am - 4:00 pm without Transportation will be non-stop, door-to-door service Pasco County. Employment, recreational, and same provide transportation to individuals with intellectual the current program's hours to operate 24 hours per Transportation can also be provided to 3 connector stops for the fixed route service allowing travel into Proposed to reduce service hours from 24/7 to the day additional trips will also be provided based on Estimates providing 400 trips to 60 individuals per all trip purposes. Service will be provided in Bay availability. The project also includes a Veterans limiting rural areas to one or two days per week. and can be scheduled 2 hours up to 2 weeks in Reduced Fare Program, which can support trip and developmental disabilities as well as other Estimates providing 2,180 trips for the year **Project Description** VA Hospital in Tampa (Mon-Fri) Lucie and Indian River counties. County Monday - Saturday. day/7 days/week. current year the project. Indian River/St Senior Resource Lucie Association **Applicant Name** City of Tallahassee -Bay County BOCC Community Mid Florida StarMetro Services Service Area Hernando Leon Bay

2023-24 Innovative Service Development Grant Applications

Martin	Senior Resource Association	Continue to provide enhanced transportation services to and from dialysis treatment by guaranteeing a "non-shared" ride and less time on the vehicle. All dialysis trips would be funded with this grant. In addition dialysis patients would also receive additional trips for other lifesustaining purposes such as work, school, grocery shopping. Increased hours of operation to accommodate increased hours of dialysis centers. Trips to/from dialysis will not exceed 45 mins (Indiantown) or 20 minutes (anywhere else in the County). This service will also provide an opportunity for the provision of additional trips utilizing the Trip & Equipment grant.	\$750,000.00	\$675,000.00	\$675,000.00
		Estimates providing 15,854 trips (12,683 to dialysis appointments/3,171 to non-dialysis activities).			
Monroe (Miami)	Guidance/Care Center, Inc.	Continue to provide door-to-door trips on a planned route beginning early in the morning starting in the Lower Keys (Key West) to Miami. This service allows riders to get to earlier medical appointments and/or stay longer, if necessary. Service will continue to be available two days per week with a pickup time as early as 4 am arriving to Miami by 8 am.	\$106,675.00	\$96,007.00	\$96,007.00
		Estimates providing 170 round trips to 45 individuals.			
Pinellas, Hillsborough and Pasco	Pinellas Suncoast Transit Authority	Continued partnership between 3 CTCs (Hillsborough, Pinellas and Pasco) to provide same day, door-to-door regional trips within the Tampa Bay Area; continue to provide late night curb-to-curb employment trips for Pinellas residents, when the bus service is not available (including crossing county lines into Pasco or Hillsborough); and provide limited number of "urgent" same day trips that cannot be prescheduled. Regional trips are considered trips between these 3 counties.	\$643,000.00	\$578,700.00 Regional concept is still "new." Appreciates the CTC evaluating the service and making adjustments, where needed (not only to services but funding requests as well).	\$578,700.00
		Includes a new 3rd party call center for regional trips to provide scheduling assistance, when needed, and the ability to monitor trips.			
		PSTA would be the lead agency. Service will be provided by contracted taxis, wheelchair van services and transportation network companies based on rider's choice.			
		Estimates providing 25,000 trips to 2,100 individuals.			

2023-24 Innovative Service Development Grant Applications

Wakulla (Leon)	Wakulla (Leon) Wakulla Senior Citizens Council, Inc.	Continue to provide scheduled and on-demand transportation utilizing a Transportation Network Company (I-Enable). Eligible riders in Wakulla County will be provided trips within Wakulla County and/or cross-county trips to/from Leon County. Transportation can be provided to all TD eligible riders but will primarily focus on individuals with intellectual or developmental disabilities. Will utilize a new electronic fare collection platform. Estimates providing 13,831 trips to 142 individuals.	\$594,734.00	\$535,261.00		\$535,261.00
		Subtotal of current projects reapplying	\$4,553,835.00	\$4,098,451.00		\$4,098,451.00
NEW PROJEC	NEW PROJECT PROPOSALS					
Highlands	MTM Transit, LLC	MTM Transit, LLC Provide on-demand transportation service to TD eligibile individuals who reside in Highlands County. Trips can be for any purpose but mainly for medical, employment, education and nutritional purposes. Goal is for most trips to be provided within 4 hours. Estimate providing 3,240 trips.	\$164,611.00	\$148,150.00		\$148,150.00
Lake	Lake County BOCC	Provide on-demand transportation utilizing TNCs and taxis and service will be available 7 days/week at all times limited only by the availability of drivers/providers. Eligible riders will have more flexibility, access and choices for scheduling their trips. Service is planned to begin October 2023 pending outcome of procurement of operators. Lake County will cover up to \$25 for an ambulatory trip and \$45 for a wheelchair trip. Rider will be responsible for anything above. Estimates providing 6,564 trips for the year to 97 individuals.	\$182,021.00	\$163,819.00	\$163,819.00 Concerned with potential procurement delays based on other CTCs with similar projects. May take longer to get this project going.	\$163,819.00
Putnam	Ride Solution	Provide a counterclockwise, wheelchair accessible route in Palatka City, using the ARBOC Equus Quantum bus and a Wheelchair Attendant to reduce securement time and improve "pre-pickup coordination." Wheelchair passengers must schedule ride by noon the day before. Ambulatory passengers can be picked up along the route without scheduling in advance. Estimating a 3-month startup time. Estimates providing 7,722 wheelchair trips and 23,166 ambulatory trips (30,888 total trips).	\$497,215.00	\$447,493.00	\$447,493.00 No <u>local</u> match identified. Unclear whether route was a new route or existing route using a new/different vehicle. Services days and hours were unclear.	00 00 00 00 00 00 00 00 00 00 00 00 00

2023-24 Innovative Service Development Grant Applications

\$0.00				\$450,000.00			\$59,529.00		\$821,498.00	\$4,919,949.00
\$373,415.00 Application exceeded page limit.	Application included two different budgets.	Other than proposing an "innovative" carpool project, proposal was unclear in several areas such as driver compensation packages, service area, individuals who depend on mobility devices, etc.	There are other FDOT-sponsored programs that this may be eligible for such as Rural Van Pool or Carpool Program.							\$5,740,857.00 Total Funds Recommended
\$373,415.00				\$450,000.00			\$59,529.00		\$1,642,406.00	\$5,740,857.00
\$414,906.00				\$500,000.00			\$66,144.00		\$1,824,897.00	\$6,378,732.00
Provide carpool service (25 per day) to access	כווייין איניין איין א			Provide transportation to/from employment, educational programs, etc., when pubic transportation is not available or would create a hardship on the rider by requiring several bus route transfers making it difficult to arrive to employment on time.	In addition, transportation to medical appointments such as dialysis will be provided if appointment is at a time that cannot be accomondated by the current demand response system.	Estimates providing 17,000 trips to 100 individuals.	Suwannee River Provide daily transportation to Columbia County for Economic Council employment/education/job training. The primary emphasis for this project is to provide transportation to Florida Gateway College which provides educational opportunities for nursing, welding, electrical, etc. Service would begin in August (beginning of academic year).	Estimates providing 1,800 trips.	Subtotal of new projects	Total Funds Requested
Ride Solution				St Lucie BOCC			Suwannee River Economic Council			
Putnam				St Lucie			Union			

Amount Available To Award	\$6,000,000.00
Amount Recommended for Approval	\$4,919,949.00
Remaining Balance	\$1,080,051.00

Appendix -

ISD Grant Review by County

ISD Grant Review

Hernando County

Expanded Access for rides to rural areas, VA services, Fixed Route

History of CTD services for 2022-2023 ISD riders

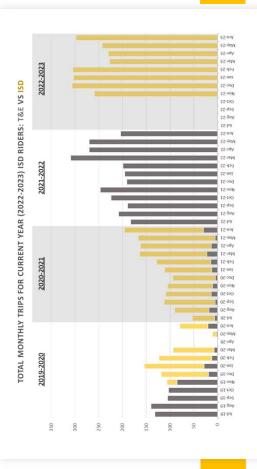
- Hernando County's ISD application for 2023-2024 proposes a continuation of its current year (2022-2023) ISD projects, which are focused on expanding access for:
- Riders in rural areas
- 2) Trips to Veterans' Affairs (VA) services
- 3) Trips to Pasco County's fixed route
- From November through June, the ISD grant reimbursed 2,171 froal trips across 132 unique riders. Of these 132 unique riders, 50 were new in that their names never previously showed up on either a T&E or ISD invoice from 2019-2020 to 2021-2022. This means that 82 of the 132 unique riders had received either T&E or ISD services in prior years.
- The number of trips taken each month by these 132 unique riders across the most recent 4 years is charted on the bottom right. Historically, this population has been supported by the T&E grant when ISD funds are not available.

Hernando

2022-2023 ISD Grant (November – June)

132 Unique Riders

2,171 Total Trips



History of CTD services for 2022-2023 ISD Rural Origin Addresses

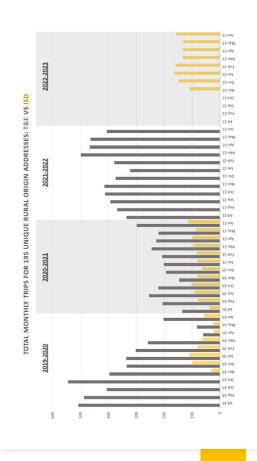
- Hernando County's ISD application for 2023-2024 notes that rural riders "have access even further limited to specific days of the week they can be provided services."
- Origin and destination addresses from CTD invoices were used to link zip code information from the U.S. Census. The USDA definition of less than 500 people per square mile was then used to define zip codes as rural vs urban.
- For Hernando's 2022-2023 ISD invoices (November June), a total
 of 195 unique addresses in Hernando fell within a "rural" zip
 code. A total of 1,139 trips were associated with these addresses.
- addresses across the most recent 4 years is charted on the bottom right. Historically, trips from these addresses have been supported by the T&E grant when ISD funds are not available.

Hernando

2022-2023 ISD Grant (November – June)

195 Rural Addresses

1,139 Total Trips



History of CTD services for 2022-2023 ISD VA hospital services

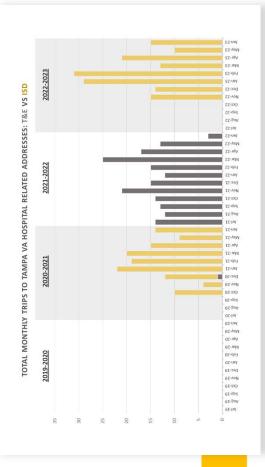
- Hernando County's ISD application for 2023-2024 notes: "Additionally, we have identified the need for reliable transportation to the James Haley Veterans Hospital in Tampa. Service was disrupted and ultimately suspended by Hernando County Veterans Department."
- There were a total of three unique addresses in Hernando's current year ISD invoices (November – June). A total of 149 origin trips, and 150 destination trips, were associated with these addresses.
- The number of destination trips taken each month from these 5
 unique addresses across the most recent 4 years is charted on the
 bottom right. In 2021-2022, trips to (and from) these addresses
 were supported by the T&E grant when ISD funds were not
 available.

Hernando

2022-2023 ISD Grant (November – June)

5 Tampa VA Addresses

150 Total Destination Trips



ISD Grant Review Indian River County

Advantage Ride

History of CTD services for 2022-2023 Advantage Riders

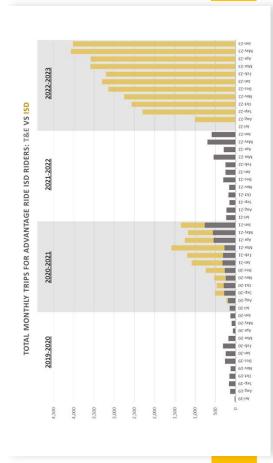
- Indian River County's ISD application for 2023-2024 proposes a continuation of St. Lucie's Advantage Ride program from the current year (2022-2023), which is focused on expanding access to employment and similar opportunities for the I/DD population
- St. Lucie's 2022-2023 Advantage Ride ISD grant started in August 2022. From August through June, the ISD grant reimbursed 33,527 total trips across 264 unique riders.
- The Advantage Ride program first received ISD funding in 2020-2021. Across both years (2020-2021 and 2022-2023), there have been 316 unique riders in the program.
- The riders receiving transportation services under ISD Advantage
 Ride funding do not utilize the T&E grant services nearly as much.
 This is especially demonstrated with the disruption in ISD funding in 2020-2021 (bottom right chart).

Indian River

2022-2023 ISD Grant (August – June)

264 Unique Riders

33,527 Total Trips



ISD Grant Review

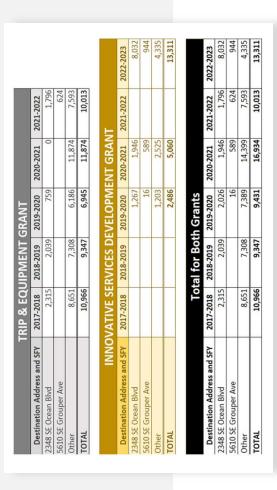
Martin County

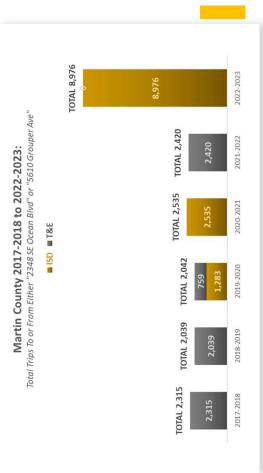
Expanded Hours and Locations for TD Individuals Needing Dialysis

Comparing Total Trips to Dialysis Centers in Martin County Across Both Grants

- A total of 8,032 trips to Martin County's largest dialysis center occurred under the 2022-2023 ISD Grant from August through June. This amounts to roughly 4 times the amount of trips to the center compared to previous state fiscal years under both the T&E or ISD grants.
- An additional 944 trips occurred under the current ISD grant to the second largest dialysis center. The number of trips to this center also exceeded each of the five previous years across both T&E and ISD grants.
- Trips to these dialysis centers in Martin have taken place under the T&E Grant when the ISD Grant was unavailable.
 The ISD grant remains the exclusive means of funding these trips, however, when it is available.

Martin





Comparing Pick Up Hours to T&E and ISD Grant History

- Martin County's most recent application for another ISD Grant in 2023-2024 stated: "Currently, the normal hours a TD passenger can arrange transportation are 6 a.m. to 7 p.m. Monday through Friday, and 8am to 5pm on Saturdays. However, due to the fact that there are only two dialysis centers in Martin County we have found that they open earlier and stay open later than that. Often, SRA dispatchers have to ask for TD clients to be rescheduled with their chair times in order to meet our operating hours. The ISD grant project we are proposing would expand our hours to 5am-11pm Monday-Friday and 6am-7pm Saturdays."
- Over the most recent 4 years, virtually all trips to dialysis in Martin under both the T&E and ISD grants have occurred between 5:00 AM and 7:00 PM, with most taking place in the morning. Saturdays have also seen considerable numbers of rides comparable to weekdays. Rides going as late as 11:00 PM would appear to mark a real expansion in hours, however.

Martin

Trips to Dialysis by Pick Up Hour and Day of Week	Dialy	sis by	Pick (Јр Но	ur and	d Day	of We	sek
3I	&E and I	SD Gran	ts: 2019	3-2020 t	T&E and ISD Grants: 2019-2020 through 2022-2023	2022-20)23	
ime and Day	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
::00 AM		171	108	161	106	161	109	816
5:00 AM	14	614	565	570	575	599	300	3,237
:00 AM	2	77.7	238	569	237	268	184	1,475
8:00 AM	1	191	114	184	113	188	357	1,148
9:00 AM	10	454	166	417	203	429	161	1,840
0:00 AM	T	410	124	271	394	280	107	1,587
1:00 AM	2	254	148	240	136	227	145	1,152
2:00 PM		141	64	143	9	151	53	612
:00 PM	6	34	14	48	22	40	9	173
:00 PM		123	21	113	15	113	4	389
::00 PM		30	11	22	24	16	2	105
1:00 PM		34	4	36	7	39	2	122
5:00 PM		11	15	6	16	13	13	7.7
5:00 PM		3	9	4	7	7		27
:00 PM								0
OTAL	39	2,747	1,598	2,487	1,915	2,531	1,443	12,760

Trips from Dialysis by Pick Up Hour and Day of Week	m Dia	lysis b	y Pick	Up H	our ar	nd Da	y of W	/eek
T.	&E and I	T&E and ISD Grants: 2019-2020 through 2022-2023	ts: 2019	9-2020 t	hrough	2022-20)23	
Time and Day	Sun	Mon	Tue	Wed	Thu	Fri	Sat	TOTAL
5:00 AM								0
6:00 AM		3	3	5	3	Н		15
7:00 AM		1	4	2	3		2	12
8:00 AM		6	7	6	12	8	1	46
9:00 AM		95	5	94	12	88	2	299
10:00 AM	7	625	194	602	182	726	116	2,452
11:00 AM	10	564	599	374	688	425	373	3,234
12:00 PM	1	214	217	210	212	222	193	1,269
1:00 PM		200	93	198	80	194	405	1,170
2:00 PM	10	490	236	503	229	475	139	2,082
3:00 PM		212	100	214	101	193	96	916
4:00 PM		350	111	302	119	318	136	1,336
5:00 PM		2	12	7	11	7	8	45
6:00 PM	6	14	2	23		21		69
7:00 PM								0
8:00 PM								0
9:00 PM					1			1
TOTAL	37	2,782	1,583	2,543	1,854	2,673	1,474	12,946

Comparing Unique Addresses to Unique Riders

- Martin County's 2022-2023 ISD grant was intended to expand on its earlier ISD grants by taking the riders to more locations beyond just dialysis centers. The data for 2022-2023 indicates that riders received transportation to more locations, with the ratio of unique addresses compared to unique riders who travel to and/or from the dialysis centers reaching an all-time high.
- In fact, the 2022-2023 ISD Grant marks the first instance for Martin County dialysis TD riders where the number of unique addresses traveled to (and from) is markedly higher compared to the number of unique riders.

Martin



ISD Grant Review

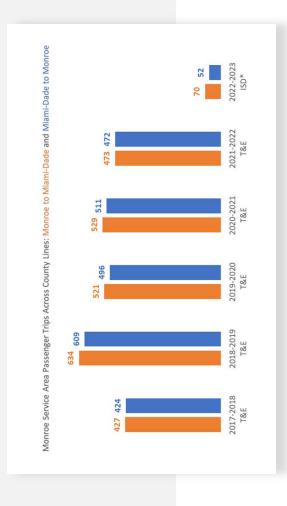
Monroe County

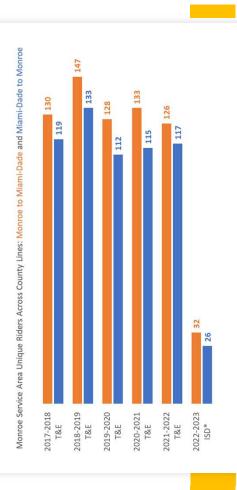
Dedicated Schedule for Out-of-County Trips to and from Miami-Dade

Comparing Trips and Riders to T&E Grant History (All Riders)

- A total of 122 trips from Monroe to Miami-Dade, and Miami-Dade to Monroe, were invoiced under the 2022-2023 ISD Grant. Four other trips occurring entirely within Miami-Dade County were also invoiced.
- A total of 32 unique riders accounted for all ISD trips invoiced in 2022-2023.
- These totals for trips and unique riders are low in comparison to historical trips between Monroe and Miami-Dade under the Trip & Equipment Grant, although the ISD totals account for just 8 months of services in 2022-2023 (October through May).

Monroe

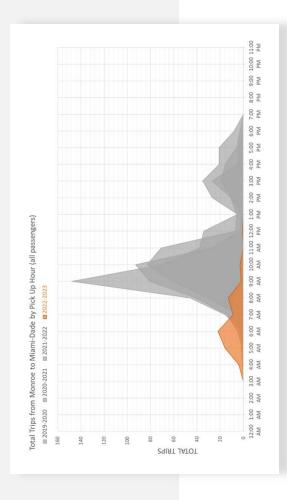


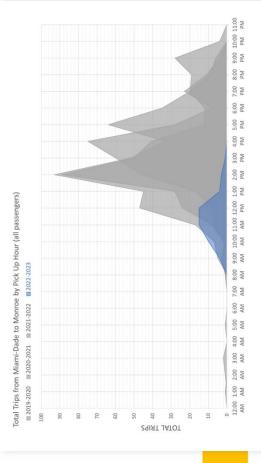


Comparing Pick Up Hours to T&E Grant History (All Riders)

- Although the 2022-2023 ISD Grant saw considerably fewer unique riders (in only 8 months) traveling from Monroe to Miami-Dade compared to past years in the T&E Grant, the number of trips starting in the 5:00 AM and 6:00 AM hours under the ISD Grant were higher than had ever taken place under the T&E Grant in any single year.
- The number of late morning trips in the 2022-2023 ISD Grant from Miami-Dade to Monroe were comparable to previous years in the T&E Grant. Again though, this was with fewer unique riders and only 8 months of services.

Monroe





ISD Grant Review

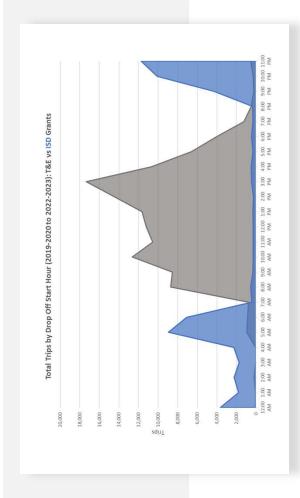
Pinellas County

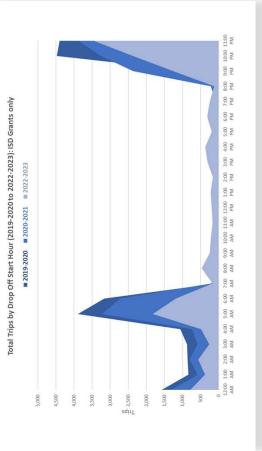
Late Shift and Regional Mobility

History of Pinellas ISD Late Shift Services

- Since the 2019-2020 State Fiscal Year, Pinellas County's ISD Grant has consistently provided trips outside the normal operating hours of its T&E grant. These include the hours from 9:00 PM to 7:00 AM.
- Pinellas' 2022-2023 ISD grant did not see the same levels of trips outside normal operating hours as prior ISD Grant years. Still, the 2022-2023 trips within these hours exceeded what is seen under the T&E grant in any given year.
- * Trips provided by Lyft are not included in these analyses

Pinellas

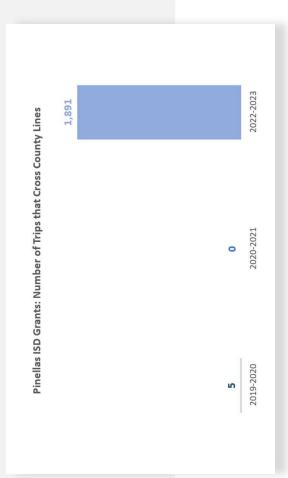




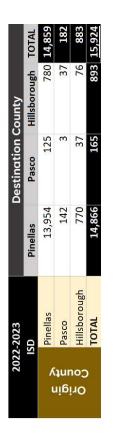
Pinellas ISD and Regional Mobility Services

- From August through June in 2022-2023, the Pinellas ISD grant funded a total of 1,891 trips that crossed county lines, which was essentially unprecedented in the recent history of services it provides. Pinellas' T&E grant has not provided any cross-county trips since at least 2019-2020 and only provided 5 such trips under its 2019-2020 ISD grant.
- A good majority of Pinellas' 2022-2023 year ISD grant trips still took place entirely within Pinellas County itself. After that, trips to and from Hillsborough accounted for most of the cross-county trips.
- * Trips provided by Lyft are not included in these analyses

Pinellas



TOTAL TRIPS (2022-2023 ISD Grant)



ISD Grant Review

Wakulla County

Grouped Trips based on Origin and Destination Commonality

History of CTD services for 2022-2023 ISD riders

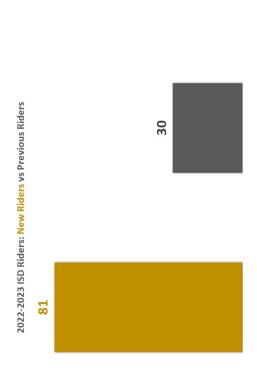
- Wakulla County's ISD application for 2023-2024 notes that
 existing service limitations are "of particular concern and interest
 for those community members recognized as Transportation
 Disadvantaged with Intellectual or Developmental Disabilities
 (I/DD)."
- While the ISD (as well as T&E) invoices do not identify riders as I/DD or by any other demographic or eligibility criteria, comparing the names of current year ISD riders to names on T&E invoices from prior years reveals that the ISD grant provided services for 101 new riders from November through June. With a total of 101 unique riders served by the ISD grant during these months, almost three-fourths (73%) were new riders.
- The ISD application for 2023-2024 further notes: "WSCC's current ISD program has served 72 eligible customers, averaging over 800 trips per month for March and April . . . Demand is expected to continue throughout the cycle of this grant with expectations of heightened demand in August and September 2023 with the enrollment of new students for Day Training centers . . . "

Wakulla

2022-2023 ISD Grant (November – June)

111 Unique Riders

5,141 Total Trips



Cross County Trips and Average Miles per Trip

- Wakulla County's ISD application for 2023-2024 claims: "The WSCC ISD mid-project overview validated the model that provided iEnable the ability to expand service offerings, increase ridership, and reduce costs by maximizing driver efficiencies. This model illustrates that we have learned how to decrease vehicle miles and revenue hours by applying 'origin and destination commonality' practices to the project's service model."
- Compared to the prior four years of T&E grant trips, Wakulla's 2022-2023 ISD program has a similar distribution of trips between those taking place entirely within Leon County and those that cross county lines between Leon and Wakulla.
- The average miles per trip so far have been lower in the ISD grant compared to prior T&E grant years, especially those taking place entirely within Leon County (7.3 compared to 13.0).

Wakulla

TOTAL TRIPS (2022-2023 ISD riders only)

	_	57,195	12,770	596'69			4,907	234	5,141
inty	TOTAL	57	12	69	inty	TOTAL	4		12
Destination County	Wakulla	5,661	6,884	12,545	Destination County	Wakulla	261	2	263
Desti	Leon	51,534	5,790	57,324	Desti	Leon	4,646	232	4,878
2019-2020 through	2021-2022 T&E	Leon	Wakulla	TOTAL	2022-2023	ISD	Leon	Wakulla	TOTAL
2019-2	2021	in ty	gin nu	၀ (၀	20;			gin nu	

AVERAGE MILES PER TRIP (2022-2023 ISD riders only)

Days of the Week and Hours of the Day

- Wakulla County's ISD application for 2023-2024 promises:
 "Wakulla County's eligible TD residents will continue to have the
 option of in-county and cross-county trips to and from Leon
 County. Leon county's eligible TD residents will be offered local,
 in-county trips within Leon County. Rides will be available seven
 days a week with current operating hours being 6:00 am 8:00
 pm.
- Wakulla's 2022-2023 ISD program did not have hardly any
 weekend trips (Saturday or Sunday) for the months of November
 through June. However, these same months did show a window
 of all trips occurring between 6:00 am and 8:00 pm, with a higher
 percentage of trips occurring in early morning and mid-afternoon
 hours compared to the T&E Grant.

Wakulla

