

# Human Services Transportation Plan Lancaster County, PA 2012 Update

Adopted by  
Lancaster County Transportation Coordinating Committee  
on June 25, 2012

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## **Introduction**

Individuals or families with special transportation needs may have difficulty getting around their community. For many people, receiving human services transportation is not a choice but a necessity. Due to their disability, low-income status or age, individuals may not have access to private automobiles. Without ready access to transportation, simple daily activities become a challenge. Meeting the transportation needs of seniors, those with disabilities, or low-income status individuals will require a variety of strategies including some innovative solutions. Limited funding opportunities require that consideration be given to sustaining existing services as well as consideration of new solutions, where possible. These strategies must take into consideration the special challenges of these targeted groups within the communities where they live. During the Human Services Transportation planning process, these transportation needs will be assessed and strategies will be considered in the context of limited funding opportunities.

## **Lancaster County**

Lancaster County is located in southcentral Pennsylvania. The County measures 984.2 square miles or 629,879.6 acres. Lancaster County is bordered on the south by the State of Maryland, to the west by York County, to the north by Dauphin, Lebanon and Berks Counties and to the east by Chester County. The Susquehanna River forms the western boundary. Lancaster County is geographically diverse with urban, suburban and rural areas.

From the 2010 Census, the population of Lancaster County is now 519,445. This is a 10.4% increase over 2000. Lancaster County is now Pennsylvania's sixth most populous county. The County is projected to grow to over 600,000 persons by 2040.

Lancaster County's senior population is its fastest-growing age group. The County's share of seniors (65+) increased by more than any other age group between 2000 and 2010 and grew by nearly 12 percent.

Lancaster City is the County's largest municipality with a population of 59,322 based on the 2010 census. The City's population increased 5.3% from 2000 and reversed the prior decade's population decline.

Lancaster City is surrounded by suburban townships with decentralized shopping, employment, medical, educational and recreational locations. These townships have experienced rapid population and employment opportunity growth in recent years. There are boroughs located throughout all portions of the County, but much of the rural area is devoted to agriculture. There are two hospitals, a major health center and four higher education institutions in Lancaster County in or near downtown Lancaster.

Lancaster County's public transportation provider is Red Rose Transit Authority (RRTA) and its paratransit service is provided by the Red Rose Transit Authority through Red Rose Access.

# Human Services Transportation Plan: Background

## Overview

The Human Services Transportation Plan (HSTP) summarizes the transportation needs for those people who have transportation challenges because of disability, low income or senior age. The Plan identifies transportation solutions to respond to these challenges.

The intent of the Human Services Transportation Plan is to identify transportation needs and solutions thereby improving transportation services for people with disabilities, seniors and individuals with lower incomes. The development of a Human Services Transportation Plan ensures that communities coordinate transportation resources provided through multiple funding programs. A coordinated plan can help enhance transportation access, minimize duplication of services, and encourage the most cost efficient transportation possible.

The development of the Human Services Transportation Plan brings together public, private and non-profit transportation and human services providers, agencies that distribute funds, riders and the community-at-large to improve special needs transportation throughout the region. The plan includes background information and geographic information of the distribution of existing public transportation services, as well as an analysis of human service transportation needs and recommended solutions.

## Federal SAFETEA-LU Requirement

On August 10, 2005, President George W. Bush signed the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA -LU). SAFETEA-LU authorized the federal surface transportation programs for highways, highway safety and transit for the 5 year period from 2005 to 2009. In addition, the legislation required the development of a locally developed, coordinated public transit Human Services Transportation Plan (HSTP). The development of an HSTP is a condition for receiving formula funding under three Federal Transit Administration (FTA) programs:

Section 5310 Program authorizes funding for public transportation capital projects that meet the special needs of elderly individuals and individuals with disabilities.

Section 5316(g) Job Access and Reverse Commute Program provides financial assistance to help meet the transportation needs of eligible low-income individuals to connect them with employment opportunities and to help meet the transportation needs of reverse commuters regardless of income connect with employment opportunities.

Section 5317(f) New Freedom Program provides a capital or operating funding allocation to fill gaps in the available transportation services in order to facilitate the integration of individuals with disabilities into the workforce and full participation in the community

Since 2009, the federal government has continued to reauthorize and provide funding for these three federal programs.

## Lancaster County Human Services Transportation Plan

The first Human Services Transportation Plan (HSTP) for Lancaster County was adopted by the Lancaster County Transportation Coordinating Committee (LCTCC) on April 23, 2007. Amendments to the HSTP were approved by the LCTCC on June 23, 2008 and June 22, 2009. In essence, the amendments reaffirmed the transportation solutions identified in the HSTP and provided direction for the application and use of the funding available to the Lancaster Region from the Section 5316(g) and 5317(f) programs.

The federal guidelines providing for the development and maintenance of a HSTP encourage regular updates. An update to the HSTP in 2012 was advanced in order to coordinate with the update to Lancaster County's Long-Range Transportation Plan and the development of the Transportation Improvement Program. In addition, 2010 Census data is available and there was the desire to expand the Existing Transportation Services and Capital Investment Program section of the HSTP to reflect current information and to provide a foundation for the assessment of transportation needs and the recommendations.

A draft of the 2012 Update was presented for review to representatives of the stakeholders listed below through the RRTA Advisory Committee. The draft 2012 Update was also publicly introduced at the May 2012 meeting of the Transportation Technical Advisory Committee (TTAC). Transportation decisions in Lancaster County are guided by the TTAC. The 2012 Update was made available for public review and comment through the Lancaster County Planning Commission and RRTA websites.

### Stakeholders

Stakeholder involvement is key to successful human services transportation planning. Engaging the appropriate organizations and individuals in planning efforts is critical to identifying the needs of the target populations, the needs of the community, the transportation services available, and the development of solutions to the transportation needs identified.

When Lancaster County's original HSTP was developed in 2007, there was a broad representation of stakeholders from public, private and non-profit transportation and human services providers and from the public. This broad representation of stakeholders was continued during the 2012 update with the following agencies and individuals participating in the development process.

RRTA Board of Directors  
Lancaster County Office of Aging  
Lancaster County Mental Health/Mental Retardation  
United Disabilities Services  
Lancaster County Office of Assistance  
Lancaster Employment and Training  
Lancaster County Planning Commission  
Paratransit Service Providers  
RRTA Staff  
General Public

## Demographic Data and Destination Information

This section of the plan documents the numbers and location of people with special transportation needs and includes a series of maps showing the locations of the population by income, disability and age as well as common transportation destinations.

Table 1 provides 2010 census data. Lancaster County population increased 10.4% from 2000 to 2010. Lancaster County population has increased more than 10% during the last three decades.

Table 1 illustrates census data for the County of Lancaster and contrasts the City of Lancaster with three adjoining townships.

Table 1  
Year 2010 Census Data  
Lancaster County, City and Selected Township Data

	Lancaster County	Lanc. County %	Lancaster City	Lanc. City % of Co.	Man Twp	Man Twp % of Co.	East Hemp	East Hemp. %	East Lamp.	East Lamp % of Co.
Total Population	519,445		59,322	11.4	38,133	7.3%	23,522	4.5%	16,424	3.2%
Population age 65+	77,780	14.95%	5,099	8.6%	7,903	20.7%	4,410	18.7%	2,445	14.9%
Disability age 5+ *	68,953		11,925	17.3%	4,396	6.4%	2,723	3.9%	2,166	3.1%
Individuals<Poverty	48,018	9.2%	15,043	31.3%	2,045	4.3%	1,361	2.8%	1,399	2.9%

(Note: \* -- Disability Age 5+ data reported in above table is from the 2000 Census.)

The Department of Health and Human Services' guidelines define poverty as an annual family income below \$22,050 (for a family of four, in 2010). There were 135,716 families in Lancaster County based on the 2006-2010 ACS 5-Year Estimates). It was estimated that 6.7 percent of these families were living below the poverty level in 2010 in Lancaster County. In general, the areas of Lancaster County with the highest number of persons and families below poverty level are located in the City of Lancaster and the surrounding area. Columbia Borough also has a significant number of persons and families below poverty. (Reference: Illustrations 1 and 2). The Households with Food Stamps/Supplemental Nutrition Assistance Program (Illustration 5) also confirms the demographic information regarding persons and families below the poverty level.

Based on the 2010 Census, Lancaster County's senior population (65+) represented 14.9 percent of the overall County population. In 2000, the senior population represented 14.0 percent of the overall County population. The County's percentage of elderly frail population (over age 85) represented essentially the same percent of the population in 2010 (2.3 percent) as it did in 2000 (2.2 percent). The median age of Lancaster's population in 2012 was 38.2 years old. Illustration 3 provides a graphic presentation of the location of Persons 65 Years and Over within Lancaster County.

The 2010 Census information reports there are 55,687 persons with some type of disability in Lancaster County or 10.5 percent of the county population. In the 18-64 age group, 8 percent of the age group has a disability with the most common being a cognitive disability followed by

an ambulatory disability. In the population 65 and over, just under one-third have some type of disability. The most common disability is an ambulatory disability which affects 15,935 persons or 21.2 percent of this age group. Another common disability is hearing loss which affects 10,666 persons or 14.2 percent of the senior population.

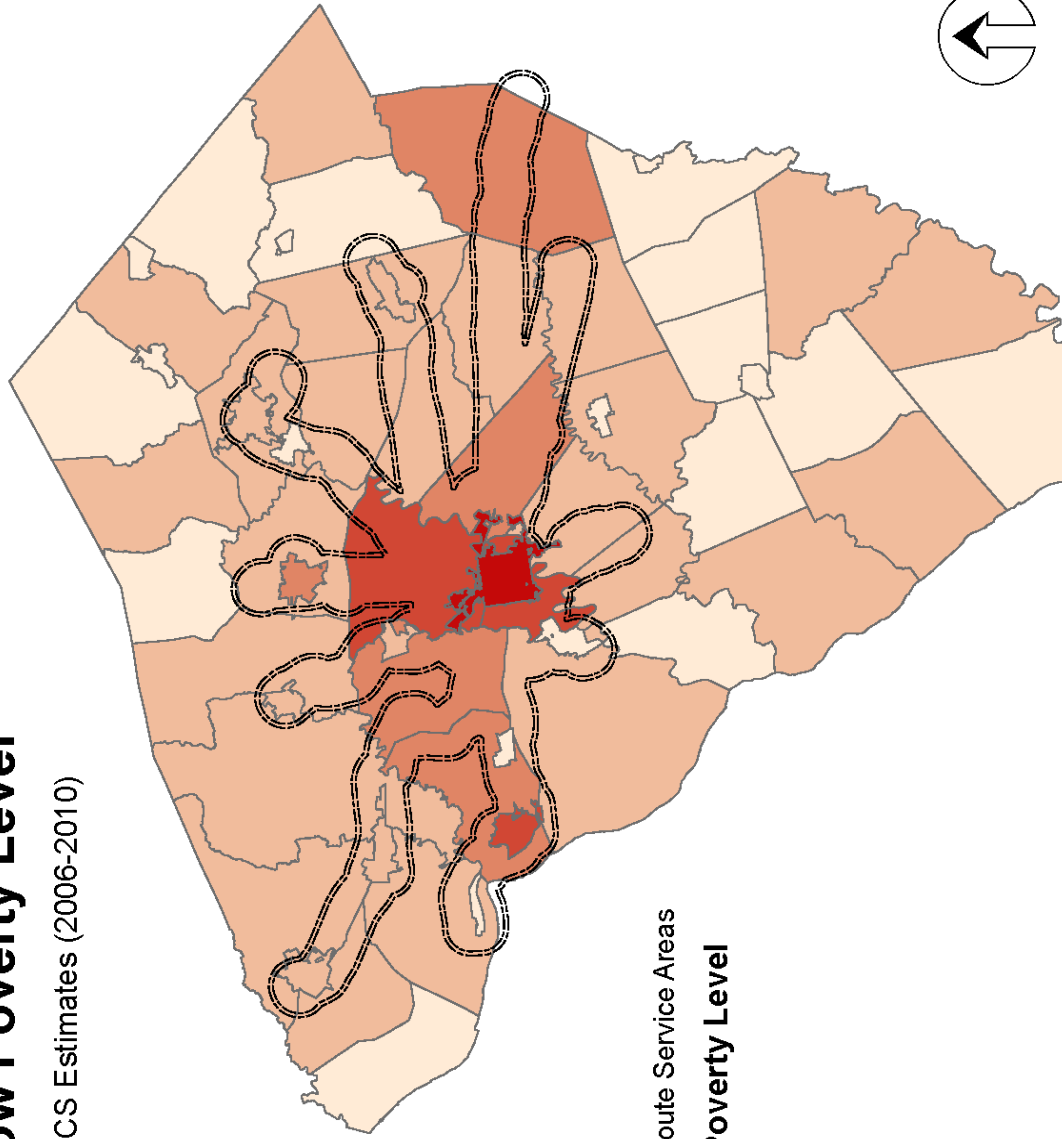
The 2010 Census information identifying persons in selected group quarters (Nursing facilities, Skilled-nursing facilities and Other Noninstitutional Facilities) provides a different perspective of information in assessing the location of Lancaster County's senior and disabled population.

The population and demographic information are graphically presented in the following illustrations:

1. Families Below Poverty Level by Municipality
2. Persons Below Poverty Level by Municipality
3. Persons Aged 65 Years and over by Municipality
4. Persons (Age 5+) with a Disability by Municipality (2000 Census Data)
5. Persons in Selected Group Quarters by Municipality
6. Households With Food Stamps/SNAP By Municipality

# 1. Families Below Poverty Level

Data source: Census ACS Estimates (2006-2010)



## Legend



RRTA Fixed Route Service Areas

## Families Below Poverty Level

0 - 64

65 - 141

142 - 249

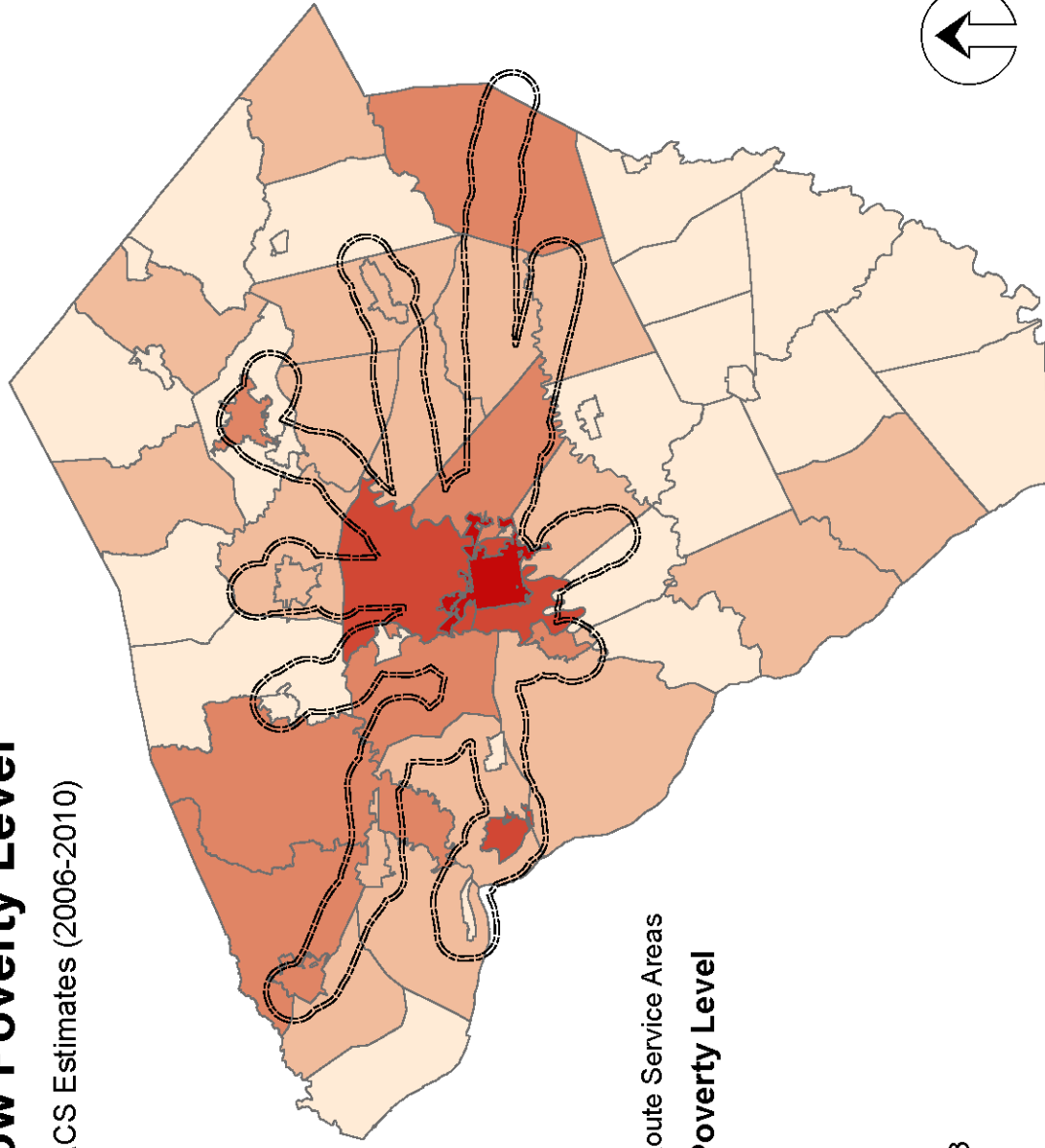
250 - 493

494 - 3,024



## 2. Persons Below Poverty Level

Data source: Census ACS Estimates (2006-2010)

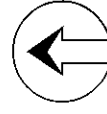
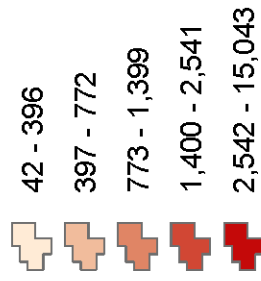


### Legend



RRTA Fixed Route Service Areas

### Persons Below Poverty Level

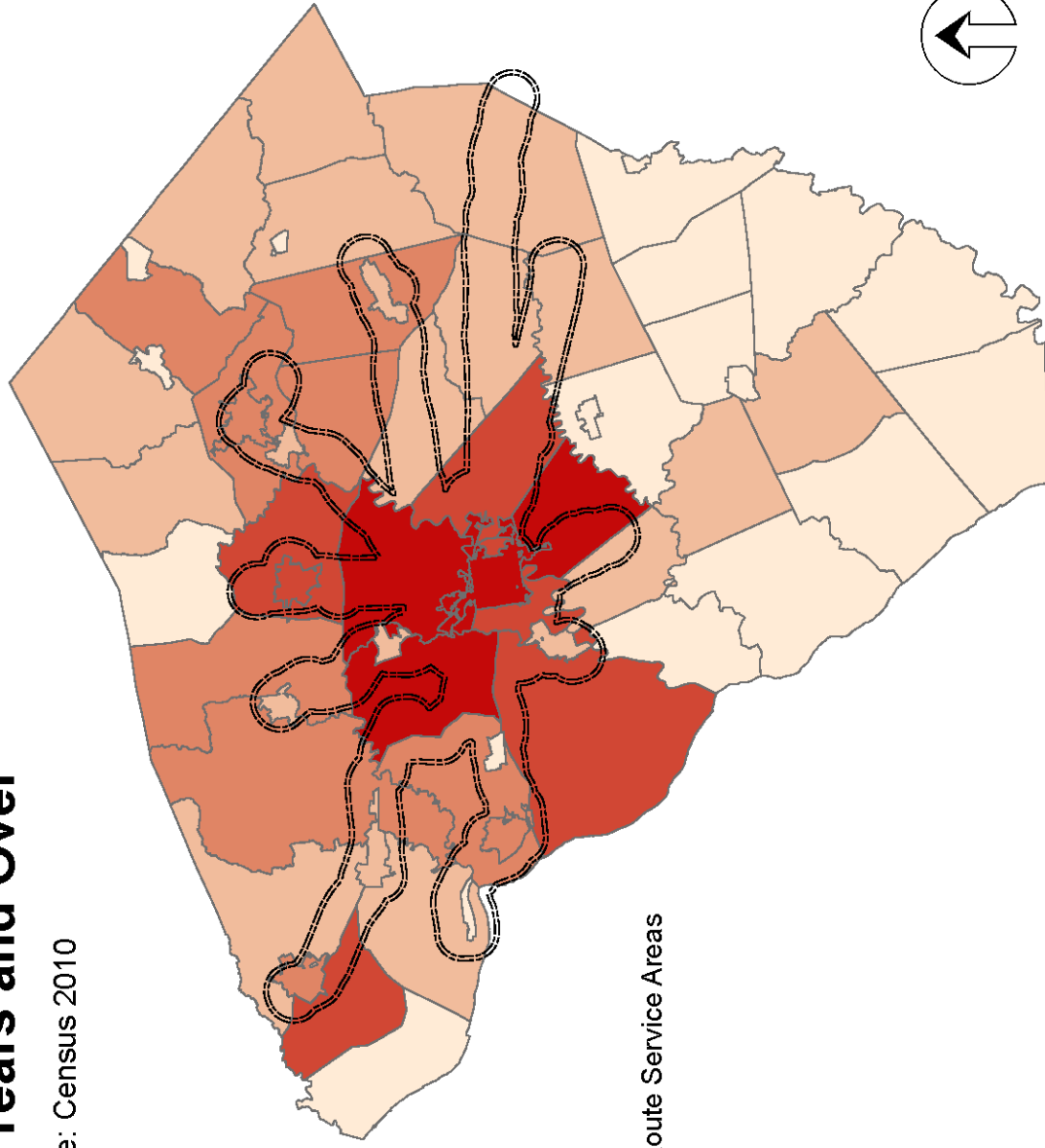


Miles

0 5 10

### 3. Persons 65 Years and Over

Data source: Census 2010



#### Legend



RRTA Fixed Route Service Areas

#### Persons 65+

185 - 556

557 - 1,123

1,124 - 1,930

1,931 - 3,019

3,020 - 7,903

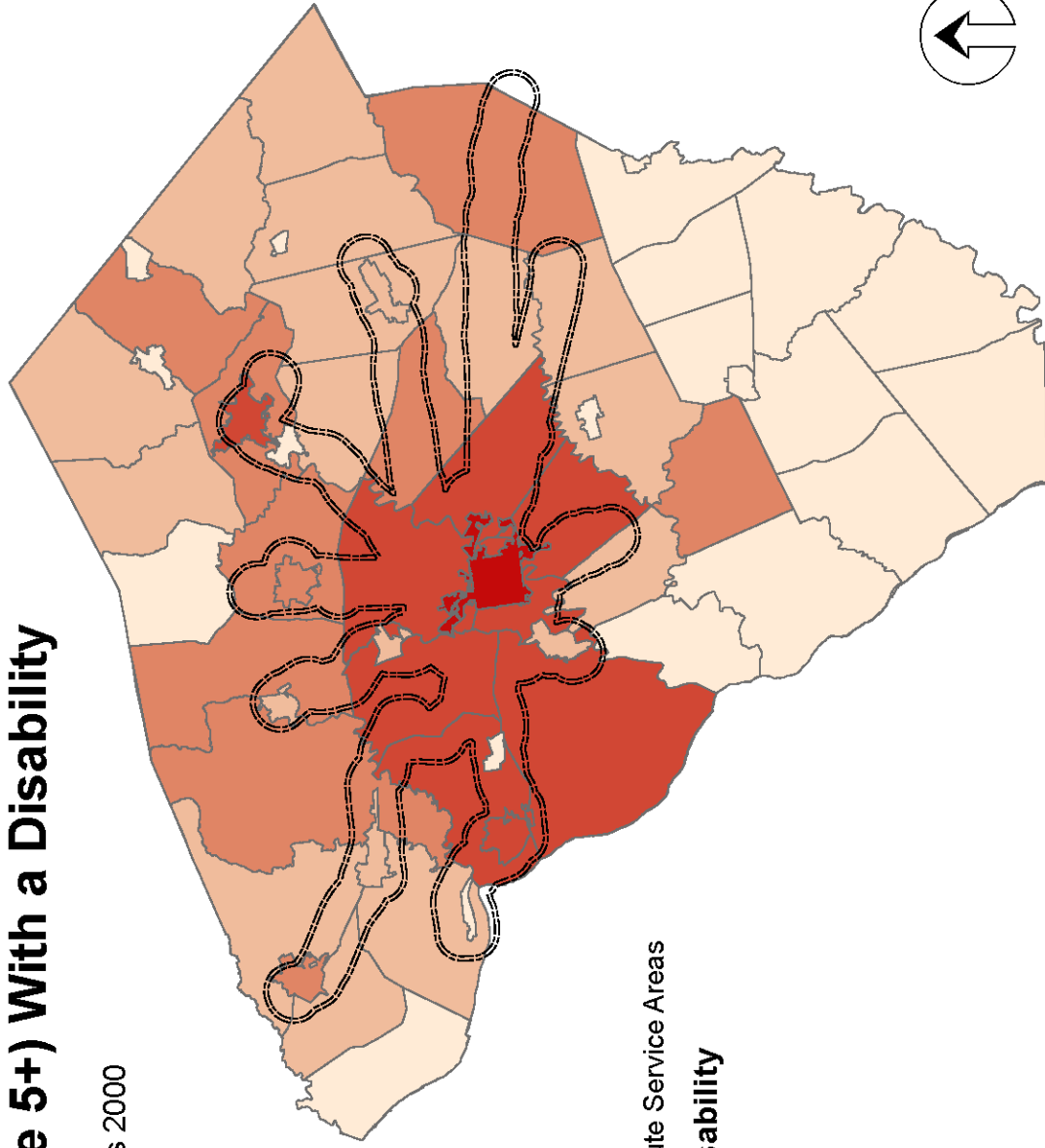


Miles

0 5 10

# 4. Persons (Age 5+) With a Disability

Data source: Census 2000



## Legend



RRTA Fixed Route Service Areas

## Persons with a Disability

- 129 - 509
- 510 - 1,025
- 1,026 - 1,710
- 1,711 - 4,396
- 4,397 - 11,925



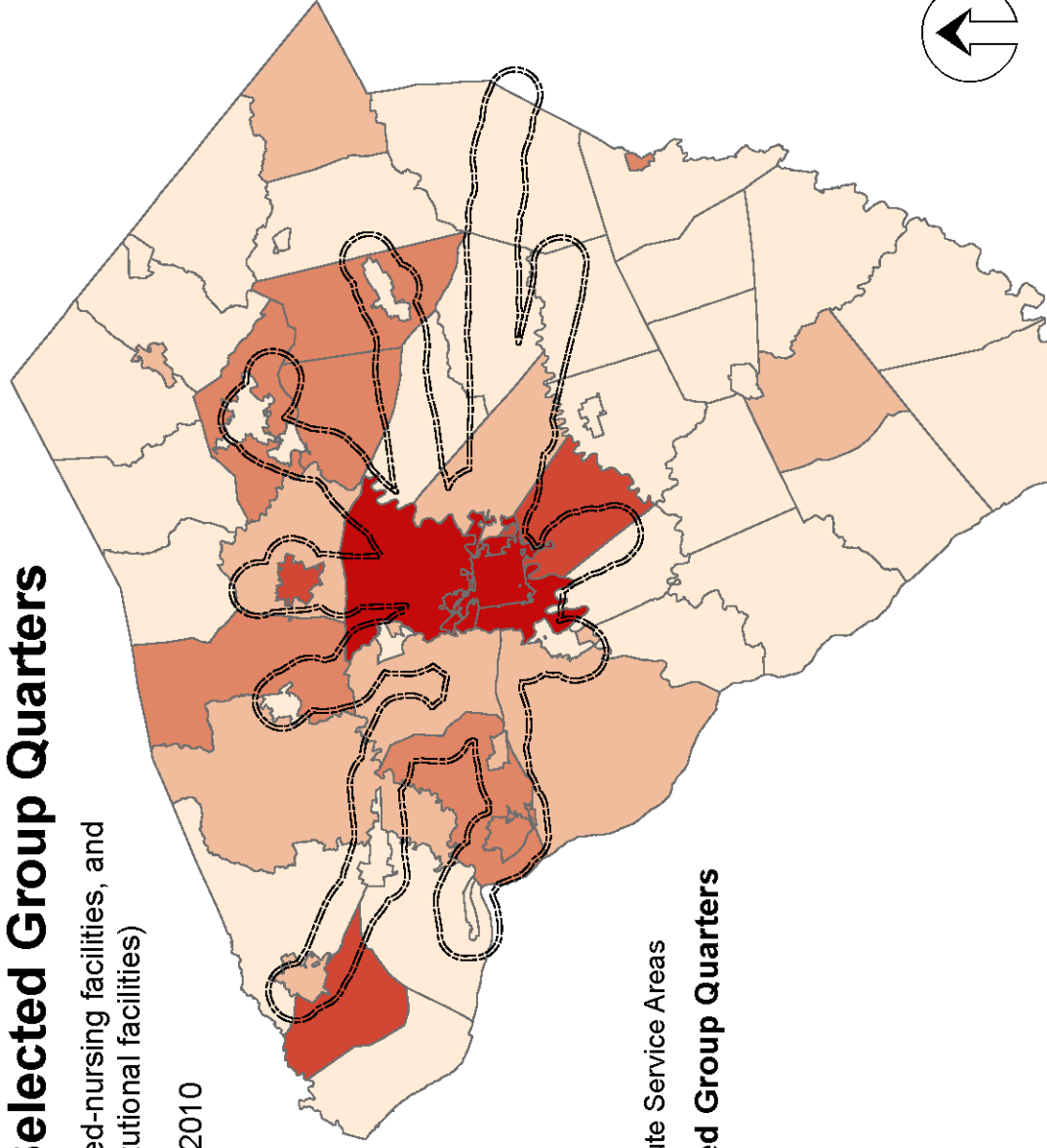
Miles

0 5 10

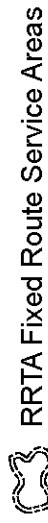
## 5. Persons in Selected Group Quarters

(Nursing facilities/skilled-nursing facilities, and other noninstitutional facilities)

Data source: Census 2010



### Legend



RRTA Fixed Route Service Areas

### Persons in Selected Group Quarters

0 - 33.

34 - 116

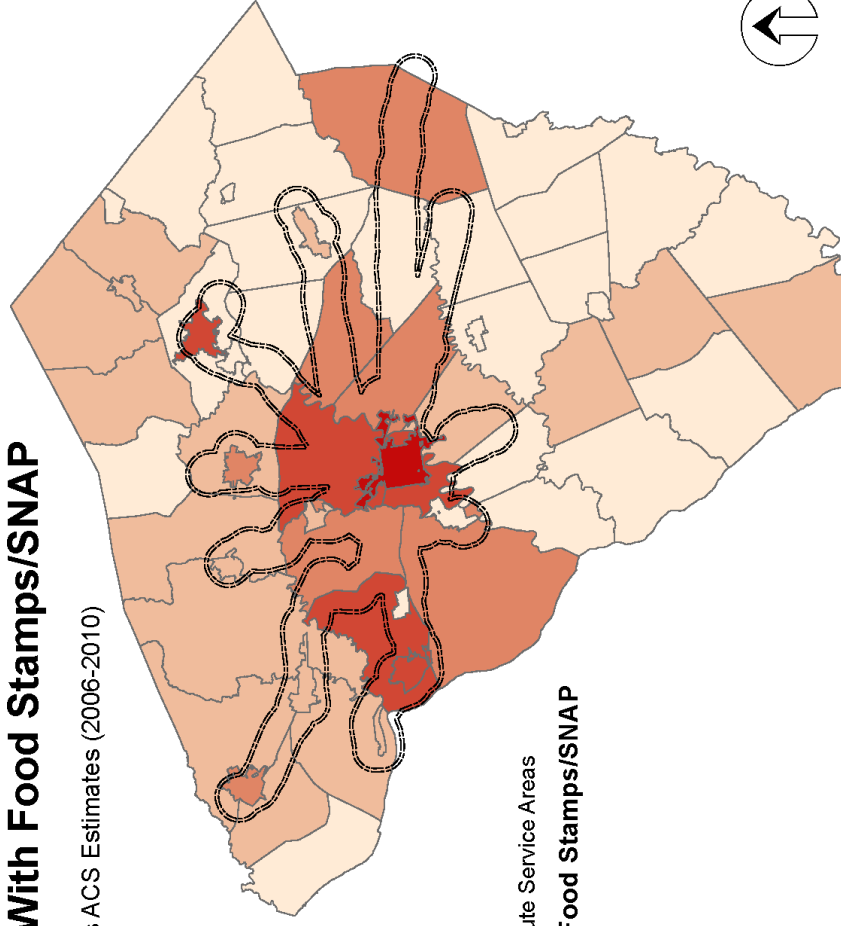
117 - 208

209 - 518


519 - 1,016

## 6. Households With Food Stamps/SNAP






Data source: Census ACS Estimates (2006-2010)



### Legend

 RRTA Fixed Route Service Areas

### Households with Food Stamps/SNAP

-  0 - 58
-  59 - 163
-  164 - 325
-  326 - 631
-  632 - 5,008

## Common Destinations

Places to which people with special transportation needs travel in Lancaster County include the destinations in the table below. Destinations include schools, childcare facilities, medical centers, day treatment centers, employment and shopping districts, social service providers and recreational facilities.

### **Common Trip Destinations – Lancaster County**

Destination	Priority Interest of these Special Needs Transportation Groups	Examples of Lancaster County Destinations
Entry Level Employment Opportunities and Employment Training Centers and Services	Young People Low Income Individuals People with Disabilities	Food and accommodation services, nursing homes, industrial cleaning, and retail. Training centers, i.e. Rescare, CareerLink, Job Corps, Spanish American Civic Association, and Urban League
Schools	Young People Low Income Individuals People with Disabilities	Millersville University, Stevens College of Technology, Lancaster County Training Centers
Social Services	Young People and Seniors Low Income Individuals People with Disabilities	Community Action Program, WIC, food banks and Office of Aging nutritional sites located throughout the county, Mental Health/Mental Retardation, United Disabilities Services, Social Security Administration, County Office of Assistance, SACA, Urban League, Neighborhood Services, LUMINA, Disability Empowerment Center, Philhaven
Medical Centers	Young People and Seniors Low Income Individuals People with Disabilities	Lancaster General Hospital, Lancaster Regional Hospital, Women and Babies and LGH Health Campus are located in the City of Lancaster. Heart of Lancaster, Ephrata Hospital, Susquehanna Regional and numerous health care centers are scattered throughout the County
Childcare Facilities	Young People Low Income Individuals	CAP Child Care and Head Start locations throughout the County, YWCA and Lancaster Day Nursery provide subsidized child care in Lancaster City
Shopping Districts	Young and Seniors Low Income Individuals	Park City, Hawthorne Plaza, Red Rose Commons, Golden Triangle,

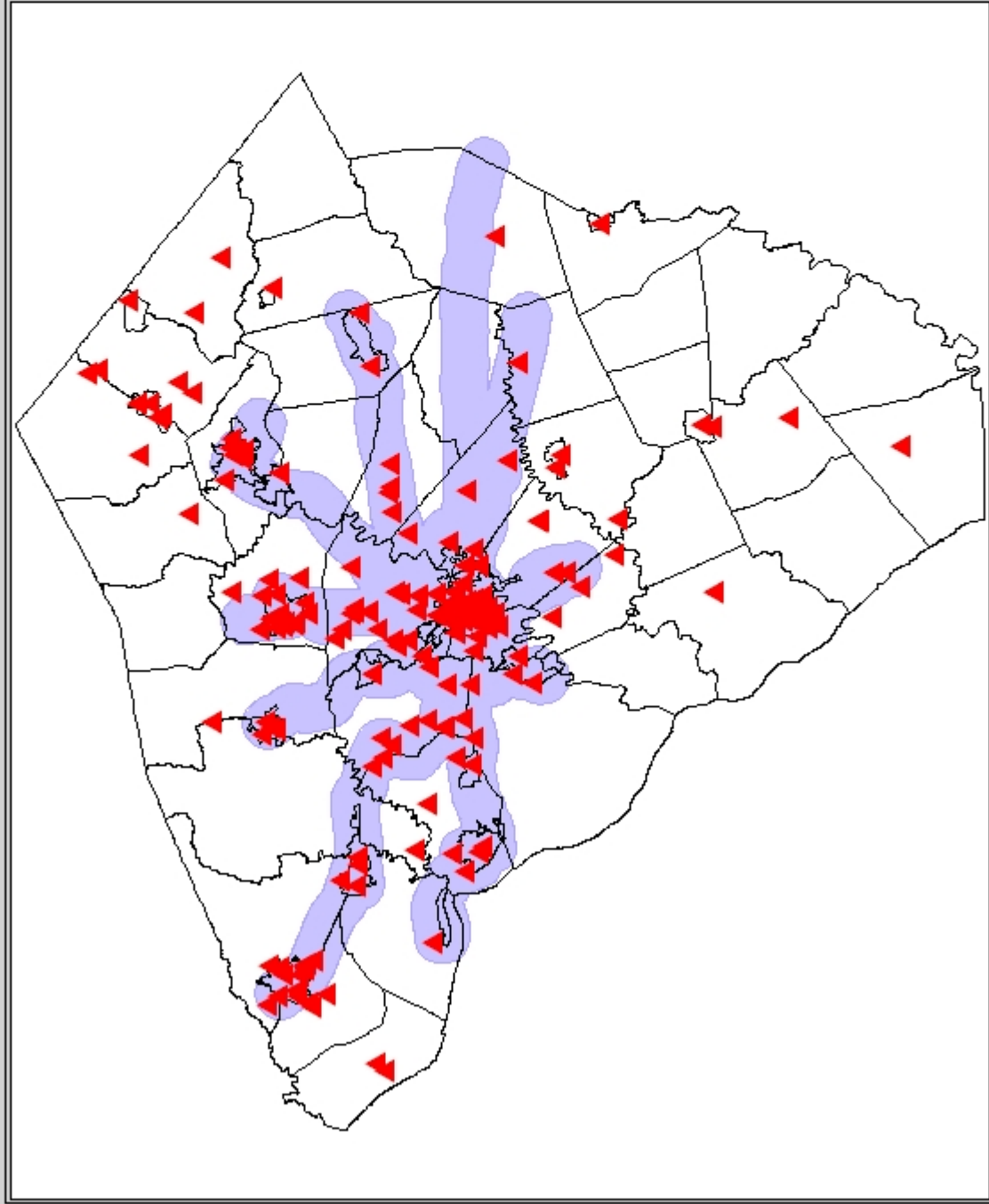
	People with Disabilities	Lancaster Shopping Center and Manor Shopping Center are located in Lancaster City. East Town Centre, Tanger Outlets and Rockvale Outlets are located on the Route 30 East corridor. Numerous other shopping areas are scattered throughout the County.
Daycare Facilities	Young People and Seniors Low Income Individuals People with Disabilities	Tempo, Concepts, Options, PAI, Generations, Lancaster Regional Adult Day Care and Landis Homes Daycare are located in the Lancaster Urban Area. Masonic Village daycare and Garden Spot Daycare are located in the county. Sheltered workshops include Goodwill and Occupational Development Center in Lancaster City and EARS in Ephrata.
Recreation	Young People and Seniors Low Income Individuals People with Disabilities	Libraries, fitness centers, bowling alleys, museums and parks are located though out the County. The YWCA and YMCA operate fitness and aquatic centers in the City of Lancaster

Many of the destinations listed above are graphically presented in comparison to the RRTA fixed route bus service area in the following series of illustrations:

6. Common Destinations – Childcare Facilities
7. Common Destinations – Colleges and Votechs
8. Common Destinations – Entry Level Employment Opportunities
9. Common Destinations – Medical Centers
10. Common Destinations – Senior Service Facilities
11. Common Destinations – Special Need Facilities
12. Common Destinations – Recreation
13. Common Destinations - Libraries

# 6. Common Destinations - Childcare Facilities

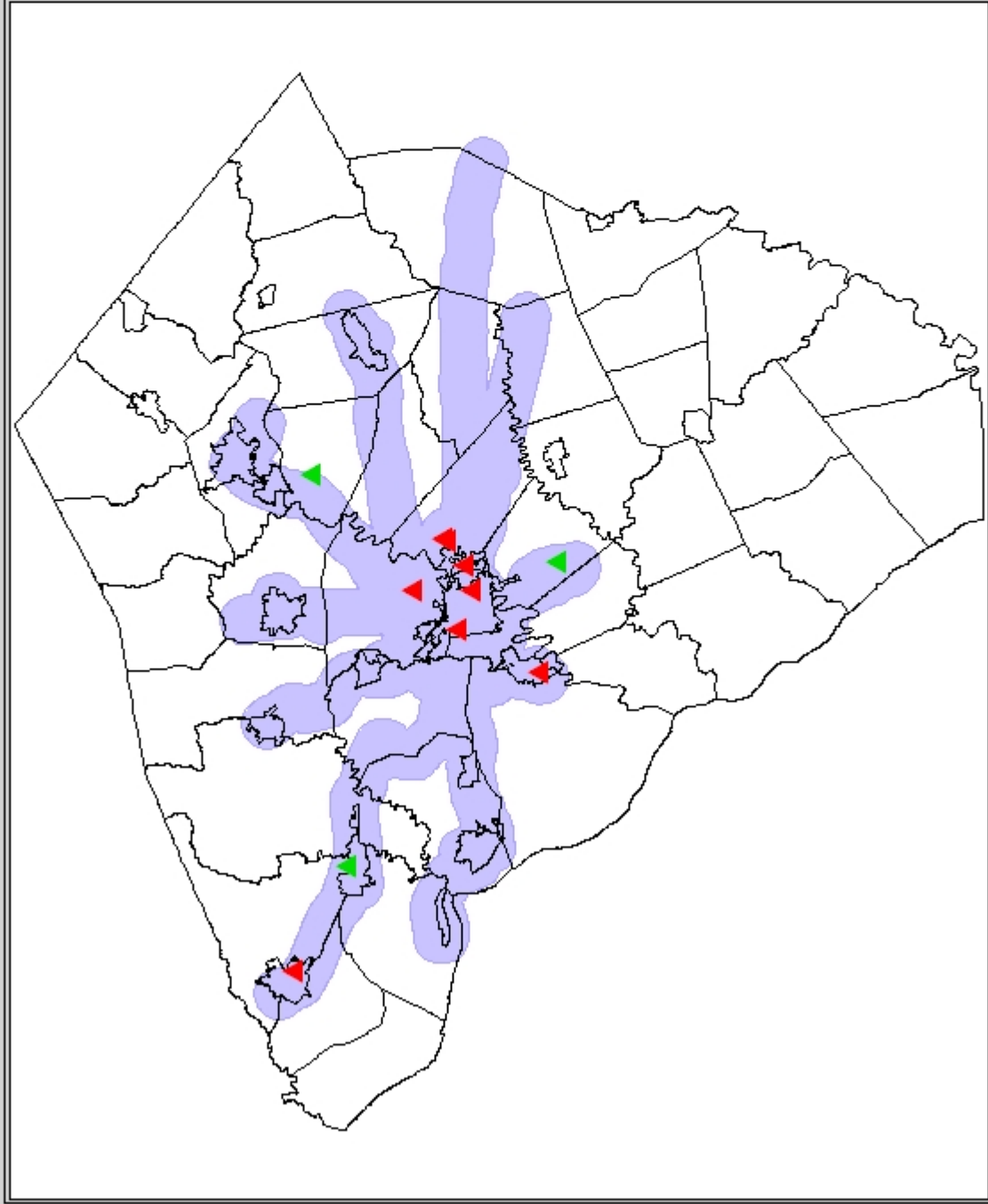
Data source: Lancaster County Wide Communication





# 7. Common Destinations - Colleges & Votechs

Data source: Lancaster County Wide Communication



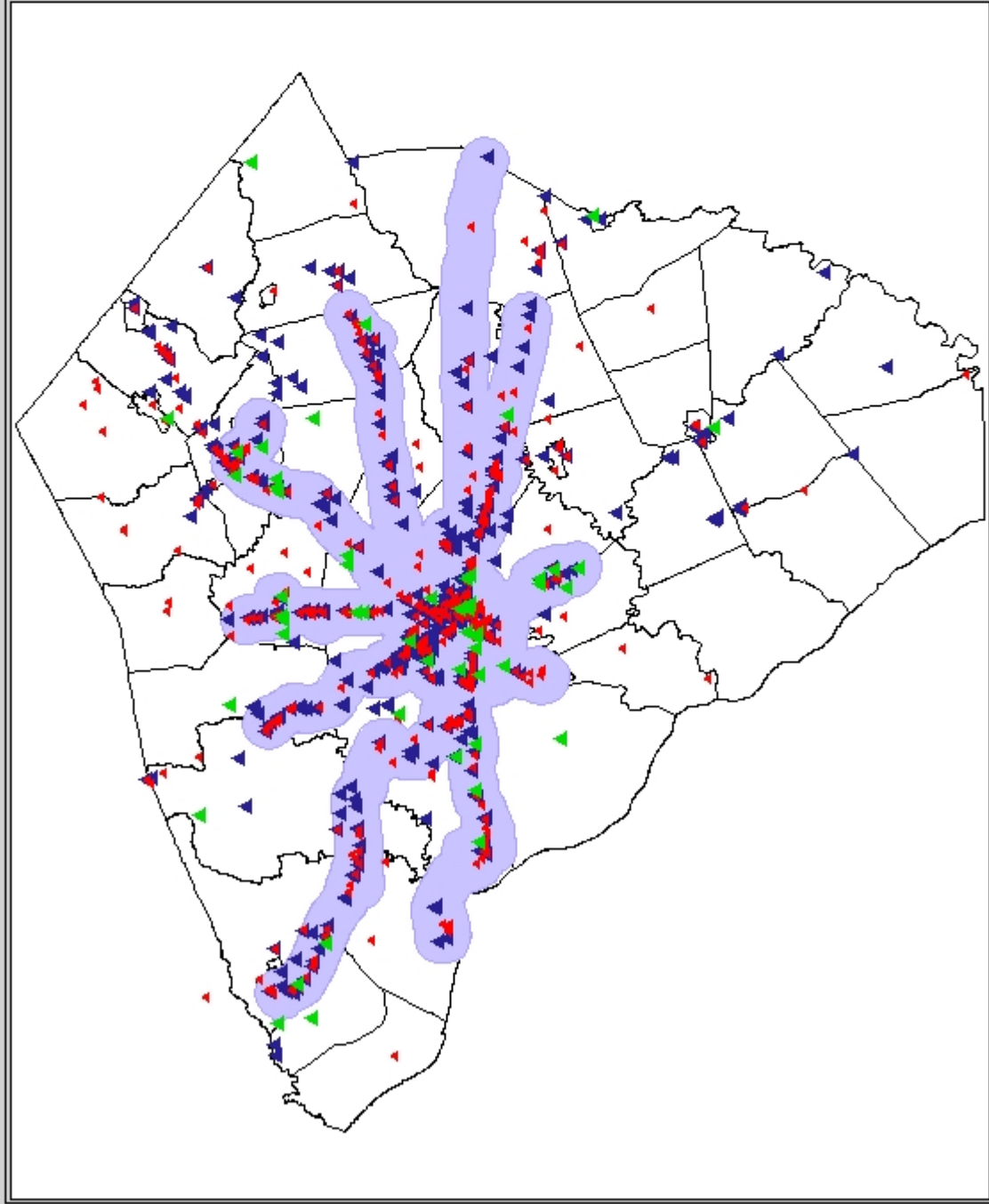
College  
Votech  
RRTA Fixed Route Service Area



0 10 Miles

# 8. Common Destinations - Entry Level Employment Opportunities

Data source: InfoUSA 2006



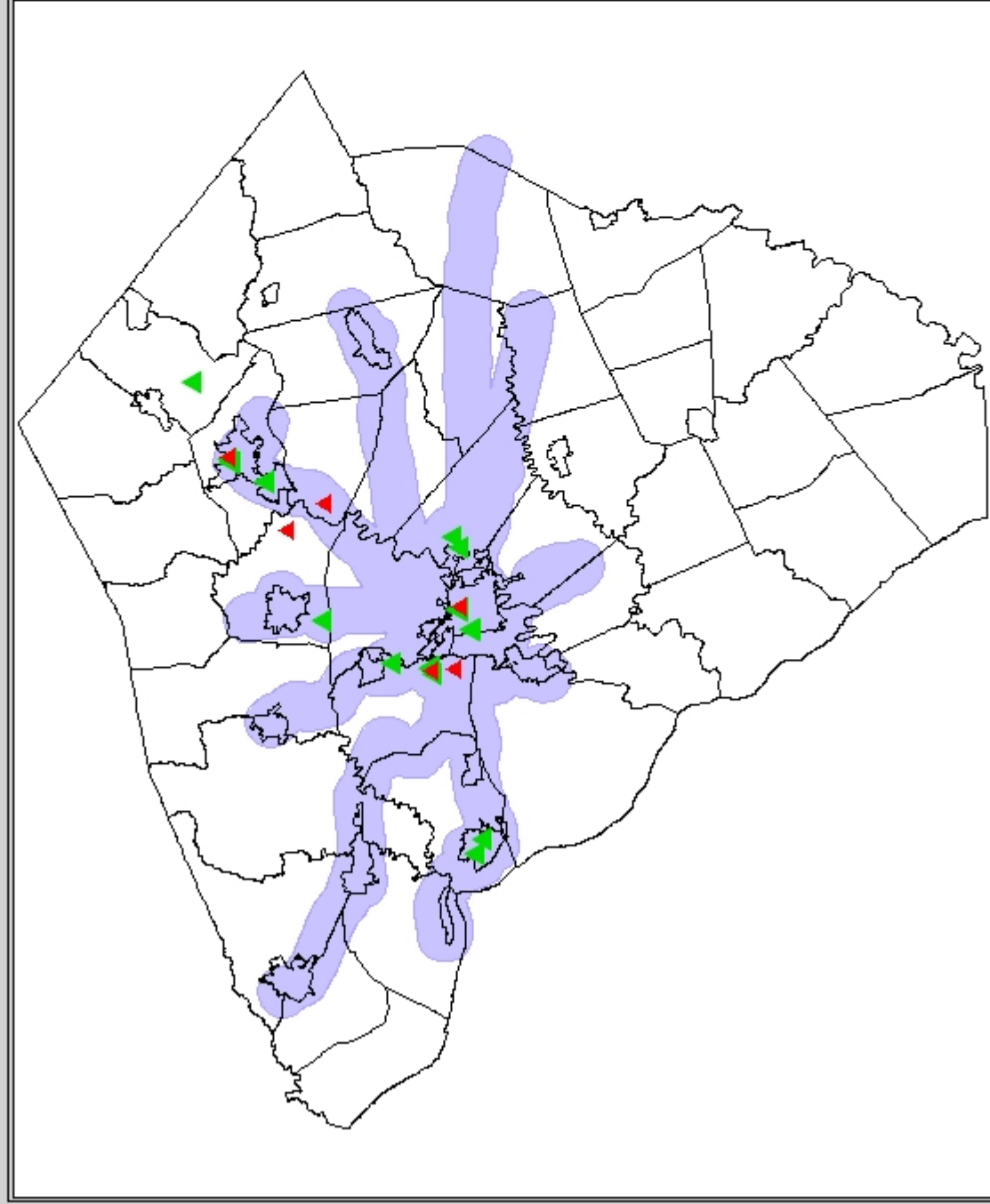
- Nursing care facility
- Major food & accommodation facility
- Major retail trade facility
- RRTA Fixed Route Service Area



0 10 Miles

# 9. Common Destinations - Medical Centers

Data source: Lancaster County Wide Communication



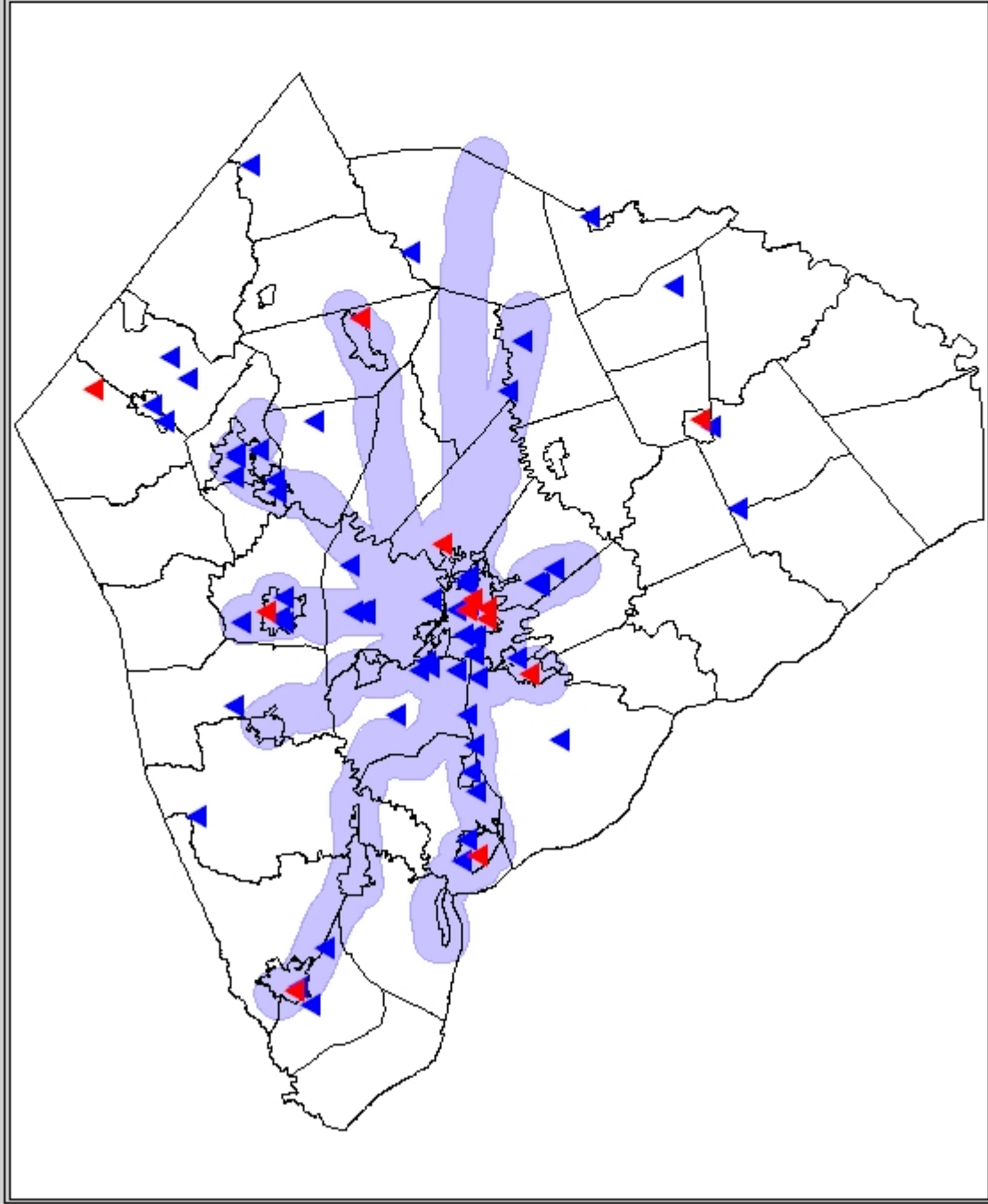
Medical center  
Hospital  
RRTA Fixed Route Service Area



0 10 Miles

# 10. Common Destinations - Senior Service Facilities

Data source: Lancaster County Wide Communication



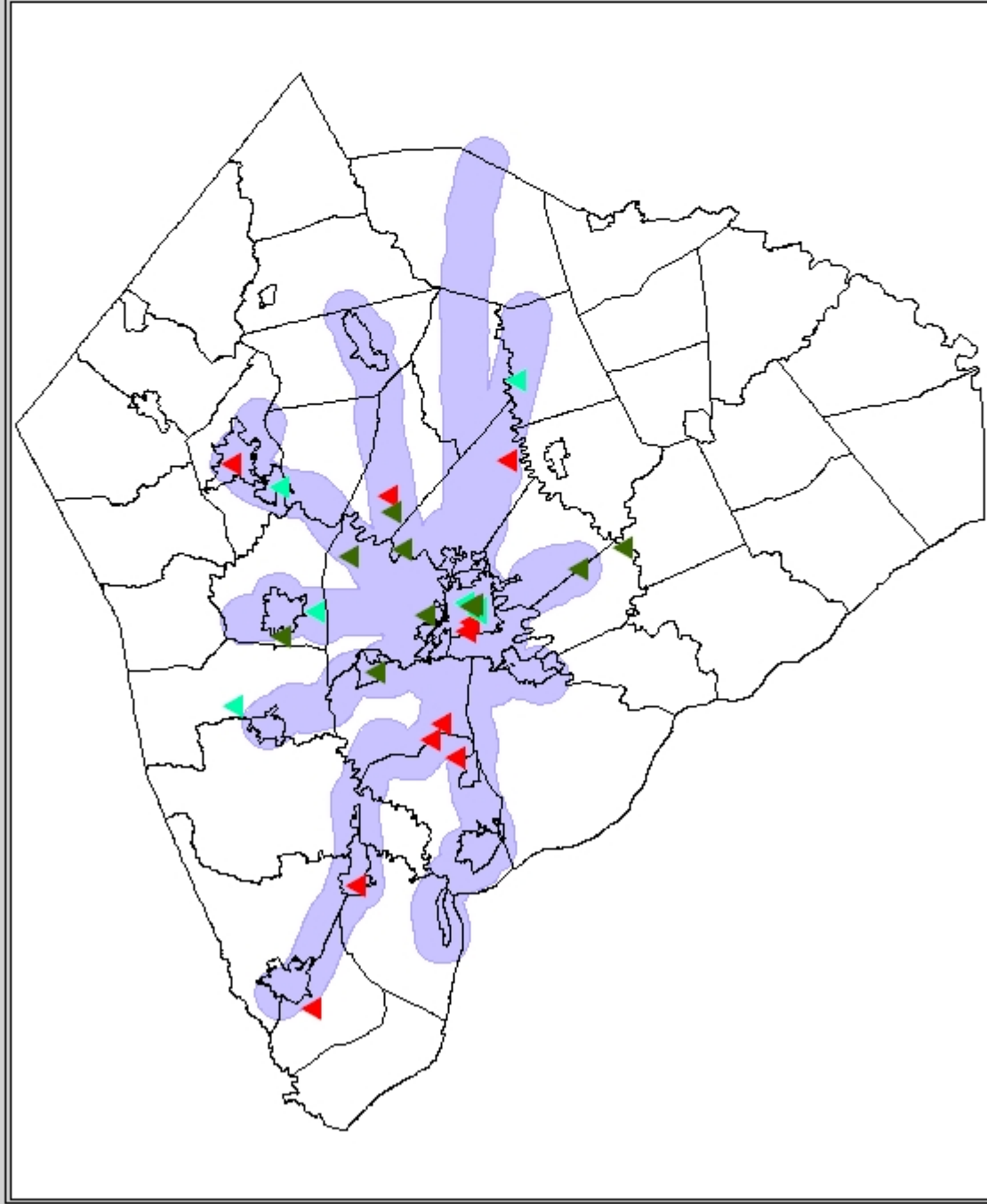
- Senior center
- Elder care facility
- RRTA Fixed Route Service Area



0 10 Miles

# 11. Common Destinations - Special Need Facilities

Data source: Lancaster County Wide Communication



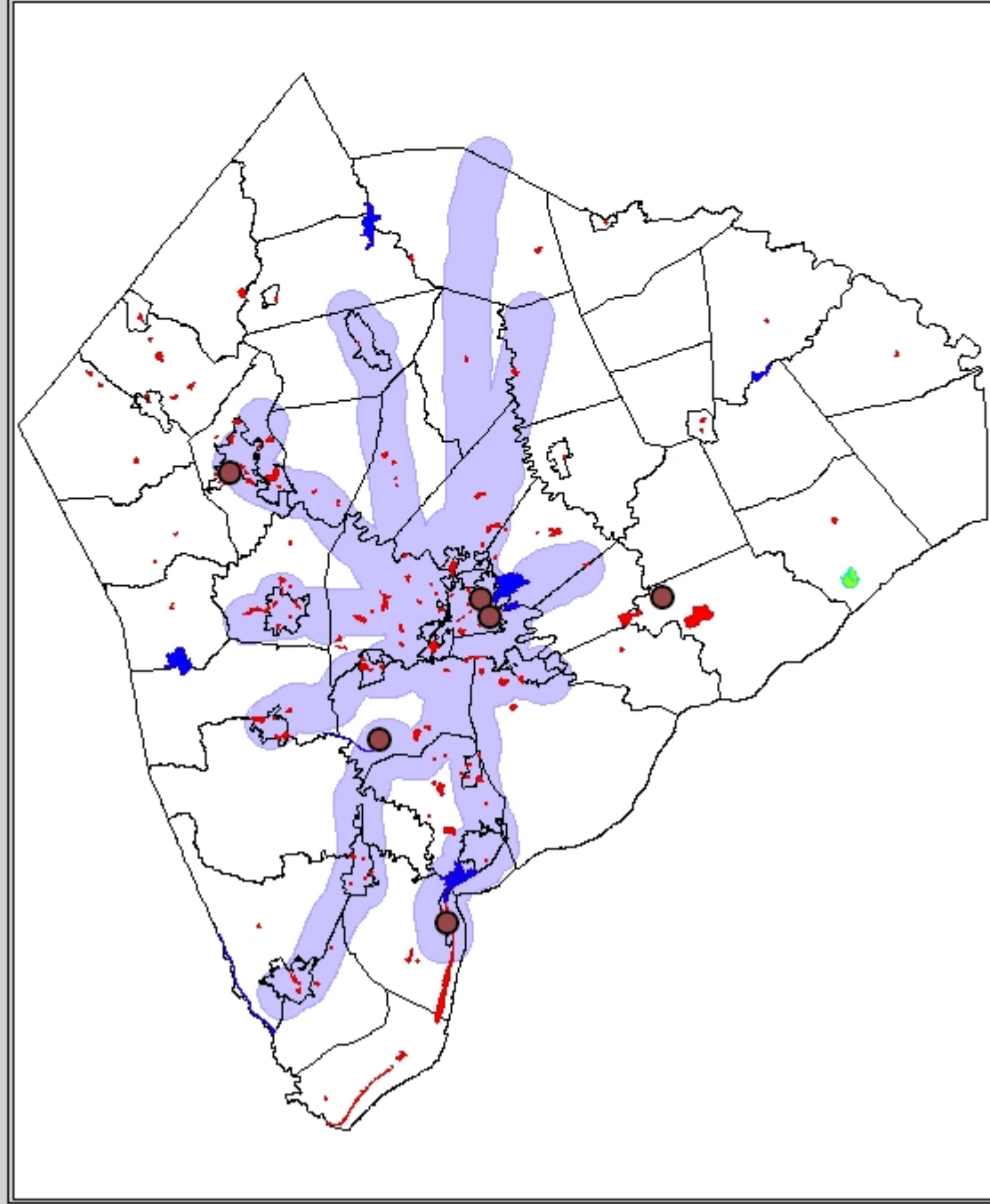
- Group home
- Shelter facility
- Adult daycare facility
- RRTA Fixed Route Service Area



0 10 Miles

# 12. Common Destinations - Recreation

Data source: Lancaster County Wide Communication; GIS Park Layer

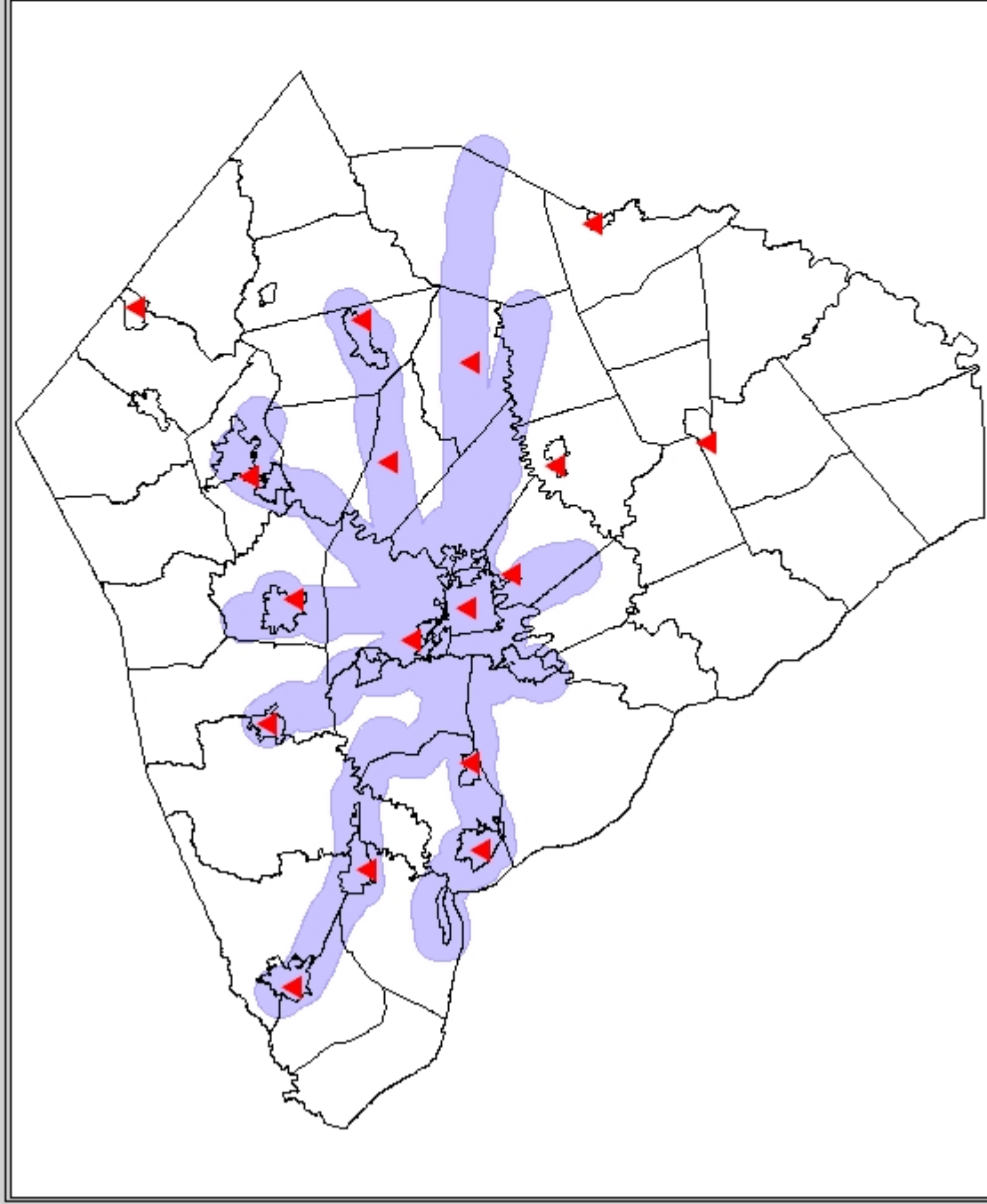


- Recreation center
- State park
- Municipal park
- County park
- RRTA Fixed Route Service Area



# 13. Common Destinations - Libraries

Data source: Library System of Lancaster County



▲ Public library  
■ RRTA Fixed Route Service Area



0 10 Miles

# Existing Transportation Services and Capital Investment Program for Human Services Transportation

## Fixed Route Service

The Red Rose Transit Authority (RRTA) was formed in 1973 to insure the continuation of public transportation services in Lancaster County. The Authority was formed by joint action of the Lancaster City Council and the Lancaster County Board of Commissioners under the “Municipality Authorities Act of 1945.” Initially formed as an administrative agency, the Authority became an operating agency on April 1, 1976 when it acquired the fixed route assets of the local private carrier and began operating the fixed route bus system in Lancaster County. The City of Lancaster withdrew from funding the Authority in 1997. Since 1997, Lancaster County has provided funding to support RRTA operations and appoints the members of the RRTA Board of Directors.

The table below provides an overview of the fixed route bus service operated by RRTA.

### **RRTA Fixed Route Operating Characteristics**

Bus Route	Route Name	Weekday Service First Run	Weekday Service Last Run	Weekday Service Frequency (Peak)	Saturday Service	Sunday Service	Area Served
1	PCA/Southeast	6:05A	9:30P	30 min	Y	Y	City
2	PCB/6 <sup>th</sup> Ward	6:05A	9:30P	35 min	Y	Y	City
3	PBC/8 <sup>th</sup> Ward	6:00A	9:10P	35 min	Y	Y	City
4	Elm/Parkside	6:00A	5:20P	30 min	N	N	City
5	Grandview	6:15A	5:20P	40 min	N	N	City
10	Lititz	5:25A	5:20P	45 min	Y	N	County
11	Ephrata	5:15A	5:20P	45 min	Y	N	County
12	New Holland	5:10A	5:20P	60 min	Y	N	County
13	White Horse	5:30A	5:20P	120 min	Y	N	County
14	Rockvale	5:20A	9:10P	45 min	Y	Y	County
15	Willow Street	5:50A	5:20P	60 min	Y	N	County
16	Millersville	5:40A	10:15P	30 min	Y	Y	County
17	Columbia	4:55A	8:40P	45 min	Y	Y	County
18	Elizabethtown	5:05A	5:20P	60 min	Y	N	County
19	Manheim	5:15A	5:20P	50 min	Y	N	County
20	Greenfield	5:20A	5:20P	45 min	N	N	County
MU Xpress	Shuttle	7:45A	8:45P	15 min	N	N	County
Trolley Shuttle	Shuttle	5:20A	6:00P	20 min	N	N	City
MU•PCX	MU-Park City Xpress	1:10P	9:25P	55 min	Y	Y	County



For the fiscal year ending June 30, 2011, RRTA carried 1,852,503 persons on its fixed route bus system. This annual ridership included 233,126 senior citizens and 26,532 disabled persons. Seniors age 65 or older are eligible to ride free all day, any time on RRTA's fixed route buses if they show valid personal identification.

Individuals who have a disability are also able to ride RRTA's fixed route buses. All RRTA vehicles are fully accessible in accordance with the Americans with Disabilities Act (ADA) of 1990. These features include driver-operated wheelchair lifts or ramps; "kneeling" capability whereby drivers can lower the buses' steps to make boarding easier and space for two wheelchairs at the front of the bus.

### Shared Ride Services

Lancaster Integrated Specialized Transportation Service (LISTS) was incorporated as a 501 (C)(3) non-profit transportation brokerage in 1979. The formation of LISTS was the result of collaboration between the County and City of Lancaster, Lancaster County Planning Commission, the Office of Aging, Community Action Program, other social service agencies and several private transportation providers. It was agreed, at that time, that all agencies would disband their own transportation programs and that all transportation services would be provided through the coordination of demand made by a variety of programs through the services of LISTS. Programs which endorsed the brokerage concept included Office of Aging, Community Action Program, the County Office of Assistance, RRTA and many smaller agencies. At the same time, LISTS entered into contracts with several private transportation providers to provide services at contracted rates in a number of geographic sectors which created a countywide access to transportation services for all member agencies.

In 1992, RRTA and LISTS consolidated under the corporate structure of the Authority. LISTS was renamed Red Rose Access. Red Rose Access continues to be the single point of contact responsible for brokering all social service transportation demand in the County of Lancaster.

Red Rose Access contracts with two private transportation operators to provide the service in six geographic service sectors which encompass all of Lancaster County. The attached Exhibit 1 identifies these service areas by geographic sector. The two private operators are responsible for operating the service as well as maintaining the RRTA-owned vehicles which they lease from the Authority.

A minimum 24 hour reservation request is required to reserve a ride. The service provides door-to-door assistance upon request. RRTA's fixed route service is the least expensive mode and the use of the shared ride service is dependent on verification of disability or geographic location which renders use of fixed route unfeasible. Coordination of service is made by sharing the access to vehicles among a variety of funding sources to increase vehicle efficiency and share the costs of providing the service equally among the purchasers/funders of service.

In Lancaster City and the surrounding metropolitan area, service is available Monday through Saturday from 5:00 am to 11:35 PM and Sunday from 7:00 am to 7:00 pm depending on the guidelines for the program funding the transportation service. Service

outside the Lancaster metropolitan area is generally available Monday through Saturday between 5:30 am and 7:00 pm. The guidelines for the program funding the transportation service also affects the service window in this area.

In the fiscal year ending on June 30, 2011, Red Rose Access provided 345,811 one way trips.

Currently, Red Rose Access is designated by the County of Lancaster to provide the Medical Assistance Transportation Program (MATP). For the fiscal year ending June 30, 2011, RRTA expended \$2,688,891 for MATP. Other state and federally funded transportation programs operated through Red Rose Access include, but are not limited to (the FY 2011 expenditure for the program is noted in parentheses), PennDOT Section 203 lottery program to benefit senior citizens (\$1,497,035); PennDOT Welfare to Work transportation program (\$25,921); PennDOT Persons with Disabilities Rural Transportation Program (\$194,045); Mental Health/Mental Retardation transportation (\$1,160,256); Americans with Disabilities Act complementary paratransit (\$643,908); Office of Aging transportation (\$202,934), the Job Access Reverse Commute (\$86,851) and the transportation needs of 20-30 smaller agencies. All Red Rose Access funding is generated as payment for trips provided to agency clients and the general public. The total revenue received by Red Rose Access for the fiscal year ending June 30, 2011 was \$6,942,359.

### Shared Ride Vehicle Purchase Program

Currently, RRTA owns seventy (70) wheelchair accessible vehicles, which are leased to the two private operators providing the service for RRTA. The seventy (70) vehicles include fifty-nine (59) 14-passenger vehicles with three or four wheelchair positions. The remaining eleven (11) vehicles are five-passenger minivans with one wheelchair position.

Over the last several years, the fleet size was expanded to seventy (70) vehicles to support the service needs of the private operators. The ridership level will impact the number of vehicles that are needed to operate the service. The number of vehicles in the fleet is based on the number of vehicles needed to carry the passengers at the peak period plus a reasonable number of vehicles as spares. The fleet was expanded by retaining several older vehicles when new vehicles were delivered instead of doing a one-for-one replacement. Even with this approach, the RRTA fleet is in relatively good shape with the five (5) oldest vehicles in the fleet being purchased in 2004.

RRTA has in place a program providing for the annual purchase of vehicles to replace vehicles that have reached the end of their useful life. The 14-passenger vehicles have a projected useful life of five (5) years or 150,000 miles. The projected useful life for the minivans is four (4) years or 100,000 miles.

The grant sources generally used to fund the purchase of replacement shared ride vehicles include:

- Section 5310 program funded by the federal Department of Transportation and administered by PennDOT. The number of vehicles funded from this grant source on an annual basis is decided by PennDOT. As of January 1, 2012,

twenty-eight (28) of RRTA's seventy (70) vehicles were funded in whole or in part with Section 5310 funding.

- PennDOT Community Transportation Program. The number of vehicles funded from this grant source on an annual basis is decided by PennDOT.
- PennDOT Section 1517 capital funding allocated to RRTA based on a formula established in Act 44. In the development of its annual capital budget, RRTA programs the number of vehicles that will be funded from this grant source, subject to the grant approval process.
- Federal Section 5307 funding allocated to RRTA on a formula basis. In the development of its annual capital budget, RRTA programs the number of vehicles that will be funded from this grant source, subject to the Program of Projects public hearing and grant approval process.

### Metro Region Demand Response Access to Jobs Program

The Metro Region Demand Response Access to Jobs Program was initiated on September 29, 1999. The Access to Jobs (AJT) Program which utilizes demand response shared ride services in the Lancaster metropolitan area at times and to locations not currently served by traditional fixed route bus services. The Lancaster Metropolitan region is defined as an area within six (6) miles of City of Lancaster.

The initial HSTP for the Lancaster Region that was adopted on April 23, 2007 recommended that RRTA continue to operate the ATJ Program. The continuation of this program was affirmed by the Human Services Transportation Advisory Committee and by the Lancaster County Transportation Coordinating Committee in June 2009.

Specifically the program is designed to fill the gaps in bus service between 11:00PM and 5:00AM on weekdays and on weekends and holidays. Many individuals are excluded from accepting employment due to the lack of affordable transportation between the second and third shifts or to accommodate a late night or early morning schedule. Individuals use fixed route bus service for one leg of their trip and Access to Jobs for the other when fixed route service is not available. Approximately ninety percent (90%) of the trip origins are within Lancaster City and ninety percent (90%) of the jobs are located in the suburbs surrounding Lancaster City. The service is fully accessible for persons with disabilities. The Access to Jobs shared ride service offered in the Lancaster Metropolitan Area is provided through a contract with a third party private carrier.

The Access to Jobs program is beneficial to persons with limited income who obtain full-time employment. One of the main barriers identified by employers and persons on limited income is the fact they could either get to work or from work by bus, but they could not make both legs of the trip with the bus because of the operating hours of the bus service. The Access to Jobs program removes this barrier by either picking up the person at their home or workplace and taking them to their final destination.

For individuals to remain eligible for the Access to Jobs program or to participate in the program, participant's incomes must meet the one-hundred and fifty percent (150%) poverty level for individuals or families. The income guidelines are based on the federal guidelines for the JARC program developed in response to SAFETEA-LU. RRTA implemented the income verification guidelines as part of this program as of January 1,

2007. Currently, the Urban League works with RRTA to verify income eligibility and referrals. Once the income verification process is completed, individuals are enrolled in the Access to Jobs program and schedule work trips for times and days when fixed route service is not available. Individuals must call RRTA at least one day in advance to schedule their trip or, in many cases, the individuals will provide their work schedule for the week.

Over the life of the ATJ program, there have been periods of time where there was a question whether funding would be able to support the operation of the program. The annual allocation of JARC funding to the Lancaster region has addressed this funding concern from the federal perspective. However, the federal program only funds 50% of the ATJ program costs. The remaining 50% of funds has been sought from PennDOT and there have been questions at times whether sufficient State funds would be available to match the federal funds.

Based on an overall assessment of available state and federal funds, RRTA is currently not accepting any new customers through the ATJ program. On the anniversary date of their enrollment, individuals using the ATJ program are reviewed. These individuals are able to continue using the ATJ program if they meet the income guidelines and have not changed employers. For the fiscal year ending June 30, 2011, RRTA carried a total of 5,184 persons under the ATJ program to forty-six (46) different places of employment. This was the lowest level of annual ridership under the ATJ program since its inception in 1999.

### Welfare2Work (W2W) Transportation Service Program

Local human service agencies working with individuals to locate and hold jobs (including the necessary training) have identified transportation as a barrier. The Welfare2Work (W2W) program works at overcoming this barrier. Furthermore, the W2W Program capitalizes on the existing fixed route bus services to provide the transportation service. The Lancaster County Transportation Coordinating Committee, upon the recommendation of the Human Services Transportation Advisory Committee, approved amending the Human Services Transportation Plan to designate use of JARC funds to support the W2W Program in 2009.

The W2W program includes several elements:

- (1) For individuals currently receiving benefits through the County Office of Assistance (COA), the program provides 24 non-contiguous months of fixed route transportation. Employment must be confirmed each month by the recipient's COA caseworker. The first 12 months of bus service are provided at no cost to the recipient. For the second 12 months, the recipient pays twenty-five percent (25%) of the cost.
- (2) The chronically unemployed can receive bus transportation for job interviews or up to two weeks of bus transportation to a new job through the Urban League.
- (3) Individuals enrolled in the programs offered by the PA CareerLink/Workforce Investment Board and Rescare can receive All Day Passes and 10 Ride Passes in order to participate in PA CareerLink's job training sessions and to reach job interviews.

Initially, the W2W program was funded with 100% State funds. Additional funds were needed to support this program. This was the basis for the consideration and approval to use Federal JARC funds to fund the passes for the fixed route bus system provided under the W2W Program. There is a limit on the number of passes made available by RRTA through this program to the entities identified in order to fiscally constrain expenditures.

### New Freedom Shared Ride Vehicle Purchase Program

The New Freedom Program is intended to provide tools for overcoming transportation barriers facing individuals with disabilities as they integrate into the work force and society. The Human Services Transportation Advisory Committee identified the need for the purchase of small wheelchair lift equipped vehicles in order to adequately and safely serve the disabled community. This need was reflected in an amendment to the Human Services Transportation Plan adopted by the Lancaster County Transportation Coordinating Committee on June 23, 2008.

In accordance with the Human Services Transportation Plan, RRTA utilized the New Freedom funds allocated to the Lancaster Region for the purchase of small wheelchair accessible vehicles or minivans to serve the disabled community in the Lancaster urban area. Eleven (11) of the small wheelchair accessible vehicles were purchased. The small vehicles purchased accommodate five (5) passengers and provide space for a wheelchair. The shared ride fleet currently includes 14 passenger vehicles; the minimum interior width of these vehicle is 88 inches. Lancaster is an old city with narrow one-way streets. With the current fleet, it is difficult to navigate these narrow streets and to board and disembark disabled individuals using the wheelchair lift at their homes in a safe and reasonable manner. The purchase of small accessible vehicles enabled RRTA to significantly improve its ability to serve the disabled community in this old urban environment.

There were locations where a 14 passenger vehicle is parked around the corner and the driver then goes to get the client. RRTA service standards state that the driver will remain in the line of sight of the vehicle to oversee the other passengers so this is always a difficult situation. Many clients cannot be left unattended. With the inclusion of these smaller vehicles into the fleet, clients will no longer be left unattended. The operation of the minivans will also be beneficial in certain rural areas where operators find it difficult to maneuver in driveways with the larger 14 passenger vehicles.

The eleven (11) vehicles purchased were placed in service in 2009. Based on their projected useful life, these vehicles are scheduled to be replaced in 2013.

## **Existing Funding Sources**

SAFETEA-LU required the development of an HSTP as a condition for receiving formula funding under the FTA's Section 5310 (Financial Assistance Program for Elderly Individuals and Individuals with Disabilities), 5316 (JARC) and 5317 (New Freedom) programs. In the past, RRTA has received Section 5310 funds to support the purchase of Shared Ride Vehicles. RRTA was awarded these funds by PennDOT after a competitive application process. In FY 2010-11 and 2011-12, PennDOT approved PennDOT

Community Transportation Program funds for the purchase of shared ride vehicles and no 5310 funds.

The JARC and New Freedom funds are allocated to the Lancaster Region on a formula basis. For Federal Fiscal Year 2011, the Lancaster Region was allocated \$139,698 in Section 5316 JARC funds and \$104,049 in Section 5317 New Freedom funds.

## **Assessment of Transportation Needs**

Historically, a key finding has been that insufficient transportation resources create a barrier for individuals seeking and holding employment. Such barriers include the fixed route bus system not operating when people need to travel to or from work or the lack of access to other modes of transportation. Insufficient transportation resources continue to be an issue for low-income individuals attempting to seek and hold employment. Since its inception in 1999, the Job Access Reverse Commute (JARC) program has ensured that many urban residents can find and maintain employment especially at suburban locations by completing that connection between home and work. The inclusion of the W2W Transportation Service Program in the overall JARC-funded program in 2009 recognized the importance of providing passes to the fixed route bus system as an additional approach in addressing these insufficient transportation resources.

In 2009, 2010 and 2011, RRTA received funding to purchase nine (9), seven (7) and nine (9) vehicles, respectively. With the current fleet size of seventy (70) vehicles and a vehicle useful life guideline of five years, RRTA will need to plan on the annual purchase of fourteen (14) replacement vehicles. Even with four (4) possible funding sources, RRTA may find it difficult to purchase fourteen (14) vehicles on an annual basis in a limited funding environment.

Eleven (11) small wheelchair vehicles or minivans were purchased with New Freedom funds and placed in service in 2009. The introduction of these vehicles met the goal of significantly improving the ability to serve the disabled community in a safe manner in the old urban environment with narrow streets. Since the introduction of the vehicles in 2009, it appears these eleven (11) vehicles out of total fleet of seventy (70) vehicles provides the appropriate mix with the fifty-nine (59) 14-passenger vehicles. As a result, there is no need to increase the number of minivans in the fleet.

The intent of the New Freedom program is to provide funding to fill gaps in the available transportation services in order to facilitate the integration of individuals with disabilities into the workforce and full participation in the community. As the New Freedom program was being developed at the federal level, the Commonwealth of Pennsylvania was developing and implementing its Person's With Disabilities program or PWD. The PWD program has a similar goal as the New Freedom program. RRTA currently carries eligible individuals and receives funding under the PWD program. In assessing the PWD service currently provided, there are service needs where the availability of additional funds will enhance and support providing service to disabled individuals that is currently not available.

# Human Services Transportation Plan Recommendations

In order to support the elimination of the transportation barrier between home and places of employment for low income individuals and the unemployed who are seeking employment, it is recommended that the Metro Region Demand Response Access to Jobs Program continue. New clients that meet the income eligibility requirements will be accepted into the program through the Urban League.

It is further recommended that RRTA regularly monitor the use of the JARC service and identify and advance, with other interested stakeholders, enhancements to the JARC program. Possible future enhancements to the program may include adding new clients by working with other agencies; expanding the Metro Region beyond the current six (6) miles from the City of Lancaster; providing service to a key employer or an industrial park in an outlying area of the County; offering the JARC service in other Lancaster County communities with significant numbers of low income individuals; allowing individuals to utilize the JARC service for both legs of the home-to-work trip; or establishing vanpool service between a community and a place of employment where there is a sufficient number of interested and qualified individuals to justify the service. Vanpool service could be established by RRTA or offered through Commuter Services of Pennsylvania.

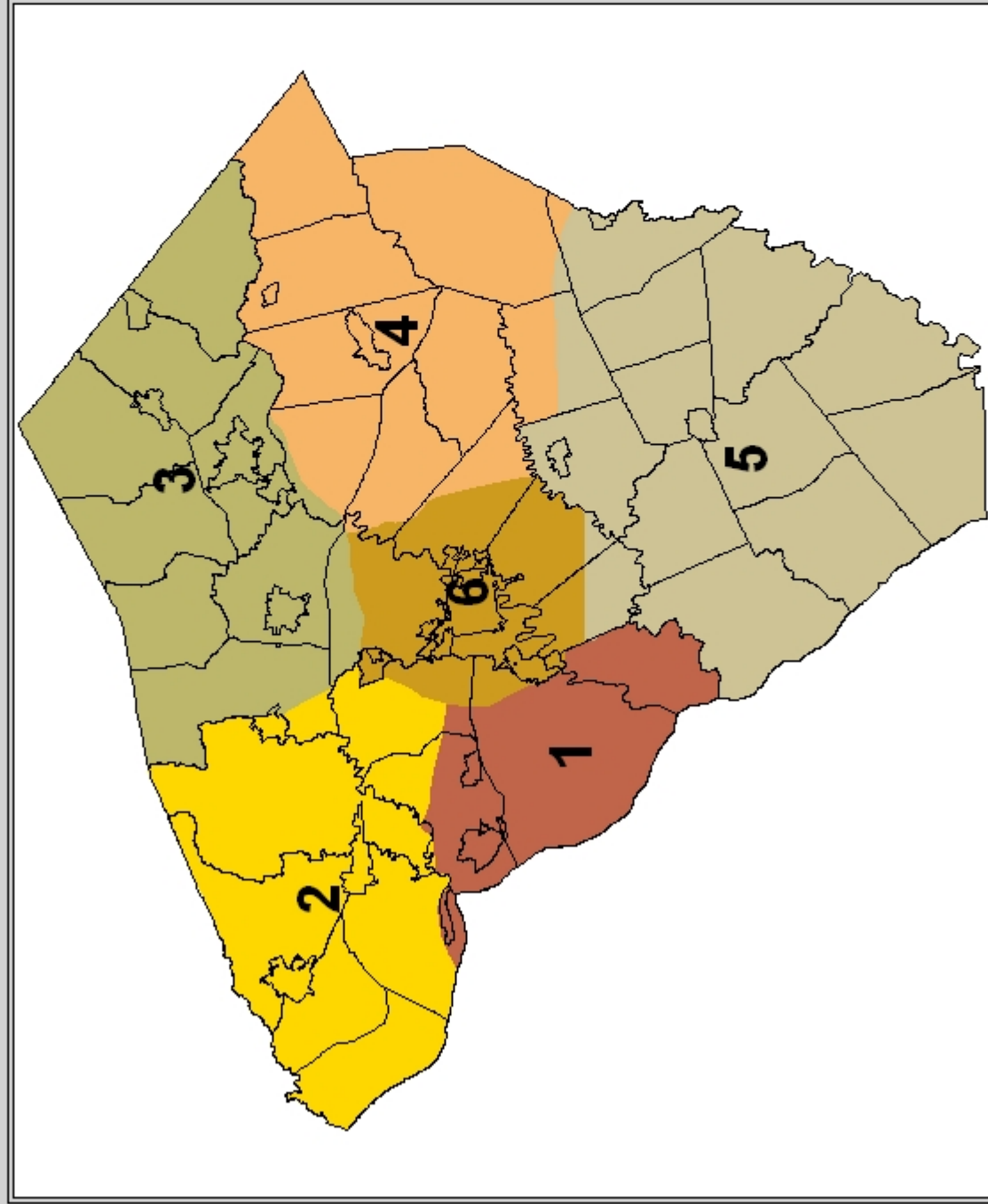
The federal JARC funds allocated to the Lancaster Region and RRTA should continue to be used to provide fixed route bus passes for the unemployed to attend job training sessions, job interviews and the initial two weeks of employment as part of the W2W Transportation Service Program. The level of service offered through the passes will be as agreed to by RRTA and the agency providing the employment services. Consideration may also be given to increasing the limit on the number of fixed route bus passes provided.

Under the assessment of transportation needs, it was acknowledged RRTA may find it difficult to purchase fourteen (14) shared ride vehicles on an annual basis in a limited funding environment. In order to have a fleet that is cost effective to operate and to minimize vehicle breakdowns while in service, RRTA should seek and secure funding for the purchase of up to fourteen (14) vehicles on an annual basis. This recommendation is made with the understanding that the number of vehicles purchased on an annual basis will depend on available funding and an assessment of the condition of the shared ride fleet and service needs by RRTA.

Based on an assessment of current service needs, there is no need to consider using New Freedom funds to purchase additional small wheelchair accessible vehicles or minivans. The replacement of the minivans as they reach the end of their useful service life with new minivans is recommended based on an assessment of available funding and service needs at the time.

Regarding the use of the New Freedom funding to fund service, it is recommended to target the investment of the New Freedom funds to enhance and support providing service to disabled individuals that is currently not available under the PWD program.

# Exhibit 1. Shared Ride Service Areas



- Municipalities**
- Shared Ride Service Areas**
- Area 1
  - Area 2
  - Area 3
  - Area 4
  - Area 5
  - Area 6



0 10 Miles



