York and Adams County Coordinated Public Transit – Human Services Transportation Plan
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Chapter 1 Introduction

This plan outlines an inventory of needs for two distinct groups of transportation projects. First are those projects formerly funded by Job Access and Reverse Commute (JARC) grants. For purposes of data inventory, this plan separates JARC into its two components: Job Access, and Reverse Commute. Second are those projects formerly funded by Section 5310 and New Freedom grants. New federal legislation combined these two funding sources into the new Enhanced Mobility for Seniors and Individuals with Disabilities program; this plan often refers to this combined program simply as Section 5310 funding. The needs of seniors and the needs of individuals with disabilities are similar with regard to transportation, but whereas before candidate projects catering to these two groups of people could be funded separately, they now all compete for the same transportation funding.

The following chapters analyze the needs of the people these two funding sources service separately. The JARC chapter deals primarily with locating targeted or priority areas for funding through GIS analysis for two reasons. First, JARC funding – especially Reverse Commute – is specifically concerned with geography. Second, because JARC funding is limited, the York County Planning Commission sees priority areas as the most effective use of funding. On the other hand, Section 5310 funding is more concerned with qualitative improvements to the transportation system. It deals with improving quality of service or access to service for specific groups of people. Focus groups or surveys of these groups of people and the organizations that serve them assess these types of needs more effectively.

This plan also outlines the process by which projects will be selected for each funding source. Finally, a suggested, but not exhaustive, list of projects to meet the identified needs is included at the end of this plan.
Chapter 2 Job Access and Reverse Commute

Consolidation of funding pools was a major goal of MAP-21. That legislation moved the funding sources formerly known as Job Access and Reverse Commute (JARC) into the larger Urbanized Areas Formula Grants, or Section 5307. As a result, no dedicated funding pool exists for these programs. Furthermore, Planning Organizations are no longer required to spend a minimum or maximum percentage of Section 5307 funding on these programs. Ultimately, MAP-21 gave greater decision-making power to local Planning Organizations regarding JARC programs. Nevertheless, unless a Planning Organization has need for a major investment in capital improvements for transit, the Federal Transit Authority recommends continuation of JARC programs.¹

The sections below are inventories of data helpful to the creation and selection of JARC projects. Because Job Access and Reverse Commute programs address similar but ultimately different needs of the community, this plan separates the programs into individual inventories.

Job Access Inventory

Job Access funding specifically refers to programs that provide access to jobs for low-income and welfare recipients. Any initiative that provides such service is eligible for Section 5307 funding. Because jobs and poverty are often geographically concentrated, a targeted investment of these funds may be a more efficient and effective use. Below is an inventory of these two data.

First, the map below indicates in pink locations with a greater proportion of the population with low income than the county average.² These are generally the areas with greater numbers of workers eligible for Job Access funding.

Logically, the next question to ask concerns the location of the jobs for which these individuals are most qualified. Most likely, these workers are searching for entry-level jobs. For the purposes of this inventory, entry-level jobs are those at businesses classified under the North American Industry Classification System (NAICS) as Manufacturing, Retail, Restaurants, or Hotels.³ Areas highlighted in blue on the map below are those that have a higher-than-average number of these jobs. These are the first areas one might examine for businesses to collaborate with for Job Access programs.

The final areas, highlighted in purple on the map below, are those in which both low-income workers and entry-level jobs overlap. These are the highest priority areas for Job Access funding because they likely provide for the most effective investment.

²The number of people living at or below the poverty line, according to the 2000 US Census; 2010 data was not available at the time of writing
³Query conducted through the use of a 2012 InfoPoint GIS database of York County businesses
JOB ACCESS FUNDING TARGET AREAS

Entry Level Job Target Areas
Area with a higher-than-average number of entry level jobs

Low Income Target Areas
Area with a higher-than-average percentage of the population with low income

Job Access Target Areas (Overlapping TAZs)
Area with a higher-than-average number of entry level jobs and a higher-than-average percentage of the population with low income.

Disclaimer:
The York County Planning Commission provides this Geographic Information System map similar to the Data (collectively, the "Data") as a public information service. The Data is intended to be a tool for decision-making, planning, and policy development. The Data is not intended for design, construction, or other uses. The Data is for information purposes only and may differ from the use of the Data.

Data Source:
2010 Census TAZs and 2010 Census Block Groups

Data provided by the US Census Bureau

Data last updated 2012

This map was created in ArcGIS 10.0

This map was created by the York County Planning Commission

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Reverse Commute Inventory

Reverse Commute programs are the second component of the former JARC funding pool. Reverse Commute typically refers to the commute urban residents take to employers in suburban areas. However, the language of MAP-21 is not concerned with the residence of workers, and instead focuses only on the location of employers. Therefore, any program that provides transportation for employees of a business in a suburban area is eligible for Reverse Commute funding.

Neither MAP-21 nor its preceding legislation provides a definition of suburban; this demands this plan create a definition of suburban to find projects eligible for Reverse Commute funding. This plan’s definition of suburban is a combination of a few Census definitions and data detailed below.

The US Census defines an urban area as a Census block with a population density of 1,000 people per square mile or greater, and surrounding blocks with a population density of 500 people per square mile or greater. For the purposes of this study, the most densely populated areas of York County (York City and Hanover borough) were identified, and the least densely populated TAZ in these areas was used as a benchmark for “urban,” in York and Adams Counties. That TAZ had a population density of 2,589 persons per square mile. For clarity’s sake, this number was rounded to 2,500, and any TAZ in York County and Census Block in Adams County that had a population density at or above 2,500 persons per square mile was deemed “urban.”

The US Census also provides governmental entities with Urbanized Areas based primarily on land use and economic connection. The Urbanized Area (brown and yellow) depicted in the map below uses this definition. The map below classifies areas of York County outside the 2012 Urbanized Area as Rural. The remaining areas constitute the Suburban Areas of York County; they are within the Urbanized Area, but have a population density less than 2,500 persons per square mile.

As previously stated, any program that transports employees to businesses within the Suburban Area is eligible for Reverse Commute funding. However, as with Job Access programs, this funding is variable and limited, and should be spent in the most efficient and effective way possible. Also highlighted below are industrial and business parks 4, which by definition should have higher densities of businesses and thus more employees for which to provide transportation services. Similar to the overlapping areas highlighted on the Job Access Targets map, business and industrial parks in suburban areas should be first priorities for creating or continuing Reverse Commute programs.

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4 Data from the York County Economic Alliance
JARC Project Selection Process
As previously stated, MAP-21 removed the requirement for Planning Organizations to spend any specific amount of money on JARC programs. In doing so, MAP-21 also removed the previous competitive application process. Instead, JARC programs follow the same process as all Section 5307 projects outlined below. This process is to be completed cooperatively between Metropolitan Planning Organization staff and Transportation Authority staff.

1. Make available to the public the amount of funding available
2. Develop a proposed program of projects
   - Consult with interested parties including private transportation providers
3. Publish the proposed program of projects
   - Give affected individuals, private transportation provider and local elected officials the opportunity to submit comments
4. Provide a public hearing to obtain the views of individuals
5. Ensure that the program coordinates with projects funded by other Federal revenue streams
6. Consider all comments and views received
7. Make the final program of projects available to the public

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5 Process derived from Section 5307(b)
Chapter 3 Enhanced Mobility for Seniors and Individuals with Disabilities

Previous transportation legislation addressed the mobility needs of senior citizens and individuals with disabilities separately: the former through Section 5310 funding, and the latter through the New Freedom program. MAP-21 combined these two funding pools, and renamed the resulting funding Enhanced Mobility for Seniors and Individuals with Disabilities. Because this funding is in Section 5310, this plan will refer to this funding pool as such.

Legislation requires Planning Organizations to spend at least 55% of Section 5310 funding on capital projects for public transportation planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate or unavailable. Planning Organizations can allocate up to 100% of funding to capital projects that meet the above requirements. Per Federal Transit Administration guidance, Planning Organizations may also use remaining 45% of Section 5310 funding for the following categories of projects:

1. Public transportation projects that exceed the requirements of the Americans with Disabilities Act
2. Public transportation projects that improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit
3. Alternatives to public transportation that assist seniors and individuals with disabilities

MAP-21 also authorizes the use of Section 5310 funding for operating assistance. This is an important change from previous federal transportation legislation.6

Inventory and Needs Analysis

Geographic

On the following pages are basic geographic inventories of data relevant to Section 5310 projects. These include the location of concentrations of rabbittransit paratransit trips and Census data about the population groups targeted by Section 5310 programs.

Outlying Paratransit Trip Concentrations

- Dillsburg
- Shrewsbury and Stewartstown
- Route 24 Corridor
- Littlestown
- McSherrystown

Not surprisingly, most of the high paratransit traffic areas are centrally located near York City or Hanover Borough. These areas are also the most highly traveled by vehicles in general, because they are the centers of development in the county. To further the point, rabbittransit’s fixed route service also focuses on these areas for service. Because this plan seeks gaps in service, the outlying areas are much more important. These include Dillsburg Borough, Shrewsbury and Stewartstown Borough, the Route 24 corridor from Red Lion Borough to Manchester and Mount Wolf Boroughs, Littlestown Borough, and McSherrystown Borough.

Quality of Service and Access

On March 27, 2013, members of the York County Planning Commission and rabbittransit staff met with representatives of the Human Services community, including staff from the following organizations: Bell Socialization Services, Shadowfax, the Margaret Moul Home and the Adams County Office for Aging.

The focus of this discussion was twofold. First, the group needed to identify existing service. Second, the group needed to identify gaps or unmet needs. As previously stated, the geographic and quantitative information associated with these objectives was readily available from rabbittransit and have been detailed above. This meeting, instead, needed to capture gaps in the quality of service. Below are the major discussion points from this meeting.

- People living in the outlying areas of Adams County have a more difficult time using paratransit because their assigned trip times and length are longer than those who live nearer to Gettysburg or Hanover
- Many people in Adams County need to travel to Hanover for medical services that are not available in Gettysburg or other boroughs
- Paratransit riders are arriving two to three hours after activities have begun at senior centers and other facilities; this causes scheduling difficulties for these facilities
- The software used to schedule paratransit looks for the most efficient routing for the system as a whole, but this is often not the most efficient or logical route for an individual’s trip
- Clients of the human service agencies – especially those in York City – use both fixed route and paratransit service as appropriate
- Human service agency reliance on rabbittransit for client transportation varies greatly; some agencies use their own vehicles and don’t usually use rabbittransit; others do not own their own vehicles and rely wholly on rabbittransit or clients’ private transportation
- Driver consistency
  - Door-to-door vs. curb-to-curb service
  - Client notification upon arrival at a pick-up location
- Door-to-door vs. curb-to-curb service is currently an internal debate for rabbittransit staff
  - Consistency in driver training and practice
  - Increased liability for rabbittransit staff with door-to-door service
  - Door-to-door service requires more extensive eligibility screening
- Pick-up locations vary greatly in the degree to which paratransit riders can see or hear the vehicle arrive
- Private lanes are especially difficult for paratransit vehicles
- Many people, especially senior citizen users of paratransit, living in a corridor in eastern Adams County consisting primarily of New Oxford, McSherrystown, Littlestown and Midway consider themselves York County residents and have significant ties to York County through medical services in Hanover
- Changes to Hanover fixed route service are needed; specific changes were not discussed
- Human service agency staff see significant travel from York to Hanover
- Employment opportunities for clients of human service agencies exist in Manchester Township and could be fulfilled with better transit access to that area
• Communication between drivers – both fixed route and paratransit – could be improved to facilitate fewer “lost” passengers

• *Rabbittransit* does many things well
  - Customer service (phone-in) handles complaints professionally and usually rectifies problems quickly
  - Paratransit customer service has an efficient and specific set of questions for scheduling that make it easy for agency staff
  - Paratransit customer service has great knowledge of multi-entrance destinations (like malls) and will dictate which entrance is best for the trip purpose or passenger’s need
  - Service changes to Red Lion and Dallastown Boroughs (Fixed Route 10S, altered in 2011 TDP) have greatly benefited Bell shelter clients
Chapter 4 Future Actions

The following is a list of projects and actions created by YCPC, Adams County, and rabbittransit staff as a starting point to address the problems and needs described in this plan. Some of these actions specifically fill a need identified under Chapter 2 and are eligible for Section 5307 funding. Some specifically fill a need identified in Chapter 3 and are eligible for Section 5310 funding. Other actions fulfill needs from both chapters. Some are simply policy decisions or educational initiatives that are not necessarily eligible for funding from either section of MAP-21, but, if completed, will fulfill needs identified in this plan. This is by no means an exhaustive list of projects and actions, but is meant to stimulate thought among stakeholders and project applicants to fulfill the needs identified in this plan.

<table>
<thead>
<tr>
<th>Funding Eligibility</th>
<th>5307 (JARC)</th>
<th>5310</th>
<th>Future Action</th>
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<tbody>
<tr>
<td>X</td>
<td></td>
<td></td>
<td>Coordinated vanpool programs for commuters</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>Vanpool programs for senior citizens; organized by senior centers, etc.</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>Commuter Express bus service serving urban and suburban locations</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>Improved system to alert riders to the bus or paratransit vehicle’s arrival</td>
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<tr>
<td>X</td>
<td>X</td>
<td></td>
<td>Improved transit service between York and Hanover</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>An inventory of human service agency-owned vehicles and common trips</td>
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<td>A conclusion to rabbittransit’s policy on curb-to-curb vs. door-to-door paratransit service</td>
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<td>Driver re-training for consistency of service</td>
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<tr>
<td></td>
<td>X</td>
<td></td>
<td>Partnerships between retail or medical facilities and rabbittransit to provide local shuttles on a regular basis, working from a model with Giant Grocery in East York (Springettsbury Twp)</td>
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<td></td>
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<td>Raising developers’ awareness of specific needs of paratransit users</td>
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<td>Design guidelines for medical facilities to provide for paratransit passengers and vehicles</td>
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<tr>
<td>X</td>
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<td></td>
<td>Bike share programs, especially in Job Access and Reverse Commute target areas</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>Pedestrian network improvements in dense urban JARC target areas</td>
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<tr>
<td>X</td>
<td></td>
<td></td>
<td>Pedestrian network improvements near employer facilities and industrial parks</td>
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</tbody>
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