

## **NOTICE OF PROPOSED GUIDANCE DOCUMENT**

### **DTIM BTLRRH 63**

Pursuant to Wis. Stat. s. 227.112, the Wisconsin Department of Transportation is hereby seeking comment on DTIM BTLRRH 63, Wisconsin State Statute 85.21, a proposed guidance document.

### **PUBLIC COMMENTS AND DEADLINE FOR SUBMISSION**

Comments may be submitted to the Wisconsin Department of Transportation for 21 days by:

1. Department's website: <https://appengine.egov.com/apps/wi/dot/guidance-docs?guidDocId=DTIMBTLRRH63>

2. Mailing written comments to:

Division of Transportation Investment Management  
Wisconsin Department of Transportation  
4822 Madison Yards Way  
PO Box 7913  
Madison, WI 53707- 7913

### **WEBSITE LOCATION OF FINAL GUIDANCE DOCUMENT**

The final version of this guidance document will be posted at [wisconsin.dot.gov](http://wisconsin.dot.gov) to allow for ongoing comment.

### **AGENCY CONTACT**

Kaleb Vander Wiele  
DOTDTIMGuidanceDocs@DOT.WI.GOV

**2019  
APPLICATION  
GUIDELINES**

**SPECIALIZED TRANSPORTATION  
ASSISTANCE PROGRAM FOR  
COUNTIES (WIS. STAT. 85.21)**

Application is due December 14<sup>th</sup>, 2018  
*Extensions will be granted upon request*



**Administered by:**

**[Specialized Transit](#)**

**Bureau of Transit, Local Roads & Railroads (BTLRRH)**

**Division of Transportation Investment Management (DTIM)**

P.O. BOX 7913

MADISON, WI 53707-7913

(608) 264-9532

## TABLE OF CONTENTS

<b>TABLE OF CONTENTS</b> .....	<b>1</b>
<b>INTRODUCTION</b> .....	<b>2</b>
<b>PROGRAM DETAILS AND REQUIREMENTS</b> .....	<b>3</b>
Eligible applicants.....	3
Program Funding.....	3
Passenger eligibility and other service limitations .....	4
Eligible projects .....	5
Services Priorities.....	5
Transportation Service Coordination .....	6
Passenger Revenue Policy.....	6
Financial Management Guidelines .....	8
Third Party Contracts.....	9
Reporting.....	10
<b>APPLICATION INSTRUCTIONS &amp; FORMS</b> .....	<b>11</b>
Access .....	11
Application Components.....	11
Local Review Requirements .....	12
Workbook Instructions .....	13
<b>STEP BY STEP INSTRUCTIONS FOR APPLICATION SUBMISSION</b> .....	<b>15</b>
Step 1 – Organization Tab.....	15
Step 2 - Application Tab .....	16
<b>APPENDIX A - 2019 ALLOCATION OF \$85.21 AID</b> .....	<b>18</b>
<b>APPENDIX B - COST STANDARDS</b> .....	<b>20</b>
Allowable Expenses.....	20
Unallowable Expenses.....	22
<b>APPENDIX C – TRUST FUNDS</b> .....	<b>23</b>
<b>APPENDIX D – APPLICATION TEMPLATES</b> .....	<b>27</b>

## INTRODUCTION

The County Elderly and Disabled Transportation Assistance, authorized by Wisconsin Statute 85.21, provides state financial aid to all Wisconsin counties. This grant program operates on an annual, calendar-year basis. It is administered by the Transit Section of the Wisconsin Department of Transportation ("Department").

For 2019, §85.21 aid totals \$14,477,800. This amount will be allocated among all counties according to the protocol described in Trans 1.02, Wis. Admin. Code. See Appendix A for 2019 county-by-county allocations.

If you have any questions regarding this program, the 2019 application and/or any reporting requirements, please contact the §85.21 programs managers:

John Swisler  
[john.swisler@dot.wi.gov](mailto:john.swisler@dot.wi.gov)  
608-264-9532

## PROGRAM DETAILS AND REQUIREMENTS

### ELIGIBLE APPLICANTS

Wisconsin counties (or agencies thereof) are the only eligible applicants for funds available under §85.21. Private for-profit or private non-profit organizations may provide service for counties through contractual agreements.

*Note: Aging units organized as a non-profit under [Wis. Stat. 46.82\(1\)\(a\)3](#) are considered non-profits and therefore are not eligible to apply; however, they are eligible to provide service on behalf of the counties through contractual agreements.*

### PROGRAM FUNDING

Per §85.21, Wis. Stats. and Trans 1.02, Wis. Admin. Code, the most recent relevant census and statistical data and projections from the U.S. Census Bureau form the basis of county allocations. Generally, each county is allocated a share of the annual state 85.21 appropriation proportionate to its share of the total statewide population of elderly persons and persons with disabilities. However, these amounts are adjusted to ensure that each county receives not less than 0.5 percent of the total annual program appropriation.

Calculations leading to the allocation table (**Appendix A**) are based on two types of U.S. Census Bureau data: 1) senior (age 65 and over) population estimates, and 2) population estimates for individuals with disabilities aged 64 or younger.

Each county must provide, at a minimum, a local cash match equal to 20 percent of its state aid allocation. The county cash match cannot be comprised of "in-kind" services, passenger copayments, or state and federal categorical aids (i.e., aids provided for a defined purpose such as education). A county may contribute more than the required minimum local match toward its senior and individuals with disabilities transportation services. Local match used for another program may not be claimed as match for the §85.21 program.

## PASSENGER ELIGIBILITY AND OTHER SERVICE LIMITATIONS

Specialized transportation services using §85.21 aid must serve seniors and individuals with disabilities. State statute permits counties to transport the general public via 85.21-funded service on a “space available” basis. **If a county chooses to transport persons who are neither a senior nor disabled, it must ensure that seniors and individuals with disabilities are not displaced or denied service as a result.** Space may be made available to the public on a specialized service vehicle when, for instance:

- the vehicle is not scheduled for senior or disabled transportation use;
- the vehicle has remaining seating capacity after a minimum advance reservation time has passed;
- for fixed schedule service, space is available at the time a public rider wishes to board;
- the public rider is a family member accompanying a senior or disabled rider.

For administrative purposes, a senior is defined as any individual age 65 or older. (This is the age that WisDOT uses to estimate senior populations in calculating county allocations.) However, for the purpose of operating its specialized transportation program, a county may drop the senior age threshold as low as 55.

A person with disabilities is an individual who, because of any temporary or permanent physical or mental condition or institutional residence, is unable, without special facilities or special planning or design, to use available transportation facilities and services as effectively as persons who are not so affected.

Counties may not limit services to persons with disabilities based on any age requirements, though they may require a responsible adult to accompany a disabled child during transport. **The Department will not approve applications from counties that deny transportation service to disabled individuals.** A group of projects, some or each of which serve different groups, may receive §85.21 aid if the projects collectively provide service for all elderly or disabled persons residing in the county.

Counties must ensure all services funded with §85.21 aids are accessible or that service provided to persons with disabilities is equivalent to that provided to non-disabled individuals. Specialized transportation projects should be accessible to persons who cannot walk or board a vehicle, or who do so with difficulty. Counties that do not offer equivalent accessible service may have their county allocation payment held until they demonstrate such service is available.

## ELIGIBLE PROJECTS

Counties may use §85.21 allocated aid to:

- directly provide transportation service (including the operation and dispatching of vehicles, maintenance, and administration of service);
- assist in funding or purchase transportation service from any public or private provider;
- coordinate transportation services;
- perform or purchase in-service transportation training;
- purchase equipment such as human services vehicles, wheelchair lifts and ramps, and two-way radio communications systems;
- directly subsidize passengers for use of transportation services including reduced fare programs. Programs of this sort permit the elderly and/or disabled to use existing transportation services such as public transit, taxis, or SMV carriers at a reduced fare. Typically, the passenger pays part of the fare while the sponsoring county pays the other part of the fare through a ticket or coupon the passenger gives to the driver;
- reimburse elderly or disabled persons for use of their personal means of transportation, when prior approval has been given by the county based on qualifications standards established by the county;
- undertake planning or management studies of coordinated, county-wide, or multi-county specialized transportation services. These studies must be designed to help counties plan for or adopt new or revised transportation systems or services which promise to provide improved specialized transportation service throughout one or more counties. Such studies could include service inventories, needs estimates, service evaluations, and the design and implementation of new or different service types (including the organizational and administrative aspects of service or centralized dispatch).

## SERVICES PRIORITIES

State law permits – but does not require – counties to prioritize travel for medical, nutrition, and work-related activities. These activities are defined as follows:

**“Medical activities”** means the procurement of medical or medically-prescribed services or products. It also means participation in medical or medically-prescribed activities. Training, maintenance and supervision, and education programs do not fall

within this definition.

**“Nutritional activities”** means the consumption, purchase or receipt of food.

**“Work-related activities”** means the performance of work, either voluntarily or for compensation, in order to produce goods or services. Trips for training or education do not fit this definition. A trip’s purpose is established by the primary reason a person makes a trip.

## TRANSPORTATION SERVICE COORDINATION

Under the federal Moving Ahead for Progress in the 21st Century Act (MAP-21) law, federal grant programs that support the transportation of the seniors and individuals with disabilities require that projects derive from a “locally developed, coordinated public transit-human services transportation plan” as a condition of funding.

The Department believes projects funded with §85.21 aids should be held to the same standard, and consequently requires that a county demonstrate in its application how its project(s) meet a goal/strategy outlined in its most recent coordinated transportation plan. Additionally, the Department requires that:

- §85.21 program administrators participate in the ongoing development and review of these local coordination plans; and
- Transportation coordination be addressed in public hearings held as part of the §85.21 grant application development process.

If a proposed §85.21-funded project does not meet a strategy in the coordination plan, the plan should be amended to include it or the project should be replaced with one that is consistent with the plan.

## PASSENGER REVENUE POLICY

Counties must either require specialized transportation service users to make a copayment or provide them with an opportunity to make a voluntary contribution. Counties must establish the amount of copayment, if required, or recommend a voluntary contribution amount. Counties may waive copayments in cases of an emergency when the user is indigent or when the user is not competent to make a payment.

When copayments are required, counties have discretion over how they are collected.



Regardless of the collection method, counties must account for and report all copayment revenues received. Examples of acceptable copayment collection policies include:

- Volunteer drivers collect and keep copayments and then the county reimburses the drivers for their travel expenses less the copayments collected.
- Volunteer drivers collect copayments, turn them in to the organization sponsoring the service, and are then reimbursed for the full amount of their travel expenses.

Non-cash forms of exchange may be used for copayments, provided they either represent an obligation by someone to pay or complete the required copayment. Examples of non-cash forms of exchange are tickets, coupons, travel vouchers, tokens, punch cards, passes, and ID cards coupled with a provider-maintained billing account.

Counties may wish to permit non-cash forms of exchange for passenger convenience. Some passengers may prefer to buy a multi-ride book of tickets or a pass, for example, instead of paying cash whenever a copayment is required.

Non-cash forms of exchange also are appropriate when a county has another source of financial aid for passenger fare assistance, which would cover part or all of the copayment charged to a passenger. Typically in such cases, a passenger would present a ticket or coupon to the driver as evidence that their ride is being subsidized. The passenger would then pay a reduced copayment or nothing and the transportation provider would later redeem the tickets or coupons for the unpaid copayments amount.

Two requirements apply for counties using §85.21 aid in a passenger fare assistance program:

1. A county may not directly subsidize a provider of service with §85.21 aid while it subsidizes the users of that same service with §85.21 aid.
2. When §85.21 aid is administered as part of a passenger fare assistance program, the aid may not pay the entire fee charged to a user (unless the fee has been waived).

### PERIOD FOR USING FUNDS

---

Section 85.21 aid allocated for 2019 (and associated county match) may be spent or obligated only for allowable net operating or equipment expenses incurred between **January 1, 2019, and December 31, 2019.**<sup>1</sup>

State §85.21 aid which has not been expended for 2019 expenses must be returned to the Department unless the aid is to be held by the county in trust. If a county is unable to spend its §85.21 within the calendar year, they should contact the §85.21 Program Manager for guidance and to develop a plan to spend the funds.

### FINANCIAL MANAGEMENT STANDARDS AND AUDITS

---

County financial management standards and record-keeping practices must be adequate to:

- identify the amounts and dates of all project expenses and must be supported with valid receipts, invoices or other records;
- prevent the charging of ineligible expenses to the §85.21 grant;
- identify the county matching share for audit purposes;
- identify passenger revenue earned from §85.21 services;
- allocate project expenses to the appropriate sponsoring program (if more than one program financially sponsors or subsidizes a project) and prevent double-charging of expenses to different programs; and
- prevent the “carry-over” of a balance of §85.21 which has not been expended during the year or retained in trust as allowed by §85.21(3)(c), Wis. Stats.

Counties are subject to program and project audits by the Department at any time. The Department may withhold future §85.21 aid until the county demonstrates that it has satisfactorily resolved any audit deficiencies found.

### TREATMENT OF PASSENGER REVENUE

---

Passenger revenue earned during 2019 should be deducted from expenses incurred during 2019 to determine net expenses eligible for reimbursement from state aid and local match. Passenger revenue includes both voluntary contributions and required copayments or fares. Counties must account for all passenger revenues, including revenues retained by subcontractors, in their project budgets.

---

<sup>1</sup> Generally, operating expenses are incurred when a service is performed and equipment expenses are incurred when purchase orders are executed. Revenue from a given service is earned when the service is provided.

See **Appendix B** for a complete listing of allowed and disallowed costs.

### THIRD PARTY CONTRACTS

Counties must have an executed contract, agreement, purchase order, or legal equivalent to use §85.21 aids to purchase service from or make a grant to a third party. Additionally, transportation service contracts with a total annual expense of \$10,000 or more must be obtained through a competitive public procurement process and such contracts must be competitively rebid at least once every five years.

The following situations are exempt from the third-party contract requirement:

- Expense reimbursement arrangements for volunteer drivers.
- Grants or service purchases costing \$100.00 or less per occurrence (Known costs for service purchases cannot be broken down into quarterly or monthly installments of \$100 or less to avoid the requirement for third party agreements.)

Counties choosing to grant to or purchase service from third parties retain the responsibility for complying with all §85.21 program requirements. Consequently, the Department recommends that all contracts extend the same requirements to the third party and include clauses addressing the following:

- Length or term of contract
- Description of services to be performed
- Required use of passenger revenue to offset transportation expenses
- Cost standards
- Return of §85.21 aid spent on unallowable expenses
- Contract maximum
- Method of payment
- Reporting requirements
- Recordkeeping requirements
- Right of WisDOT or county personnel to conduct audit

No contract between a county and a third party will release the county from its contractual obligations to the Department under this program.

## REPORTING

Counties must keep accurate records for the transportation services that receive §85.21 aid. The Department requires counties to complete **quarterly ridership reports** and **annual financial reports** that provide a more detailed cost accounting.

\*Please note, if contracted services are used to provide services under this section, the provider must be able to provide the information as prescribed by WisDOT. Any contractor must submit the reports to the counties for review before the county submits the report to WisDOT.

### **Quarterly Reporting by Project**

- January 1 – March 31; due April 30
- April 1 – June 30; due July 31
- July 1 –September 31; due October 31
- October 1 – December 31; due January 31

### **Annual Budget Report**

- January 1st thru December 31st; due March 1st

## APPLICATION INSTRUCTIONS & FORMS

### ACCESS

**Important** - Applications for the 2019 Section 85.21 program will be submitted on WisDOT's [BlackCat® Grant Management System](#).

If you do not already have username and password to access BlackCat®, please email [specialized.transit@dot.wi.gov](mailto:specialized.transit@dot.wi.gov) with the information below to receive access information.

- Name
- Organization
- Email Address

All application materials must be submitted in the online through the Grant Management System. Any materials mailed or emailed will not be accepted.

### APPLICATION COMPONENTS

1. Complete Public Notice requirement
2. Complete Public Hearing requirement
3. Complete Local Board Review requirement
4. Complete and submit application in BlackCat online grant management system.
  - a. Update county and contact information
  - b. Complete "Application Workbook"
  - c. Upload Transmittal Letter
  - d. Upload Public Hearing and Public Notice documents.
  - e. Upload Local Review documents.
  - f. Complete "Spending Plan" section
  - g. Complete "Certifications"
  - h. Submit grant application.

Upon review and approval of an application, the Department will issue a grant agreement to be executed between the Department and the county. The grant agreement will be effective from January 1, 2019, through December 31, 2019.

## LOCAL REVIEW REQUIREMENTS

### LOCAL REVIEW FORM

---

Counties must offer their local aging unit the opportunity to comment on their annual §85.21 application or participate in its preparation. If the aging unit and/or its representatives are members of a county's transportation coordinating committee (TCC) or equivalent, the committee's review of the application satisfies this requirement. If a county's TCC does not include members of its s. 51.42 and s. 51.437 board(s) of directors, then the application additionally must be presented to the 51.42/51.437 board(s) for review.

### PUBLIC NOTICE AND PUBLIC HEARING

---

Counties are required to hold a public hearing prior to application submission. The hearing is to be used to inform interested parties of the county's plan for spending §85.21 funds and to accept their comments. The hearing does not need to be held separately from other hearings; it may, for example, be combined with hearings on a county's aging plan. If such a combined hearing is held, the county must be sure that its public hearing notice identifies the §85.21 application as a subject of the hearing. The public hearing is subject to the following specific requirements:

- The public hearing must be completed prior to and evidence of the meeting included as part of the §85.21 application packet.
- Notice of the hearing must be published at least 10 days prior to the hearing in the official county newspaper or other newspaper likely to be read by people in the county. The hearing notice must summarize the §85.21 2019 projects and budget.
- Copies of a preliminary draft application must be available for public review. The published hearing notice must indicate where copies of the draft are available. The preliminary draft need not be a complete application, but it should address all substantive elements of the specialized transit services funded under §85.21.
- The hearing should be scheduled at a time and in an accessible location that will encourage attendance. The notice must include an offer of transportation to the hearing for seniors and individuals with disabilities.
- The hearing must include a review of the effective coordination plan as it relates to the proposed projects including a discussion of needs and service gaps, and relevant available services including route and hours of operation.

Complete the public hearing and notice form (see Appendix D) to document your §85.21 public hearing; be sure to do the following:

- Attach a copy of the public hearing notice
- Provide a brief summary that summarizes any public comments that were made at the hearing
- Attach the minutes of the meeting the application was approved in.

## WORKBOOK INSTRUCTIONS

**Enter information only in the grey cells; other cells (light blue) are set up to autofill based on values you enter in the grey cells.**

The workbook can be accessed via the Application tab in BlackCat.

1. **Applicant Info** – Complete all grey fields.
2. **Checklist** - Use this form to ensure your application is complete.
3. **Vehicle Inventory** – Complete information for each vehicle used in providing 85.21 services. Be sure to double check the information for any Section 5310 vehicles or vehicles that were purchased with 85.21 funds in the BlackCat system under your “Organizations” tab.
4. **Third Party Contracts** - Document any third party contracting that occurs as part of your §85.21-funded specialized transportation system:
  - Complete the third party contracting form (Excel spreadsheet); and
  - Attach copies of all executed third party contracts to your “Resources” tab in BlackCat.

In the event that execution of a third party contract is pending, attach a draft copy of the contract and a list of the party/parties from whom you will be purchasing service. On the third party contracting form, be sure to indicate the last year in which the contracted service was subject to a bid, RFP, or RFQ process.

5. **Trust Fund Plan** - If the county plans to expend money from its trust fund in 2019, place a portion of its 2019 s. 82.51 aid in trust, or hold §85.21 aid in trust for expenditures after 2019, complete the trust fund plan template (Excel spreadsheet). For other non-vehicle equipment expenditures, use the “Item” column in the template or the “Narrative” space to briefly describe the item and how it will serve the county’s specialized transportation program. Any non-vehicle capital purchases would require an exception approval by the Program Managers. If the county has no trust fund, you may omit this element from your application.
6. **Project Tab(s)** – *Description of Project(s)/Proposed Budget* - Use this section to describe all projects that will receive §85.21 funds and complete the proposed

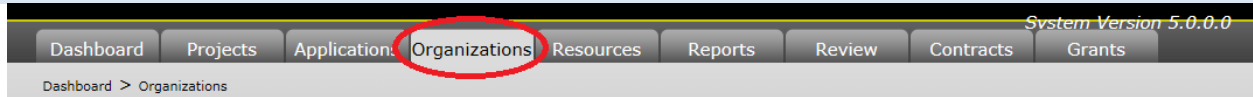
budget by project. The Excel spreadsheet contains several identical project budget worksheets ("Project Budget #1", ... , "Project Budget #8"). **Complete a separate worksheet for each project/project type** (i.e. a project receiving a portion of your §85.21 funds). Where you are asked to enter passenger revenues, include all such revenues – even those retained by contractors.

7. **Summary Tab** – Verify information is correct. This sheet is entirely auto filled and requires no user-entered data – and fixes required would need to be adjusted in the tab for that specific project.



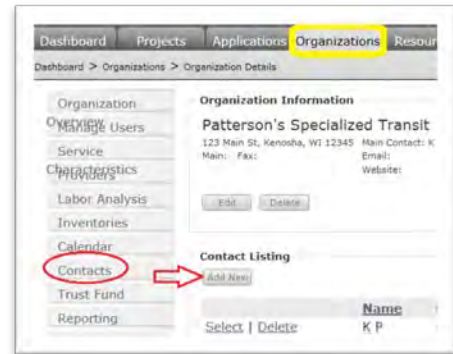
# STEP BY STEP INSTRUCTIONS FOR APPLICATION SUBMISSION

## STEP 1 – ORGANIZATION TAB



Complete the following under the Organizations tab:

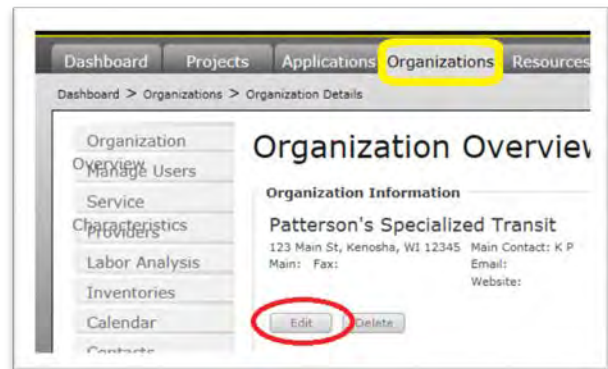
- Contacts** – Select “Contacts” and then “Add New” under the Contact Listing category. **Please enter all possible contacts for your organization and be sure to include their title.**



- Agency Details** – On the left-hand menu, select Organization and then the Edit button under the Organization Information.

- Fill in/verify all information under the “Organization details” section. (Please note: this information, especially “primary contact” is what WisDOT will use to create contact and distribution lists for program announcements)

- Complete “Service Characteristics”, “Service hours” and “Fares” as applicable.



- Certification of Review and Accuracy** – Prior to submitting your application, you must complete all applicable certifications for the 2019 calendar year. (Make sure to select appropriate year and click save). *Please note, the Federal Funding Accountability and Transparency Act (FFATA) Certification is not required for the §85.21 grant*



## STEP 2: APPLICATION TAB

Open the 2019 application

### 1. Open up the Application

- a. Click on the "Application Tab"
- b. Select 2019 from the Year drop-down menu
  - i. *The first time you go into the application you will select the "New" tab to display current grant opportunities.*
  - ii. *Every time after you will want to make sure the tab displays "Pending".*
- c. Click "Apply" next to the 2019 Specialized transportation assistance program for counties (§85.21) Application

### 2. Upload application forms

- a. Download forms to your computer and save.
- b. Complete forms, as instructed on the form, on your computer.
- c. Upload completed form to BlackCat.

**Application Forms**  
Before you can submit this opportunity you would need to download and re-upload all necessary documents.

Form	
<a href="#">Download</a> - Guidelines	
<a href="#">Download</a> - Application Workbook	<a href="#">Re-Upload</a>
<a href="#">Download</a> - Transmittal Letter	<a href="#">Attach Upload</a>
<a href="#">Download</a> - Public Hearing and Notice	<a href="#">Attach Upload</a>
<a href="#">Download</a> - Local Review Form	<a href="#">Attach Upload</a>

Click to download the instructions, samples, and/or templates for this item.

"Re-upload" lets you know that a document has already been uploaded, click to view the document or upload a different document.  
*note: only 1 document can be stored, uploading another document REPLACES one already uploaded.*

"Attach Upload" to upload your completed document.

- d. Verify upload is completed.

**Application Forms**  
Before you can submit this oppo

Form
<a href="#">Download</a> - Guidelines
<a href="#">Download</a> - Applicator
<a href="#">Download</a> - Transmittal Letter
<a href="#">Download</a> - Public Hearing and Notice
<a href="#">Download</a> - Local Review Form

### 3. Spending Plan - Enter each project into the spending plan – this should match

with each project entered into the application workbook.

- a. Select Project Type from list

Type Name	Amount	Note
Select One		
<b>Total Available</b>	\$100.00	
<b>Total Plan</b>	\$0.00	
<b>Remaining</b>	\$90.00	

- b. Enter dollar amount of **allocation and/or trust fund** that will be used towards this project.

\*HINT: do not enter decimals, enter whole dollars (i.e. 50 for \$50.00)

Type Name	Amount	Note
Local Match for 5310	\$25.00	
Vehicle Purchase	50	
Select One		
<b>Total Available</b>	\$100.00	

- c. Enter notes such as name of project and/or contractor. (Not required)
- d. Select "Insert" when complete

When finished, click her to insert this plan.

Type Name	Amount	Note
Select One		
<b>Total Available</b>	\$100.00	
<b>Total Plan</b>	\$0.00	
<b>Remaining</b>	\$90.00	

4. Click "Submit" in upper right-hand corner.

**APPENDIX A - 2019 ALLOCATION OF \$85.21 AID**

**Wisconsin 85.21 County Elderly and Disabled Transportation Assistance Program  
2019 Allocation**

**Total Appropriation: \$14,477,800  
Minimum County Allocation: \$72,389**

<b>County</b>	<b>2019 Allocation</b>	<b>Local Match</b>	<b>Share of 85.21 Funds</b>	<b>Share of WI Disabled &amp; Elderly</b>
Adams	\$85,032	\$17,006	0.59%	0.61%
Ashland	\$72,389	\$14,478	0.50%	0.33%
Barron	\$135,246	\$27,049	0.93%	0.98%
Bayfield	\$72,389	\$14,478	0.50%	0.39%
Brown	\$556,359	\$111,272	3.84%	4.01%
Buffalo	\$72,389	\$14,478	0.50%	0.27%
Burnett	\$72,389	\$14,478	0.50%	0.43%
Calumet	\$98,872	\$19,774	0.68%	0.71%
Chippewa	\$162,015	\$32,403	1.12%	1.17%
Clark	\$80,774	\$16,155	0.56%	0.58%
Columbia	\$138,070	\$27,614	0.95%	1.00%
Crawford	\$72,389	\$14,478	0.50%	0.37%
Dane	\$972,413	\$194,483	6.72%	7.01%
Dodge	\$209,517	\$41,903	1.45%	1.51%
Door	\$98,594	\$19,719	0.68%	0.71%
Douglas	\$120,505	\$24,101	0.83%	0.87%
Dunn	\$105,220	\$21,044	0.73%	0.76%
Eau Claire	\$240,043	\$48,009	1.66%	1.73%
Florence	\$72,389	\$14,478	0.50%	0.12%
Fond du Lac	\$247,892	\$49,578	1.71%	1.79%
Forest	\$72,389	\$14,478	0.50%	0.23%
Grant	\$123,729	\$24,746	0.85%	0.89%
Green	\$95,715	\$19,143	0.66%	0.69%
Green Lake	\$72,389	\$14,478	0.50%	0.40%
Iowa	\$72,389	\$14,478	0.50%	0.45%
Iron	\$72,389	\$14,478	0.50%	0.17%
Jackson	\$72,389	\$14,478	0.50%	0.40%
Jefferson	\$196,444	\$39,289	1.36%	1.42%
Juneau	\$80,552	\$16,110	0.56%	0.58%
Kenosha	\$368,164	\$73,633	2.54%	2.66%
Kewaunee	\$72,389	\$14,478	0.50%	0.41%
La Crosse	\$269,614	\$53,923	1.86%	1.94%
Lafayette	\$72,389	\$14,478	0.50%	0.30%
Langlade	\$72,389	\$14,478	0.50%	0.49%
<b>County</b>	<b>2019 Allocation</b>	<b>Local Match</b>	<b>Share of 85.21 Funds</b>	<b>Share of WI Disabled &amp; Elderly</b>

Lincoln	\$80,152	\$16,030	0.55%	0.58%
Manitowoc	\$220,411	\$44,082	1.52%	1.59%
Marathon	\$328,988	\$65,798	2.27%	2.37%
Marinette	\$137,836	\$27,567	0.95%	0.99%
Marquette	\$72,389	\$14,478	0.50%	0.37%
Menominee	\$72,389	\$14,478	0.50%	0.08%
Milwaukee	\$2,174,698	\$434,940	15.02%	15.69%
Monroe	\$114,524	\$22,905	0.79%	0.83%
Oconto	\$104,141	\$20,828	0.72%	0.75%
Oneida	\$120,905	\$24,181	0.84%	0.87%
Outagamie	\$381,426	\$76,285	2.63%	2.75%
Ozaukee	\$210,095	\$42,019	1.45%	1.52%
Pepin	\$72,389	\$14,478	0.50%	0.15%
Pierce	\$80,930	\$16,186	0.56%	0.58%
Polk	\$120,183	\$24,037	0.83%	0.87%
Portage	\$165,817	\$33,163	1.15%	1.20%
Price	\$72,389	\$14,478	0.50%	0.34%
Racine	\$480,176	\$96,035	3.32%	3.46%
Richland	\$72,389	\$14,478	0.50%	0.37%
Rock	\$426,404	\$85,281	2.95%	3.08%
Rusk	\$72,389	\$14,478	0.50%	0.34%
Sauk	\$169,686	\$33,937	1.17%	1.22%
Sawyer	\$72,389	\$14,478	0.50%	0.41%
Shawano	\$117,270	\$23,454	0.81%	0.85%
Sheboygan	\$276,184	\$55,237	1.91%	1.99%
St. Croix	\$164,605	\$32,921	1.14%	1.19%
Taylor	\$72,389	\$14,478	0.50%	0.39%
Trempealeau	\$72,389	\$14,478	0.50%	0.52%
Vernon	\$79,985	\$15,997	0.55%	0.58%
Vilas	\$86,599	\$17,320	0.60%	0.62%
Walworth	\$252,083	\$50,417	1.74%	1.82%
Washburn	\$72,389	\$14,478	0.50%	0.39%
Washington	\$310,190	\$62,038	2.14%	2.24%
Waukesha	\$933,538	\$186,708	6.45%	6.73%
Waupaca	\$144,906	\$28,981	1.00%	1.05%
Waushara	\$80,185	\$16,037	0.55%	0.58%
Winnebago	\$388,663	\$77,733	2.68%	2.80%
Wood	\$205,115	\$41,023	1.42%	1.48%
<b>TOTAL</b>	<b>\$14,477,800</b>	<b>\$2,895,560</b>	<b>100.00%</b>	<b>100.00%</b>

## APPENDIX B - COST STANDARDS

### ALLOWABLE EXPENSES

LABOR: Wages paid to employees in exchange for labor. These are wages that are typically paid to drivers, passenger aides or escorts (but not volunteers), dispatchers, service coordinators or brokers, mechanics, and administrative, planning or other technical personnel.

FRINGE BENEFITS: Fringe benefits paid on behalf of the employees to other parties such as an insurance company or a governmental tax authority. These payments are for FICA, pension plans, medical and dental insurance, and other insurance plans. Fringe benefits may also include payments to employees for something other than work such as paid sick leave, paid holidays, and paid vacation.

MATERIALS AND SUPPLIES: The cost of materials or supplies consumed from inventory or purchased for immediate use. Materials and supplies include tangible products such as fuel and lubricants, tires, equipment maintenance supplies and spare parts, and office supplies. Freight charges and sales tax (unless purchasing agency is tax exempt) can be included.

UTILITIES: Payments to utility companies for their resources such as gas, water, sewer, electricity, radio repeater service, telephone service, etc. Note that only the portions of utility expenses that can be allocated to operating the §85.21 transportation service are allowable costs. Cable/satellite television is considered entertainment (unallowable cost) rather than a necessary utility.

LIABILITY AND CASUALTY COSTS: Payments for insurance programs that protect a project from losses incurred or caused by the project; payments to others for their losses caused by the project.

TAXES: Taxes levied on a project by federal, state, and local governments, but not including income taxes.

PURCHASED TRANSPORTATION SERVICE: Payments made to third parties for the provision of transportation service. Such organizations would typically be a Section 5310 grantee or other private, non-profit corporation; a public transit system; or a private contractor such as a school bus operator, taxi service, or lift-equipped van service.

OTHER PURCHASED SERVICES: Payments made to third parties for services that support the provision of specialized transportation service. These services could include maintenance of vehicles or related equipment; professional and technical services such



as training employees and volunteers; advertising or promotion; printing; custodial services; temporary help; accounting and auditing.

LEASES AND RENT: Payments for the use of equipment or facilities owned by other organizations. Items typically leased or rented include vehicles, two-way radio equipment, office space, or vehicle storage space.

PURCHASE OF EQUIPMENT: Purchase of equipment with which to provide specialized transportation service. Specialized transportation typically includes passenger-carrying vehicles; vehicle-mounted wheelchair loading and securement devices; two-way radio equipment; maintenance equipment; and other durable goods or equipment used in the provision of specialized transportation service. If equipment is shared with non-specialized transportation functions, then only that part of the equipment's cost which is proportional to its use in specialized transportation is an allowable expense.

TRAVEL: Eligible travel expenses include transportation, meals, out-of-town lodging, and related expenses such as parking, which are incurred by employees, volunteers and other individuals as authorized by the county. Travel is allowed for specialized transportation service provided by employees or volunteers to eligible passengers, official project business, and travel by seniors and individuals with disabilities using personal or other available means of transportation when authorized by a county (includes fare assistance programs.)

INTEREST: Interest on money borrowed over a short term (one year or less) for operating expenses or over a long term (more than one year) for equipment purchases.

ADVERTISING: Cost of purchasing service advertisements in media such as newspapers, magazines, newsletters, radio, television, direct mailing, posters, handouts, etc. Allowable advertising subjects may include the recruitment of paid or volunteer personnel; solicitation of bids for goods and services; sale or disposal of property or services; and announcements of service information such as routes, schedules, contact persons, etc. All advertising expenses charged to s. 85.21 funds must pertain specifically to specialized transportation projects.

VOLUNTEER HONORARIUMS AND RECOGNITION EVENTS: Costs of gifts, mementos, dinners and ceremonies in recognition of volunteered services. However, only one event or group of presentations per project year is an eligible expense.

SUBSCRIPTIONS AND MEETINGS: Book purchases and periodical subscriptions are allowable expenses if they directly pertain to the management, planning, and operation of transportation services. Such items must be procured for agency, not individual, use. Meeting or conference fees are allowable expenses when the primary purpose of the meeting is the dissemination of technical information. Fees for conferences or meetings designed to influence legislation are not allowed.

## UNALLOWABLE EXPENSES

DEPRECIATION: Depreciation accrued by public transit system operators, depreciation on facilities or equipment purchased with public (Federal, state or local) capital grants, depreciation on intangible assets, and depreciation in excess of the rate used for income tax purposes.

ENTERTAINMENT: The costs of amusement, social activities, and related activities.

FINES AND PENALTIES: Costs resulting from violations or failures to comply with laws and regulations.

### CHARITABLE CONTRIBUTIONS AND DONATIONS

BAD DEBT: Losses resulting from uncollectible accounts or other claims.

RESERVE FUNDS FOR FUTURE EXPENSES: State aid may not be saved from one year to another for contingencies or general expenses.

LOBBYING: Program funds may not be used to cover the cost of any activity designed to influence law making.

ADVISORY COMMITTEES OR COUNCILS: The cost of advisory committees or councils is not allowed except when such groups are deemed necessary for the preparation of a technical study. The life or term of any such group may not exceed the term of the study.

GENERAL PUBLIC ADMINISTRATION: General county or local government operation costs as they incidentally pertain to the activities covered under the §85.21 program are not allowable expenses. Such costs would include those associated meetings of the county board and its subcommittees, and expenses of county officials whose regular duties do not include specialized transportation.

CONSTRUCTION: The cost of building or modifying fixed facilities such as garages, shelters, and storage buildings is not allowed.

### LAND ACQUISITION

#### **Allowable Expenses Conditioned on Department Approval**

AID HELD IN TRUST State aid may be held in trust over multi-year periods for future expenses when specifically allowed by the Department under §85.21, Wis. Stats.



## APPENDIX C – TRUST FUNDS

In accordance with Trans Rule 1.05(2), “A county may retain and hold in trust all or part of the allocated aid which it receives in 1983 and subsequent years for the purchase or maintenance of transportation equipment”.

Counties with trust arrangements are required to follow specific guidelines governing management and use of trust funds:

1. A county board of supervisors must authorize the establishment of this fund in the form of a board resolution and must be submitted to WisDOT for approval in addition to a spending plan.
2. Expenditures of aid from a county's trust fund shall be made according to a plan approved by the department. A county's plan for the use of its trust fund shall indicate for what purpose the fund is being accumulated. A plan may be amended with the department's approval at any time.
3. Aid may be held in trust only for the purpose of acquiring or maintaining transportation equipment used in services covered by this chapter.
4. All of the assets must be expended and a county may not establish a permanent minimum balance.
5. Balance may not exceed an average daily balance on a quarterly basis of \$80,000.
6. Counties shall maintain records showing the dates and amounts of deposits to the trust fund; the dates, amounts and purposes of expenditures from the fund; and interest earned by the fund.

Counties with established §85.21 trust funds must review and update spend plans at least annually. This is required as part of the “Annual Financial Report” submitted for this grant program. Counties will also estimate in their 2019 budget the amount of 2019 aid that will be added to their trust fund account.

### APPROVED ARRANGEMENTS

The balance of a county's allocation that is not spent in a given year may be saved by a county under an approved trust arrangement, and funds held in trust may be used in future years for the purchase or maintenance of capital equipment used in its specialized transit program. A county must complete a plan for all expenditures from aids held in trust as part of its annual application.

## GENERAL INFORMATION ON AIDS HELD IN TRUST

### ALLOWABLE USES

---

Per Trans 1, Wis. Admin., a county may use the aid that it holds in trust for purchasing or maintaining **capital** equipment used in its specialized transit program. All such expenditures must conform to the county's Department-approved trust fund plan which lists specific expenses to be incurred.

### MANAGEMENT OF AIDS HELD IN TRUST

---

Counties may elect but are not required to hold any state aid in trust. If a county wishes to hold any aid in trust, it must be authorized to do so by resolution of its Board of Supervisors. No other organization but a county may hold §85.21 aids in trust.

A county may hold in trust either part or all of its allocation from a given year. However, the trust fund balance is subject to certain constraints:

1. It must be consistent with the county's latest trust fund plan (*i.e., the county may not hold more state aid in trust than it needs to purchase the goods contained in its plan*)
2. A county cannot hold a permanent amount of state aid in trust and spend only the interest earned; a county's trust plan must call for the expenditure of all of the funds held in trust. The Department suggests planning for funds expenditures over a three-year span.
3. It may not exceed \$80,000. The Wisconsin Department of Transportation may require return of any balance exceeding this allowance.

Although a county does not need to physically segregate aids held in trust from other cash assets, it must account for the aids separately from other funds. It may also invest the aids either separately or pooled with other funds, but the interest earned by the aids must be added to the aids held in trust so as to further its specialized transportation service objectives.

When state aid is pooled with other funds for investment purposes, the interest earned by the aid must be added at least annually to the trust fund. The annual interest earned by state aid in a pooled investment is to be computed from the average annual rate of return from all the invested funds and the average monthly balance of aid held in trust during the year.

Neither state law nor administrative rule specifies a term for funds held in trust,

however, the Department suggests counties develop a plan to spend funds held in trust over a three-year span. A county may choose to set a term at the end of which the fund must be reauthorized or unspent aid must be refunded to WisDOT. If no term is established, then the trust fund may continue indefinitely or until it is terminated. The Department does not require counties to name or appoint specific individuals, agencies, or committees to handle specific trust fund management responsibilities (e.g., approval of additions and expenditures). However, a county may at its discretion appoint such a person or group. Such an appointment should be included in the county board's authorizing resolution.

Counties must keep records of all aids held in trust, to include the dates and amounts of all additions to a trust fund (including interest); dates, amounts and purpose of expenditures from the fund; and the fund balance. These records serve as the basis for trust fund information submitted to the Department in annual financial reports.

Trust arrangements may be terminated by a county or by the Department. Upon termination, the county must refund the balance of unspent funds to the Department. A county may also be required to refund expenditures for items that are not included in a plan approved by the Department.

## LOCAL MATCH

---

A county must appropriate a local share equal to 20 percent of the amount of annual state aid regardless of how much of the state aid ultimately is placed in trust. Furthermore, the county must spend all of the appropriated local match in order to hold in trust whatever remains unspent and unencumbered from its allocated aid. This means that:

- only state funds are to be held in trust; and
- when a county makes an expenditure from its trust account, no local match is required, since the matching share for this aid was spent in the year that the aid was placed in trust.

## PASSENGER REVENUE

---

All passenger revenues (donations, fares, copayments, etc.) earned during a year from transportation services that are sponsored with state aid must be used to offset service expenses. Therefore, passenger revenues earned from state-sponsored services cannot be saved, carried over, or held in trust.

## ESTABLISHMENT OF COUNTY TRUST ARRANGEMENT

Counties wishing to establish a new trust fund in order to hold 2019 state aids in trust should submit the following items to the Department no later than March 1, 2019. Counties must have Department-approved trust funds in place before hold §85.21 aid in trust. Department approval is predicated on review of the following three items:

- Transmittal letter
- County board's authorizing resolution
- Trust fund plan (Excel spreadsheet)

These items should be sent directly to the following address:

85.21 Program Manager  
Bureau of Transit, Local Roads, Railroads & Harbors  
Wisconsin Department of Transportation  
P. O. Box 7913  
Madison, WI 53707-7913

After reviewing the submitted materials, the Department will notify the county whether its trust arrangement has been approved. This notification will come in the form of a letter of authorization containing the approval and conditions for holding aid in trust.

A county may take the steps needed to hold §85.21 aids in trust at any time. Once the Department approves the county's submittal, further Department review normally is required only when the county amends its trust fund plan.

## APPENDIX D – APPLICATION TEMPLATES

### TRANSMITTAL LETTER - SAMPLE

***\*The Transmittal letter must be on official county letterhead – template in word format is available through download on the BlackCat Online Grant Management System\****

[ Date ]

85.21 Program Manager  
Bureau of Transit and Local Roads, Railroads and Harbors  
Wisconsin Department of Transportation  
P.O. Box 7913  
Madison, WI 53707-7913

Dear 85.21 Program Manager:

[Insert Name of County] County hereby submits its application for \$[Insert amount of allocation] in state assistance under section 85.21 of Wisconsin Statutes to provide specialized transportation services for seniors and individuals with disabilities in 2019. The County assures that a minimum of \$[insert amount of local match] in local funds has been included in its adopted 2019 budget and will be available as the share required to match the \$85.21 grant.

I certify that the information contained in this application is accurate.

Sincerely,

[Insert Name]  
[Insert Title]

***\*The following forms and templates for the public notice and public hearing requirement is available through download on the BlackCat Online Grant Management System\****

*Must include the following items:*

- 1. Date of notice publication*
- 2. Copy of actual notice publication from the paper*
- 3. Date of public hearing*
- 4. Include public comments made. If none, state "none".*
- 5. Copy of the meeting minutes during which the approval for the application was granted.*

Date of notice publication:	
(Insert copy of the published notice here) <i>*You will want to insert a copy of actual notification from the paper*</i>	

Date of public hearing	
(Please provide a summary of any public comments that were made at the meeting in regards to the application)	

Be sure to attach **a copy the meeting minutes** during which the approval for the application was granted.

***\*This is a sample only – the official form is available through download on the BlackCat Online Grant Management System\****

Is the committees or commissions on aging, county aging unit and boards (created under ss. 51.42 and 51.437, Stats.) part of the county's Transportation Coordination Committee or equivalent?

- Yes  
 No

If you selected "No", you **MUST** include evidence of their review of this application and upload to the Online Grant Management section for "Local Review" with this form. Such evidence may include:

- Witten endorsements
- Recommendations or criticism
- Minutes of meetings attended by the above organizations at which the application was discussed.