

Yates County Strategic Plan for Public Transportation

September 2007

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Introduction and Methodology

The objectives of the Yates County Public Transportation Study were to:

- Inventory and evaluate existing transportation resources and services
- Assess existing and projected needs for transportation services
- Identify criteria for designing an improved transportation system
- Evaluate alternative service designs for public transportation; and
- Recommend a course of action to implement an improved public transportation system.

This report has four major sections:

- 1) Assessment of existing transportation services
- 2) Evaluation of opportunities, constraints and unmet needs
- 3) Evaluation of alternative strategies
- 4) Recommended course of action

The study was funded by the Genesee Transportation Council (GTC) in 2005. GTC retained Stuart I. Brown Associates to prepare the Study. A Steering Committee worked with the consultants to prepare the study. Members of the Steering Committee included:

- Lauren Snyder, Director, Yates County Department of Public Health (Co-chair)
- Chris Wilson, Director, Yates County Planning Department (Co-chair, through May 2007)
- William Brooks, Director, Protective Services, Keuka College
- James Clements, Program and Planning Engineer, NYS Department of Transportation, Region 6
- Nancy L. Gates, Commissioner, Yates County Department of Social Services
- Earle Gleason, Director, Yates County Office of Veterans Services
- Howard Hoover, representative, Mennonite community
- Steve Isaacs, Former Executive Director, Yates County Industrial Development Agency (through July 2007)
- Sherry Miletti, NYS Department of Transportation, Region 6
- Linda Reeve, Kelly Center
- Katie Smeenck, Yates County Office for the Aging/ Pro-Action of Steuben and Yates

Counties

- Charles Switzer, Rochester Genesee Regional Transportation Authority
- Martin Teller, Finger Lakes Addictions Counseling Agency (FLACRA)
- Robert Torzynski, Genesee Transportation Council
- Connie Ward, consumer representative

The Steering Committee met periodically between October 2006 and August 2007 to guide the preparation of the study.

In November 2006, a survey was distributed to agencies and organizations that offer transportation services, or represent clients, customers or consumers who are dependent upon transportation services. The survey results have been incorporated into this report.

Assessment of Existing Transportation Services

The following narrative presents a description of existing transportation providers, the costs and revenues associated with providing transportation services in the County, and the vehicles used in providing these services. Information was obtained from the survey of agencies and transportation providers, interviews with representatives of agencies and organizations involved in or interested in transportation services, and discussions with the Steering Committee and representatives of the New York State Department of Transportation.

Overview of Existing Transportation Providers

The following narrative identifies the existing transportation providers, the number of trips they provide, the purpose of trips, vehicles utilized for the service and the sources of financing.

Yates County Office for the Aging/ Pro-Action of Steuben and Yates Counties

The Yates County Office for the Aging (OFA), in association with Pro-Action of Steuben and Yates Counties, provides transportation primarily to non-emergency medical appointments. Persons eligible for the service include seniors (age 60 or older) and persons with low incomes. Destinations include medical providers within as well as outside of Yates County.

During 2005, the service provided 3,471 trips to Yates County residents at a total cost of \$69,235. OFA operated four vehicles – one wheelchair accessible van, one wheelchair accessible bus and two vans – to provide the service. Government sources of funding included the Community Services Block Grant (\$34,237) and the NYS Office for the Aging (\$20,500). A total of \$14,498 was received in donations from passengers.

The service expanded in 2006. Pro-Action currently has a contract with the Yates County Department of Social Services (DSS) to provide transportation for Medicaid patients to the John D. Kelly Center and other destinations. The service started by identifying groups of patients who were going to appointments at approximately the same time (such as group therapy participants) and has expanded into several simple routes. The service has reduced the cost to Medicaid of transporting these patients.

ARC

The Yates ARC provides transportation for individuals with developmental disabilities between their homes and day services sponsored by the Yates ARC. Every weekday morning and afternoon, the Yates ARC transports 100 to 110 people on designated routes throughout Yates County as well as into Ontario and Steuben Counties to Day Habilitation. The primary destination is on North Avenue in Penn Yan. In addition, trips are provided as requested by Yates ARC programs and other organizations or individuals in the community. ARC estimates that 57% of the rides are to medical and health-related services (including day treatment), 10%

are for meals or nutrition, 30% are related to employment and 10% are for educational purposes.

In 2005, Yates ARC provided a total of 51,152 passenger trips utilizing 41 vehicles and expended a total of \$536,606 on transportation. Funding sources include Medicaid (\$332,754) and the NYS Developmental Disabilities Services Office (DDSO).

Transportation is also provided by the Yates ARC Placement Center to sheltered employment in Penn Yan, Dundee, Keuka Park, Dresden, and Prattsburgh. During 2005, the Placement Center operated 10 vans to provide a total of 35,000 passenger trips at a cost of \$68,000. Funding sources include \$17,000 in donations received from passengers.

Yates County Department of Social Services

The Yates County Department of Social Services (DSS) arranges for transportation to medical appointments for Medicaid clients who have no other means of transportation, consistent with Yates County's State-approved Medicaid Transportation Plan. Yates County DSS purchases medical transportation services from taxi companies and other private providers such as OFA/ Pro-Action, Lakeview Mental Health, and A & E Transport.

During 2005, DSS expended a total of \$114,508 to provide 11,376 passenger trips for medical services covered by Medicaid. Non-emergency transportation was provided by "ambulette," taxi, and other services such as Lakeview and OFA/ Pro-Action. DSS arranged for a total of 261 passenger trips for emergency medical services at a total cost of \$49,632.

Medicaid-Funded Trips – Yates County 2006

		Cost*	Number*	Cost per trip:
Non-emergency trips	Ambulette: 247 trips	\$64,876	11,376	\$5.70
	Taxi: 4,970 trips			
	Other (including OFA): 6,159 trips			
Emergency trips	Ambulance: 261 trips	\$49,632	261	\$190.16

*Total-all types

Source: Yates County Department of Social Services

Yates County DSS receives reimbursement for transportation that it authorizes for Medicaid clients based on a formula and subject to a cap. Yates County has historically paid approximately 25% of Medicaid costs, including transportation. The remaining costs are covered by New York State (25%) and the Federal government (50%).

DSS also reimburses clients for transportation expenses they incur and volunteers for transporting clients. Total costs in 2005 were \$1,172 in payments to volunteers and \$3,991 directly to clients. DSS staff occasionally transport clients to appointments and are reimbursed for mileage.

In addition to arranging transportation for Medicaid patients, DSS occasionally arranges for transportation to persons receiving employment training. Foster parents also receive mileage reimbursement for travel to medical appointments.

Yates County Veterans Services Agency

A corps of 6-8 volunteer drivers takes veterans to medical appointments using vehicles owned by Yates County and operated and maintained by the Veterans Service Agency. Destinations are primarily to Veterans Administration facilities in Bath, Canandaigua, Rochester (Outpatient Clinic) Syracuse and Buffalo.

During 2006, Veterans Services provided a total of 531 passenger trips to veterans at a total cost of \$4,512. Funding for transportation is included in the Agency budget.

Yates County Public Health

Yates County Public Health administers several programs that involve transportation services. The **Pre-School Program** for handicapped children provides transportation to the Keuka Lake School, Happiness House in Canandaigua, and Pre-emption Road in Geneva. Public Health contracts with the Penn Yan Central School District to transport children within the Penn Yan School District and with other providers to transport children from the Dundee school district. Approximately 100 children receive this service. The total cost is \$358,330; approximately 60% is paid by State Aid from the NYS Education Department.

The **Cancer Support Services** program was initiated in 2006. The program recruits volunteer drivers to transport cancer patients to medical appointments in Rochester, Canandaigua, Clifton Springs, and elsewhere. The program's budget is \$20,000, of which \$10,000 is allocated to transportation.

Staff employed by the **Home Care Program** occasionally transport patients to medical appointments.

Finger Lakes Addictions Counseling and Referral Agency

The Finger Lakes Addictions Counseling and Referral Agency is a private not-for-profit organization based in Clifton Springs. The organization operates four vans to transport clients to treatment. In addition, FLACRA contracts with private transportation providers and reimburses volunteer drivers to transport program participants. During 2005, FLACRA provided or arranged a total of 1,300 rides for Yates County residents at a total cost of \$16,250.

Lakeview Mental Health

Lakeview Mental Health is a for-profit human services agency that provides transportation and case management services for mental health patients. During 2005, Lakeview Mental Health provided 16,067 trips for Yates County residents to mental health treatment facilities in Penn Yan and Geneva. Most of the funding for these trips was provided through Medicaid. Lakeview has a contract with Yates County Community Services and other human service agencies to provide transportation for agency clients.

Keuka College

Keuka College's transportation program provides rides to students to shopping destinations both within and outside of Yates County and to the airport, bus and train stations. During 2005, Keuka College's transportation program provided a total of 1,250 passenger trips.

Penn Yan Manor Nursing Home

The Penn Yan Manor Nursing Home operates one 10-passenger bus to transport residents to medical appointments and to recreational destinations. During 2005, Penn Yan Manor provided a total of 472 passenger trips.

Adult Day Care

The Adult Day Care program coordinates transportation from patients' homes to 418 North Main Street and to medical appointments within Yates County. Some riders require assistance in boarding the vehicle and others need supervision due to Alzheimer's disease.

Private for-profit transportation providers

Private, for-profit transportation providers operating in Yates County include a taxi service and a tour bus company.

- Christian Cab, based in Penn Yan, is a family-run operation that utilizes two vehicles.
- K-Ventures owns and operates a small fleet of 25 passenger minicoaches available for hire.

School bus service

The Penn Yan and Dundee Central School Districts transport students to schools in Penn Yan and Dundee. The Yates County Public Health Department contracts with the Penn Yan Central School District to transport handicapped pre-school children to specialized programs. The School Districts also utilize vehicles to transport students to field trips and sporting events outside of Yates County.

Mennonite transportation services

A network of informal private drivers currently provides transportation services to Mennonite families. Many of the drivers are retired bus drivers. Fees for service are typically charged on a per-mile basis.

Anecdotal information about these services indicate that a sufficient number of drivers participate in the network to meet the existing need. Families sometimes share rides to reduce the per person cost.

Financial Assessment of Existing Transportation Services

This section summarizes the cost of providing transportation services, revenues for transportation, and the comparative costs per trip and per mile. Information was obtained through a survey conducted in November 2006.

Expenses

Transportation comprises a significant portion of the total budget for several human service agencies. As shown in Table 1, the total expenditures for transportation among these organizations ranged from \$1,500 (Penn Yan Manor Nursing Home) to \$536,606 (ARC) in 2005.

Table 1
Expenses for Transportation Services

Agency	Amount Spent on Transportation - 2005				
	Gross Total Expenses	Direct costs	Cost of purchased/ arranged transportation	Payments to volunteers to transport clients	Rebursesments to clients
Yates County DSS	\$ 119,671		114,508	1,172	3,991
Yates County OFA	\$ 69,235	69,235			
Yates County ARC	\$ 536,606	536,606			
Yates Arc - Placement Center	\$ 68,000	68,000			
Yates County Public Health - Pre-School Program	\$ 358,330		358,330		-
Lakeview Mental Health	\$ 95,851	95,851			
Kelly Behavioral Health Center	\$ 7,000	7,000			
Finger Lakes Addictions Counseling	\$ 16,250	5,000	5,000	5,000	1,250
Keuka College	\$ 12,000	12,000			
Veterans Service Agency (2006)	\$ 4,512	4,512			
Penn Yan Manor Nursing Home	\$ 1,500	1,500			

SOURCE: Transportation Provider Survey, 2006. Stuart I. Brown Associates

Cost per Trip and per Mile

As shown in Table 2, costs per one-way trip for the major transportation providers were \$10.49 (ARC), \$1.94 (ARC Placement Center), \$12.17 (Public Health Pre-School), and \$19.95 (OFA). Costs per mile were \$4.44 for ARC, \$0.48 for ARC Placement Center, \$2.68 for Public Health Pre-School, and \$1.33 for OFA.

OFA takes riders from their homes to medical appointments at designated times. Costs were higher for these trips, as they are highly customized. Public Health Pre-School Program and the ARC transportation must pick up program participants at their homes and take them to

programs and central sites. Many riders are picked up using a single vehicle and taken to one destination. Costs for these trips were lower, as they were made as part of regular routes and shared ride systems.

Table 2

Comparison of Transportation Costs per Trip and Per Mile: Yates County, 2005

Agency	Number of Trips (1)	Total Mileage	Cost per Trip	Cost per Mile	Gross Total Expenses
Yates County DSS	11,735		\$ 10.20		\$ 119,671
Yates County OFA	3,471	52,100	\$ 19.95	\$ 1.33	\$ 69,235
Yates County ARC	51,152	120,931	\$ 10.49	\$ 4.44	\$ 536,606
Yates Arc - Placement Center	35,000	141,000	\$ 1.94	\$ 0.48	\$ 68,000
Yates County Public Health - Pre-School Program	29,436	133,733	\$ 12.17	\$ 2.68	\$ 358,330
Lakeview Mental Health	16,067	69,000	\$ 5.97	\$ 1.39	\$ 95,851
Kelly Behavioral Health Center	6,000	30,000	\$ 1.17	\$ 0.23	\$ 7,000
Finger Lakes Addictions	1,300	32,500	\$ 12.50	\$ 0.50	\$ 16,250
Keuka College	1,250	11,500	\$ 9.60	\$ 1.04	\$ 12,000
Veterans Service Agency (2006)	531	18,800	\$ 8.50	\$ 0.24	\$ 4,512
Penn Yan Manor Nursing Home	472	2,974	\$ 3.18	\$ 0.50	\$ 1,500

(1)

One-way passenger trips.

SOURCE: Transportation Provider Survey, 2006. Stuart I. Brown Associates

Revenues

Revenues for transportation services, as reported by agencies surveyed, are summarized in Table 3. The primary source of revenue for transportation services is Medicaid, which provides reimbursement for the cost of transportation to most covered medical appointments and treatments. For Medicaid transportation authorized by the Yates County Department of Social Services, approximately 75% of the cost is reimbursed by State and Federal agencies. The ARC arranges for Medicaid reimbursement directly from New York State.

Some organizations received funding for transportation from State agencies and grants:

- ARC received \$12,399 in funding from the Developmental Disabilities Services Office (DDSO);
- OFA received \$34,237 from New York State Office for the Aging and \$20,500 from the federally funded Community Services Block Grant program,

Table 3
Revenues for Transportation Services: Yates County, 2005

Agency	Total	Fares collected from passengers	Voluntary donations received from passengers	Reimbursements from third parties	Medicaid	Other government sources of revenue
Yates County DSS	\$ 119,671				(1) 79,821	(2) 39,850
Yates County OFA	\$ 69,235		14,498			(3) 54,737
Yates County ARC	\$ 386,461	11,641		(4) 12,399	332,754	29,667
Yates Arc - Placement Center	\$ 17,000	17,000				
Yates County Public Health - Pre-School Program	\$ 214,998					(5) 214,998
Lakeview Mental Health	\$ 89,116				89,116	
Kelly Behavioral Health Center	\$ -					
Finger Lakes Addictions	\$ 6,250					6,250
Keuka College	600	600				
	\$ 903,331	\$ 28,641	\$ 14,498	\$ 12,399	\$ 501,691	\$ 305,652

- (1) Federal/ State Medicaid reimbursement
- (2) County tax dollars
- (3) NYS OFA; CSBG
- (4) DDSO
- (5) 60% of cost from State Aid for Preschool from NYS Dept. of Education.
Remaining 40% from County tax \$

SOURCE: Transportation Provider Survey, 2006. Stuart I. Brown Associates

Vehicles used in Transportation Services

The vehicle fleets for agencies surveyed are presented in Table 4. Yates ARC operates the largest fleet, with 41 vehicles, and its Placement Center operates an additional 10 vehicles.

Table 4
Vehicles Used for Client/ Consumer Transportation: Yates County, 2005

Agency/ Organization	Total Vehicles	Description
Yates ARC	41	Mix of buses, vans and cars
Yates ARC Placement Center	10	Vans
Yates County Veterans Services Agency	5	Cars; van
Yates County Office for the Aging	4	1 wheelchair accessible van; 1 wheelchair accessible bus; 2 vans
Finger Lakes Addictions Counseling & Referral Agency	4	Vans
Kelly Behavioral Center	3	2 cars; 1 van
Keuka College	3	1 car; 1 minivan; 1 10-passenger van
Lakeview Mental Health	2	24-passenger buses
Penn Yan Manor	1	10-passenger bus
Public Health Cancer Support Services	1	Van
Happiness House	1	Van

SOURCE: Transportation Provider Survey, 2006. Stuart I. Brown Associates

Evaluation of Opportunities, Constraints, and Unmet Needs

Surveys, discussions with agency representatives, and statements made at the public forum demonstrate that there are unmet needs for transportation services in Yates County. Existing transportation services are limited. A significant number of Yates County residents do not or cannot drive their own vehicles. Transportation is needed for employment, medical and other appointments, shopping and other purposes. Specialized medical care and other needs frequently require travel outside Yates County.

Populations in need of public transportation service

The segments of the population that would benefit most from public transportation service include persons with disabilities, senior citizens who are not able to drive, and low income persons who do not have access to a vehicle. In Yates County, members of the Mennonite community also are likely to utilize public transportation services.

Households without Access to Vehicles

Persons who reside in households without a vehicle represent a significant potential market for a public transportation service. Although these households are concentrated in the Village of Penn Yan, they are present in every municipality in Yates County.

Based on 2000 Census data (See Table 5), approximately 891 households (9.9% of the total) in Yates County had no vehicles available¹. A total of 340 of these households were in the Village of Penn Yan; these represent 16% of all Village households and 38% of all households without vehicles in Yates County. The remaining 551 households are located in Towns and Villages throughout Yates County. (See Figure 1).

Among the 340 Penn Yan households without a vehicle, 193 (57%) had householders age 65 or older. Residents aged 65 or older represent a potential market for public transportation within Yates County and especially within the Village of Penn Yan.

The pattern in the Village of Dundee is similar, as more than one-half (55%) of all households without vehicles were headed by persons age 65 or older. In the town of Jerusalem, outside the Village of Penn Yan, 43% of households without vehicles were headed by persons aged 65 or older.

Countywide, nearly one-half (45%) of all the households without a vehicle were renter-occupied. A total of 37% of these renter-occupied households were headed by a person aged

¹ The data were based on responses from a sample of the population that filled out the long-form Census questionnaire. The questionnaire asked, "How many automobiles, vans, and trucks of one-ton capacity or less are kept at home for use by members of your household?"

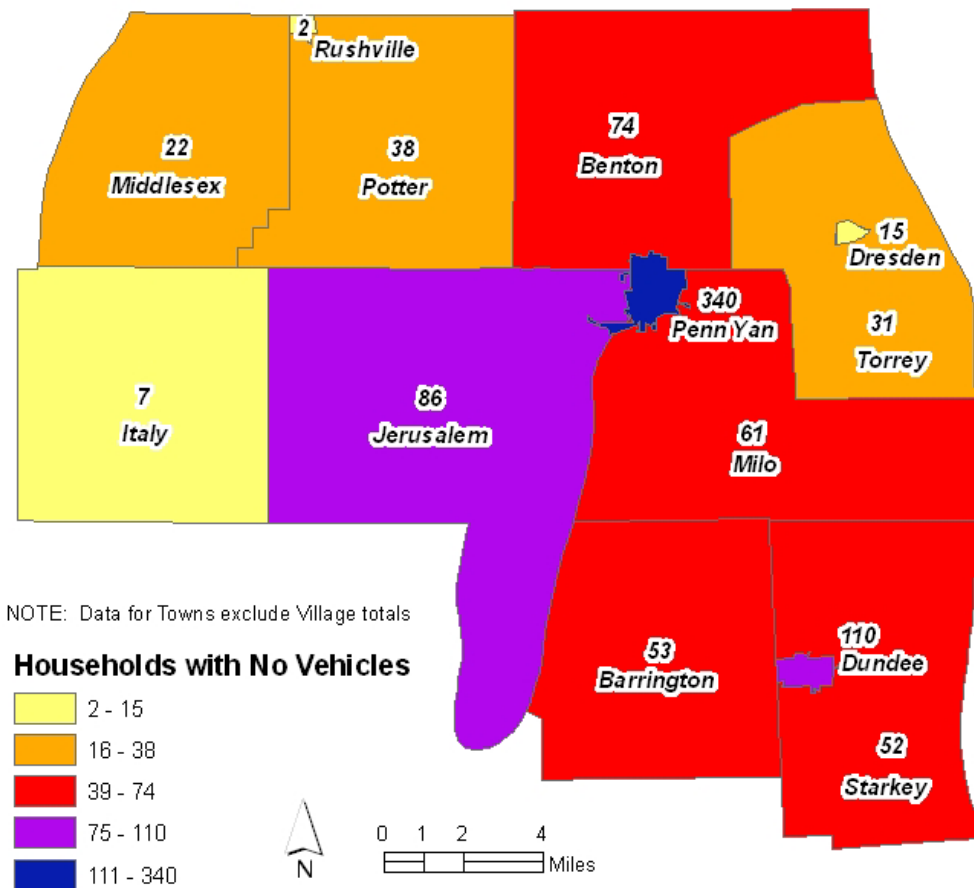
65 or older. Residents of senior-oriented rental housing represent a potential market for public transportation.

However, in the towns of Benton (outside the Village, Milo (outside the Village), Barrington, Benton and Starkey, most of the households without vehicles were owner-occupied and were headed by persons younger than age 65. Many of these households are likely to consist of Mennonite families.

The Mennonite population of Yates County consists of approximately 400 families, many of which do not own or operate their own cars. At 5-7 persons per household, the Mennonite population in Yates County is estimated at 2,000 – 2,800 people. If a public transportation service were available, with a fare required of each person who uses it, many members of the Mennonite population are likely to utilize the service.

Figure 1

Households with No Vehicles Available



SOURCE: 2000 Census of Population and Housing, U.S. Census Bureau

Table 5

**Summary of Demographic Information
Yates County Municipalities
2000 Census**

	Yates County		Penn Yan	Barrington	Benton (outside Village)	Italy	Jerusalem (outside Village)	Middlesex
Total Population	24,621	100.0%	5,173	1,395	2,142	1,094	4,475	1,360
% of County Total:	NA		21.0%	5.7%	8.7%	4.4%	18.2%	5.5%
Total Households	9,029		2,135	491	730	418	1,585	521
Household w/ no vehicles available	891	9.9%	340	53	74	7	86	22
% of County total	NA		38.2%	5.9%	8.3%	0.8%	9.7%	2.5%
Senior Population (60+)	5,014	20.4%	1,457	270	301	129	949	244
% of County total	NA		29.1%	5.4%	6.0%	2.6%	18.9%	4.9%
Total persons in households	23,353		4,803	1,385	2,102	1,089	3,848	1,340
Total persons in households with incomes below poverty level:	3,070	13.1%	665	234	314	138	369	89
% of County Total:	NA		21.7%	7.6%	10.2%	4.5%	12.0%	2.9%
Total persons in households with incomes less than 2x poverty level:	8,341	13.1%	1,840	581	669	485	1,064	358
% of County Total:	NA		22.1%	7.0%	8.0%	5.8%	12.8%	4.3%

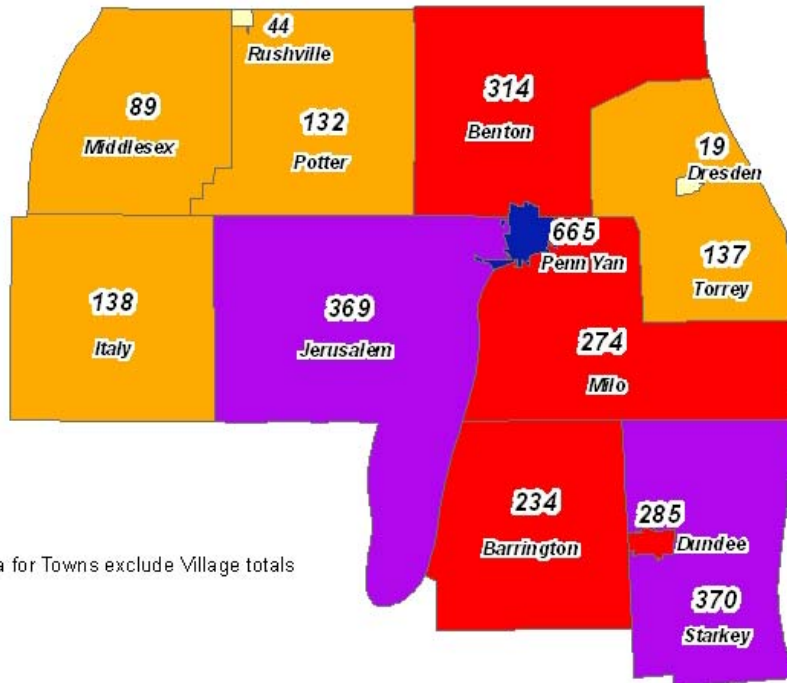
	Milo (outside Village)	Rushville (part)	Potter (outside Village)	Dundee	Starkey (outside Village)	Dresden	Torrey (outside Village)
Total Population	2,295	473	1,361	1,694	1,852	338	350
% of County Total:	9.3%	1.9%	5.5%	6.9%	7.5%	1.4%	1.4%
Total Households	838	157	425	659	592	128	323
Total - No vehicles available	61	2	38	110	52	15	31
% of County total	6.8%	0.2%	4.3%	12.3%	5.8%	1.7%	3.5%
Senior Population (60+)	515	72	127	333	353	70	194
% of County total	10.3%	1.4%	2.5%	6.6%	7.0%	1.4%	3.9%
Total persons in households	2,277	468	1,355	1,680	1,709	334	963
Total persons in households with incomes below poverty level:	274	44	132	285	370	19	137
% of County Total:	8.9%	1.4%	4.3%	9.3%	12.1%	0.6%	4.5%
Total persons in households with incomes less than 2x poverty level:	660	143	436	768	825	119	393
% of County Total:	7.9%	1.7%	5.2%	9.2%	9.9%	1.4%	4.7%

Of the 6,316 family households in Yates County, 9% (560) had incomes below the federal poverty threshold. Married couples with children under age 18 represent 31% of these family households countywide, and represent more than 50% of these family households in the Towns of Barrington, Benton, Italy, Milo, Starkey and Torrey. Single parents with children under age 18 represent 55% of the 560 family households in Yates County with incomes below the federal poverty threshold and 77% (95) of these families in the Village of Penn Yan.

Figure 2 depicts the geographic distribution of households with incomes below the federal poverty threshold. These households are located throughout Yates County and represent a potential market for public transportation services.

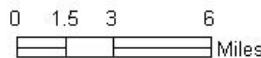
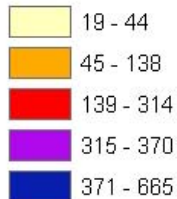
Figure 2

**Persons in Households with Incomes Below the Poverty Threshold
Municipalities in Yates County – 1999**



NOTE: Data for Towns exclude Village totals

Persons in Households with Incomes Below the Federal Poverty Threshold



SOURCE: 2000 Census of Population and Housing, U.S. Census Bureau

Youth and College Students

Keuka College, located in Keuka Park in the Town of Jerusalem, has approximately 750 resident students and 300 commuters. Approximately one-half of the resident students do not have cars.

Keuka College students need transportation to stores and medical facilities in Penn Yan and elsewhere within Yates County. Transportation is also needed to the bus station in Geneva and to the airports and train stations in Rochester and Syracuse. Students without their own means of transportation tend to do all of their shopping during breaks from school, instead of spending their money locally.

As the College expands, additional students will be living off-campus. Those without vehicles will require transportation to campus and for shopping and appointments.

Yates County residents who attend Finger Lakes Community College require transportation to Canandaigua. Residents who do not have private means of transportation find it difficult to attend classes.

High school aged residents also need transportation to employment, events and shopping. As most of these residents do not have their own means of transportation, they represent a potential market for public transportation.

Destinations for Potential Transportation Services

Medical transportation

Transportation to medical appointments was identified as a critical need among Yates County residents in need of transportation services. Destinations for medical appointments are located both within and outside of Yates County.

Destinations

Within Yates County, medical facilities are located in Penn Yan, Dundee and Rushville. Several private doctors and dentists offices are located in Penn Yan. Soldiers & Sailors Hospital in Penn Yan provides a range of in-patient and outpatient services. John Kelly Behavioral Health Clinic provides group and individual counseling. The Finger Lakes Addictions Counseling Agency (FLACRA) substance abuse treatment center is located at the Keuka Park corporate park.

One private doctors, one health center and one dentist are located in Dundee. The Rushville Health Clinic is located in the Yates County portion of the Village of Rushville.

Yates County residents generally must travel outside the County for specialized medical services. Dialysis, for example, is not offered at Soldiers & Sailors Hospital in Penn Yan; residents typically travel to Geneva for this service. Cancer treatment is always obtained at medical facilities outside of Yates County.

Evaluation of Opportunities, Constraints and Unmet Needs

Residents in the southern portion of the County typically travel to Watkins Glen or Montour Falls for medical services. Veterans frequently obtain treatment at Veterans Administration (VA) facilities in Canandaigua, Bath, Syracuse and Buffalo.

The following list identifies medical destinations outside Yates County.

- Geneva: Geneva General Hospital; dialysis clinics, doctors offices
- Rochester: Strong Memorial, Rochester General, Veterans Administration Outpatient Clinic
- Clifton Springs: Clifton Springs Hospital
- Canandaigua: Thompson Memorial Hospital, Happiness House, Veterans Affairs Medical Center, doctors and dentists
- Watkins Glen: medical facilities
- Montour Falls: hospital
- Bath: Veterans Affairs Medical Center
- Syracuse: Hospital, Veterans Affairs Medical Center
- Buffalo: Veterans Affairs Medical Center

Issues and Opportunities

Many of the agencies that provide or arrange for transportation services transport their clients and consumers to medical appointments. These include:

Agency or Organization	Eligibility
Yates County Department of Social Services (DSS)	Clients only, in accordance with restrictive transportation policy
Yates County Veterans Services Agency	Veterans only
ARC	Agency consumers only
OFA/ Pro-Action	Seniors and low-income
Yates County Public Health – Cancer Support Program	Cancer patients
Penn Yan Manor Nursing Home	Residents only

There may be opportunities for coordination among these organizations, as they transport patients to many of the same medical destinations. A coordinated transportation service to medical destinations outside of Yates County may help reduce costs for individual agencies and to provide more transportation options to agency clients and consumers.

Some transportation to medical services is covered by Medicaid, consistent with Yates County's Medicaid Transportation Plan. Medicaid transportation costs were reported at \$114,508 for 2005, of which approximately 25% is paid by Yates County and 75% is paid by the State and Federal government. Reduction in the cost of transportation would reduce Yates County's Medicaid expenditures.

It has been reported that private doctors and dentists in Penn Yan generally do not accept new Medicaid patients. As a result, Penn Yan residents who have Medicaid as their health insurance

need to travel to Dundee or to Rushville Health Center medical practitioners accept new Medicaid patients.

Many persons who attend substance abuse counseling are not permitted to drive. Many persons who receive mental health treatment do not drive. Representatives of agencies that provide substance abuse or mental health treatment report that lack of transportation is a significant cause of missed appointments. When a patient misses an appointment for treatment or therapy, he or she does not receive needed medical services. When the therapy is in a group setting, all participants in the group are affected when one or more members miss a session. In addition, excessive "no-shows" compromise the continued viability of treatment programs, as treatment providers do not receive the anticipated reimbursement for scheduled services when the patient does not attend.

Many medical appointments are in the evening. Transportation to evening appointments is a significant need that should be addressed in the design of improved transportation services.

Yates County residents frequently must travel outside Yates County for medical appointments. For example, Happiness House in Canandaigua is a highly regarded treatment center for persons with brain injuries, and patients need transportation on a regular basis. Yates County residents typically rely on families to provide transportation. The need to travel long distances for medical treatment is a burden on individuals and their families, even when they have access to a private vehicle.

The Yates County Department of Public Health has addressed this need in part by establishing the Cancer Services Support program, which matches volunteer drivers with cancer patients. OFA/ Pro-Action assists many senior and low-income Yates County residents to access medical appointments outside Yates County, including Happiness House in Canandaigua, dialysis in Geneva and Elmira, and hospitals in Rochester.

Shopping

Destinations

The major grocery stores are located in Penn Yan (P & C; ShurFine; Aldi's) and in Dundee (ShurFine). There is also a grocery store in Branchport and several small stores are located in various locations in the County. The larger pharmacies, general stores and specialty stores are located in Penn Yan as well.

For major purchases and for mall shopping, Yates County residents frequently travel to Geneva, Waterloo (Outlet Mall), Canandaigua, Syracuse, Watkins Glen, Victor (Eastview Mall) and other destinations.

Issues and Opportunities

All Yates County residents occasionally need to go to grocery and other stores. Most of the agency-operated services (OFA/ Pro-Action, ARC) focus their resources on medical transportation and do not provide transportation to shopping. There appears to be a significant unmet need for transportation to shopping destinations among Yates County residents who do not or cannot drive.

The existing Keuka College transportation service includes organized excursions to shopping destinations in Penn Yan (P & C, Lown's) as well as to Eastview Mall and the Outlet Mall. This service encourages college students to spend locally while they attend college.

Transportation to employment

Destinations

The County's largest private employer is Keuka College, located in Keuka Park. The college employs more than 500 people.

Significant public sector employers include Yates County, the Penn Yan Central School District and the Dundee School District.

The following table lists the major non-agricultural private sector employers in Yates County, as of 2004:

500+ Employees		
Keuka College	College	Keuka Park
250-499 Employees		
Soldiers & Sailors Hospital	Hospital	Penn Yan
100-249 Employees		
Badger Industries	Electronic parts & equipment wholesalers	Penn Yan
Siligan Plastics	Plastic bottle manufacturing	Penn Yan
Coach & Equipment	Motor vehicle body manufacturing	Penn Yan
Ferro Electronic Systems	Electronic Parts and Equipment	Seneca Lake, south of Dresden (Penn Yan zip code)
The Homestead	Nursing Home	Penn Yan
50 – 99 Employees		
Glenora Winery	Winery, accommodations, restaurant	Dundee
Rushville Health Clinic	Outpatient Care	Rushville
Penn Yan Manor	Nursing Home	Penn Yan
Freedom Village	Youth rehabilitation camp/ school	Lakemont
Sarasin's	Restaurant	Penn Yan

Source: U.S. Census Bureau, County Business Patterns, 2004

A total of 3,683 people were employed within the Penn Yan (14527) zip code, according to a survey of private non-farm employers conducted by the U.S. Census Bureau for the 2004 County Business Patterns. This represents nearly 70% of all private employment within Yates County.

Figure 3 depicts total employment by zip code in 2004.

Since 2004, several new businesses and employment opportunities were established in Yates County. These include Esperanza, a restaurant, hotel and banquet center located in Bluff Point, the Best Western hotel in Penn Yan, and new retail businesses such as Family Dollar, Dollar General and Aldi's.

Issues and Opportunities

Employees, particularly at service and manufacturing establishments, represent a potential market for public transportation. The transportation service would need to be able to reliably deliver workers to their job sites on time.

Many of the County's largest employers are located in the Village of Penn Yan. However, many jobs are not within easy walking distance of residential neighborhoods. For example, the industrial park on Route 14A is more than a mile from the center of the Village; Ferro Electronic Systems is a major employer with a 24-hour operation that is located along Seneca Lake south of the Village of Dresden.

One of the challenges in creating a transportation system that serves the working population is the need to accommodate non-traditional hours. Many entry-level and service jobs require employees to work evening or overnight shifts.

Employers are unlikely to partner with transportation providers unless the job market becomes tighter. When employers are able to choose among many candidates, those with a reliable source of transportation are more likely to be hired.

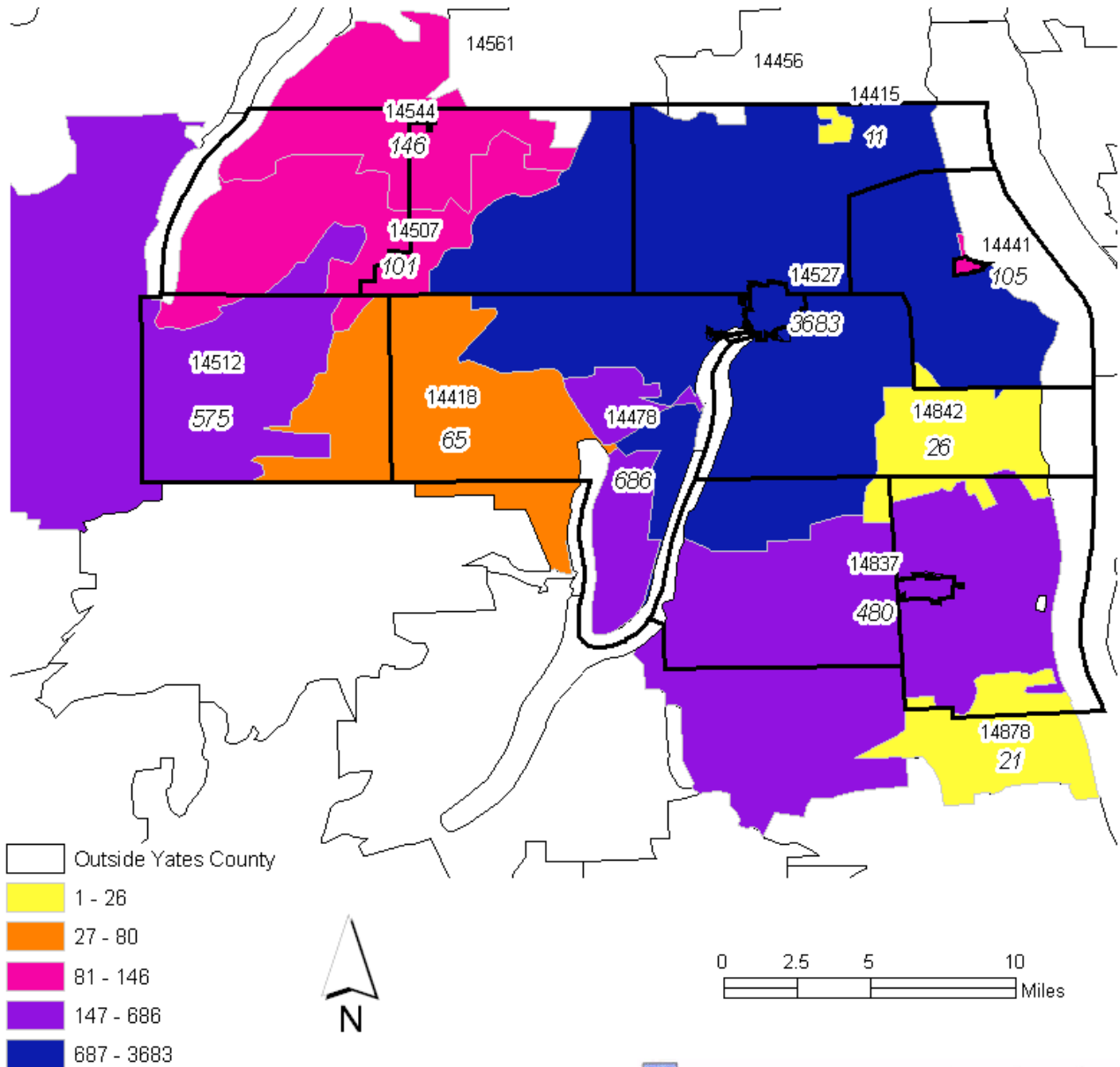
Employment Training

Yates County Workforce Development arranges for residents to obtain training for new jobs and careers. Sites for classroom training include:

- BOCES in Flint, Ontario County
- Finger Lakes Community College
- Marion Whelan School, Geneva (LPN training)

Workforce Development reimburses participants for travel costs, but does not arrange for individual rides. For many residents, lack of transportation is a barrier to obtaining job training.

Figure 3
**Private Sector Non-Farm Employment by ZipCode
 Yates County, 2004**



SOURCE: U.S. Census County Business Patterns 2004

Stuart I. Brown Associates, Inc.
 Planning and Management Consultants

Transportation to agency appointments

Transportation to agency appointments is a significant need in the County. A majority of the destinations are located in the Village of Penn Yan, including Yates County government offices.

Substance abuse counseling and other addictions services are offered in Penn Yan, Rushville, Geneva and Clifton Springs. Most of the County residents who rely on these services are not able to drive.

Tourism/ Wineries

Tourism is a major industry in Yates County. Visitors are primarily attracted to the wineries that are located along the lakeshores. Wineries may support the establishments of public transportation services to supplement existing private transportation providers such as K-Ventures.

Coordination among agencies

Several human service agencies in Yates County have realized efficiencies by coordinating with each other in providing transportation services.

- DSS and Yates County Community Services contract with OFA/ Pro-Action to provide transportation to mental health services at the Kelly Behavioral Health Center and other medical destinations
- Veterans Services Agency assists Yates County in making vehicles available to County Departments.
- Many agencies, including the DSS, OFA and Community Services, have the same clients. Referrals are made to the appropriate source of assistance, for transportation and for other services.

Many agencies provide transportation to medical appointments, including to destinations outside of Yates County, such as Geneva, Canandaigua, and Rochester. It may be more efficient to identify groups of passengers with the same destination in order to share rides. However, most agencies are limited, by funding source restrictions or other regulations, from providing rides to clients and consumers of other agencies.

Summary of opportunities, constraints, and unmet needs

Transportation Needs

- Of the households in Yates County, approximately 891 (9.9%) do not have vehicles at home. A total of 340 of these households are in the Village of Penn Yan and 110 are in Dundee. These households represent a significant market for public transportation services.
- Persons likely to utilize public transportation include seniors, disabled persons, low-income residents, youth and college students and the Mennonite community
- Transportation to non-emergency medical services is the most prominent transportation need. Key destinations are located primarily in Penn Yan, Geneva and Dundee and secondarily in Rushville, Canandaigua, Rochester, Elmira, Bath and Montour Falls.
- The need to travel long distances for medical services strains individual and family resources.
- Major employment sites within Yates County are located in Keuka Park (Keuka College) and Penn Yan (hospital, County, school district, nursing home, retail and industrial businesses).

Existing Transportation Services

- Existing agency-operated services, including Department of Social Services, Health Department, Veterans Services and Office for the Aging/ Pro-Action, do not meet the public demand for transportation
- Private transportation options, such as taxi services, are limited. Only one taxicab operates in Yates County and it operates within a limited service area.

Evaluation of Alternative Strategies

This section establishes service criteria for an effective and efficient public transportation system for Yates County, evaluates alternative designs, and describes existing services in neighboring counties that may be used as models for a Yates County public transportation service.

Service Criteria

Any new transportation service in Yates County would have to meet minimum criteria regarding:

- Cost
- Access
- Amount of County subsidy required
- Destinations served

Cost to riders

The fare needs to be affordable. Fares between \$1.00 and \$3.00, depending on distance traveled, would be acceptable.

Agency clients and consumers who currently receive free service from their agency would continue to receive such service. The agency would pay the transportation provider in advance for the service.

Yates County subsidy

The total amount of funding provided by Yates County for transportation services should not increase significantly beyond current levels. Yates County currently pays a portion of the cost for Medicaid transportation. Cost savings could help to justify spending to support a public transportation service.

Access

Rides should be provided at the time required, and not more than 45 minutes to one hour before or after a scheduled appointment.

Riders who currently receive assistance getting off and onto the vehicle (such as Office for the Aging customers) should continue to receive a similar level of service.

Flexibility in scheduling service is necessary. Advance notice of no more than 24 hours for demand responsive service would be reasonable.

More frequent service may be provided within the Village of Penn Yan. However, transportation service should be made available at least 2-3 days per week in the outlying parts of the County.

Destinations

Service must be provided to medical facilities in Geneva and Canandaigua, as well as to shopping, service, government, human service and medical facilities within Yates County.

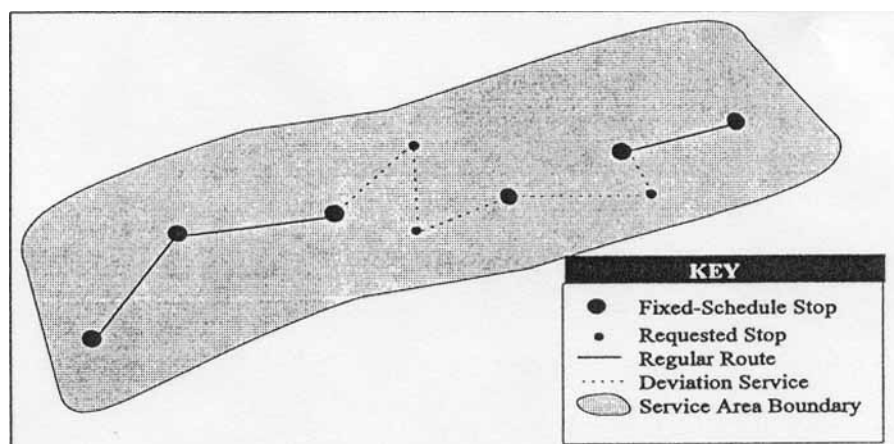
Service Designs

The following service designs were evaluated:

- Fixed routes
- Fixed route service with point deviation;
- Demand responsive service.
- Flexible or customized routes designed around human service agency needs

Fixed routes operate on a repetitive, fixed-schedule basis along a specific route with vehicles stopping to pick up and deliver passengers to specific locations; each fixed-route trip serves the same origins and destinations, unlike demand responsive and taxicabs. Fixed route services work best in areas of relatively dense population, such as within the Village of Penn Yan or between population centers.

Fixed route service with point deviation operates on a fixed schedule between designated points. Between points, drivers may pick up passengers who had made reservations in advance and return to the schedule at the next point. This service would accommodate persons with disabilities in compliance with the Americans with Disabilities Act.



Demand responsive service, also known as "Dial-a-Ride," picks up and drops off passengers at pre-arranged times at any location within a designated service area. Demand responsive service operates like a shared taxi service, typically with advance reservations of at least 24

hours required. A dispatcher pools the requests and accommodates as many riders as possible. Demand responsive service is most effective in areas where both origins and destinations are scattered.

The advantage of a fixed route system is that riders can plan their appointments around the bus schedule. With demand responsive service, riders must make their appointments, and then arrange for transportation.

Flexible or subscription routes are designed to accommodate the needs of human service agency clients or consumers, but are open to the public by advance reservation. For example, OFA/ Pro-Action picks up patients at their homes and transports them to the Kelly Behavioral Center in Penn Yan. The route changes depending on the daily appointment schedule.

Human service agencies such as Yates ARC operate flexible routes with a fixed destination. If these or similar routes were operated by a public service, additional riders could be accommodated. The public riders would need to call in advance and request a pick-up.

Human service agencies that arrange with a public transportation service for flexible routes to serve their customers typically pay for a significant portion of the cost of the route. In designing the route, the public service must ensure that spaces are available each day for additional public riders.

Overview of Existing Public Transportation Services in Neighboring Counties

The following narrative describes existing public transportation services that may provide a model for Yates County. A sidebar describes the State and Federal funding programs that are available to support the establishment of public transportation.

Regional Transportation Authority

The Rochester Genesee Regional Transportation Authority (RGRTA) was created by the NY State Legislature and is authorized to provide transportation services to member counties within a nine-county region. Currently, Monroe, Livingston, Genesee, Orleans, Seneca, Wayne and Wyoming Counties are members of RGRTA. Ontario and Yates Counties are eligible to join RGRTA but have not done so. Orleans and Seneca Counties are the most recent to join RGRTA. The Yates County Legislature may join RGRTA by resolution.

The Rochester Genesee Regional Transportation Authority (RGRTA) operates regional transportation services as well as the RTS bus system and Lift Line in Monroe County. Regional services consist of:

Genesee County:	Batavia Bus Service (BBS) and B-Line
Livingston County:	Livingston Area Transportation Service (LATS)
Orleans County:	Orleans Transportation Service (OTS)
Seneca County:	Seneca Transportation Service (STS)
Wayne County:	Wayne Area Transportation Service (WATS)
Wyoming County:	Wyoming Transportation Service (WYTS)

In each of the regional counties, public transportation services include fixed route, demand-responsive service (dial-a-ride), routes customized for agency clients, and special shuttles. Summaries of the services provided and schedules are included in Appendix A. Table 6 summarizes the number of passenger trips provided by each service during 2005 and 2006.

Fixed Routes

All of RGRTA's regional subsidiaries operate fixed routes. These include loop service within villages and routes between municipalities.

Demand Responsive Service

All of the regional services offer demand-responsive service for persons with disabilities who are not able to utilize a standard bus and to serve customers in areas that are not served by fixed route service.

Flexible routes for agency clients

Most of the regional subsidiaries of RGRTA have contracts with human service agencies, both private and governmental, to operate public routes that are customized to meet the agencies' needs. For example:

- LATS contracts with ARC to pick up consumers daily and take them to day treatment.
- WYTS has an informal agreement with the Wyoming County Office for the Aging (OFA) to transport senior citizens to congregate meal sites in Wyoming County
- WATS contracts with Wayne County Mental Health to transport consumers to the Wayne Community Service Center
- B-Line operates a shuttle service from senior apartment buildings to two grocery stores in the City of Batavia. The service is underwritten by the grocery stores.

Table 6

**RGRTA Regional Subsidiaries
Summary of Ridership and Revenues
4/1/05 - 3/31/06**

4/1/05 - 3/31/06	Batavia Bus Service	Livingston Area Transportation Service	Orleans Transit Service	Seneca Transit Service	Wayne Area Transportation Service	Wyoming Transit Service
Buses	15	28	7	7	27	18
Employees	17	31	10	11	27	21
Public Ridership	41,371	45,961	20,618	30,226	44,062	63,598
Service Contract	39,035	179,377	32,291	(1)	89,921	21,182
Total Ridership	80,406	225,338	52,909	30,226	133,983	84,780
Contract Ridership - Percent of Total	48.5%	79.6%	61.0%		67.1%	25.0%
Public Fares	\$31,477	\$30,252	\$17,323	\$31,033	\$40,300	\$51,600
Service Contract Revenue	\$149,830	\$796,283	\$24,495		\$602,340	\$167,713
Total Revenue	\$181,307	\$826,535	\$41,818	\$31,033	\$606,370	\$172,873
Contract Revenue - Percent of Total	82.6%	96.3%	58.6%		99.3%	97.0%
2005/06 Budget	\$943,494	\$1,327,298	\$400,983	\$474,747	\$1,374,793	\$980,142
Revenue - Percent of Budget	19.2%	62.3%	10.4%	6.5%	44.1%	17.6%

Subsidies

NYS Operating Assistance	\$ 53,282	\$ 35,024	\$ 30,181	\$ 24,964	\$ 38,378	\$ 172,120
County Match	\$ 53,282	\$ 35,024	\$ 30,181	\$ 24,964	\$ 38,378	\$ 20,120
Federal 5311	\$ 55,900	\$ 63,600	\$ 35,900	\$ 30,900	\$ 82,000	\$ 57,000
RGRTA	\$599,723	\$367,115	\$262,903	\$362,886	\$609,667	\$558,029
Total:	\$762,187	\$500,763	\$359,165	\$443,714	\$768,423	\$807,269

(1) Service contract ridership not significant for this period.

Medical Shuttles

In Livingston County, LATS offers two trips each week to Rochester-area hospitals. The one-way fare is \$6.50. Pickups in Livingston County are in Dansville at 7:30 am and at 8:00 am in Lakeville. The bus arrives at Strong Memorial Hospital in Rochester at 8:45 am and leaves at 1:30 pm to return to Livingston County. No advance reservation is required, and riders do not need to have medical appointments to utilize the service. The service has reduced Medicaid transportation costs by replacing individual and shared rides provided by DSS staff with a public bus service.

Wayne County has established a specialized service for dialysis patients. The service is offered three times per week, consistent with dialysis schedules. Vehicles follow a flexible route to pick up patients at their homes, to treatment sites and back home following treatment. The rides offer comradery among individuals in need of dialysis. However, the rides are often long, due to the need to pick up riders in rural areas, and the vehicles are less comfortable than a private car.

College Shuttles

LATS contracts with SUNY Geneseo to operate regular routes from the SUNY campus to shopping and entertainment destinations within Livingston County and to downtown Rochester on weekends. SUNY Geneseo subsidizes the cost of the route and students ride for free. As with all customized routes, the public is welcome to utilize the service for a fee. The fee for non-students to downtown Rochester is \$6.50.

State and Federal Subsidies

Public transportation services in New York State are supported through State Operating Assistance (STOA) and Federal Section 5311 funds.

- New York State Operating Assistance (STOA) is based on a formula tied to the number of passenger-trips and vehicle-miles. Vehicle miles must not include “deadhead” miles, where vehicles are not available to carry passengers (such as from the garage to the beginning of a route, or from the garage to pick up a passenger on a demand-responsive basis.) STOA must be matched by the County. For public systems operated by a County outside of an authority such as RGRTA, the match is 20% of the amount provided by STOA.
- Section 5311, a Federal public transportation assistance program, helps to subsidize public transportation by funding either the “unfunded deficit” or one-half of the operating deficit, whichever is less. Section 5311 also provides capital assistance for the purchase of vehicles and other capital improvements. Section 5311 pays 90% (80% Federal and 10% State) toward the cost of vehicles. The remaining cost must be paid by the County or the operator.

In addition to STOA and Section 5311 funds, RGRTA and other transportation authorities in New York State receive financial support from the mortgage recording tax. In counties that have joined RGRTA, the mortgage recording tax has been increased by an additional 1/4 of 1%. This increased tax cannot be added for any other purpose. These funds go directly to RGRTA.

Ontario County CATS

Ontario County's public transportation service includes both fixed route and demand responsive components. The system provided a total of 220,000 passenger trips in 2006. A total of 40% of riders were senior citizens or persons with disabilities. The service operates between 7:00 am and 7:00 pm seven days per week, except for Christmas and Thanksgiving.

Fixed routes operate within the City Geneva (Route 1), within Canandaigua (Route 2), between Canandaigua and Victor (Route 3), between Canandaigua and Geneva via Routes 5 & 20 (Route 4), between Canandaigua and Geneva via Routes 21 and 96 (Route 5) and between Canandaigua and Naples (Route 6). Fares are \$1.00 for the general public and \$.050 for seniors (age 60+) and disabled.

The buses will deviate from the scheduled route a distance of $\frac{3}{4}$ mile. The fare for route deviation is \$2.00.

Dial-a-Ride service is provided throughout Ontario County where fixed route service is not available. Rides must be reserved 24 hours in advance. Transportation is provided from the rider's residence to the destination or to a point along a fixed route.

Currently, Ontario County's CATS buses travel into the Yates County portion of the Village of Rushville, on a demand-responsive basis, to access the health clinic. Any person may board the bus in Rushville and travel into Ontario County. This existing service into Yates County is authorized by an inter-municipal agreement between Ontario and Yates Counties.

Ontario County contracts with First Transit to operate the service and to prepare reports and funding applications.

Fares provide approximately 10-15% of the total cost of the service. Ontario County also received a total of \$1.1 million from STOA and \$128,500 from Section 5311 in 2006.

Medicaid Transportation

Ontario County contracts with First Transit for both public transportation service and Medicaid non-emergency transportation service. First Transit provides or arranges for all non-emergency medical transportation to Medicaid recipients in accordance with Ontario County's Medicaid Transportation Plan.

Most Medicaid clients are able to utilize public transportation to access non-emergency medical appointments. In 2006, CATS provided a total of 48,788 rides to Medicaid clients to non-emergency medical appointments.

The combined contract has resulted in significant cost savings to Ontario County for Medicaid transportation, as well as additional revenue to First Transit that is used to support the public transportation service. However, as the cost and funding for Medicaid transportation in Ontario County is much larger (approximately ten times) than in Yates County, this arrangement may not be a transferable model for Yates County to adopt.

In 2006, Ontario County expended \$323,722 for its 25% share of non-emergency Medicaid transportation. For comparison, Yates County's share of Medicaid transportation expenses in 2005 was approximately \$39,850.

Key Statistics: CATS 2006

Buses	43	
Employees	60	20 Full-time; 40 Part-time
Total Ridership	220,000	Includes 48,788 Medicaid trips
NYS Operating Assistance	\$1,100,000	
Federal 5311	\$128,500	
County contribution toward public transportation	\$92,500	
County cost (25%) of Medicaid transportation	\$323,722	

SOURCE: Janet Starr, Ontario County Transportation Director

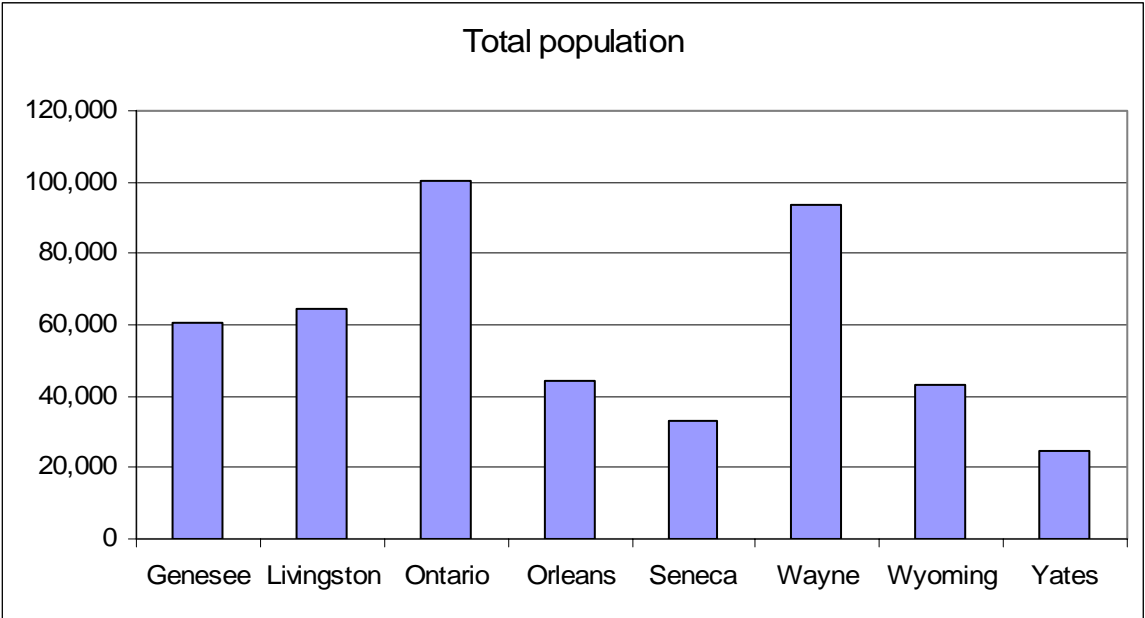
Demographic Comparison of Counties in Region

In reviewing the potential for transportation systems in neighboring counties to serve as a model for Yates County, a comparison of the population is useful. With less than 25,000, based on the 2000 Census, Yates County has fewer residents than the other rural counties in the region. The county closest to the size of Yates County is Seneca County, with 33,342 residents in 2000.

As shown in the table below, Yates County has a higher than average percentages of persons aged 60 or older (20.4%) and with disabilities (19.6%).

	Total population	Persons age 60+	% of total	Total population age 5+	With a disability	% of total
Genesee County	60,370	10,893	18.0%	55,434.0	9,426.0	17.0%
Livingston County	64,328	9,651	15.0%	57,841.0	9,950.0	17.2%
Ontario County	100,224	17,457	17.4%	93,061.0	15,403.0	16.6%
Orleans County	44,171	7,174	16.2%	38,103.0	7,534.0	19.8%
Seneca County	33,342	6,373	19.1%	30,313.0	5,830.0	19.2%
Wayne County	93,765	15,094	16.1%	86,439.0	14,325.0	16.6%
Wyoming County	43,424	6,973	16.1%	36,836.0	6,602.0	17.9%
Yates County	24,621	5,014	20.4%	22,535.0	4,406.0	19.6%

SOURCE: U.S. Census, P Tables 2000



Recommended Course of Action

Improve coordination and enhance existing services

As demonstrated in the Evaluation of Needs, existing transportation services meet a portion of the public's need for transportation services. Several government and not-for-profit agencies as well as for-profit companies provide transportation services to certain constituencies.

The following Yates County agencies either provide or arrange for transportation to their clients and consumers: Veterans Services, Department of Social Services, Office for the Aging, Community Services, and the Health Department.

Not-for-profit agencies that provide transportation to their own clients include Yates County ARC. Yates ARC occasionally provides transportation to medical appointments for Medicaid patients, under arrangement with the Yates County Department of Social Services. In addition, Penn Yan Manor Nursing Home operates vehicles to transport residents to medical appointments and recreational activities.

For-profit companies that provide transportation services include: Christian's Cab Service, based in Penn Yan; Lakeview Mental Health, which provides transportation to its own programs and under contract with other service agencies; K-Ventures, which specializes in charters and winery tours; and numerous private individual drivers that provide transportation primarily to the Mennonite community.

A new public transportation service is expected to complement, rather than replace, existing services such as that provided by OFA/ Pro-Action, private taxi service and the network of drivers who serve Mennonite families. For example, standard bus service may not be an appropriate means of transportation for frail elderly who need transportation to dialysis or other medical appointments. OFA may be able to devote additional resources to such specialized services as a complement to a regular public service.

Christian's Cab Service is the only taxicab company currently operating in Yates County. Christian's Cab Service frequently transports Medicaid patients to medical appointments under arrangement with DSS. As taxi service may cost between \$5-7.00 for a trip within Penn Yan to \$92.00 for a trip from Dundee to Geneva, this means of travel strains the financial resources of many County residents. However, taxi service represents a valuable option to meet individual and agency transportation needs.

Similarly, the informal network of private drivers that serves primarily the Mennonite community provides an effective means of transportation and income for drivers. This type of individualized service is convenient for the users and provides a source of income to the drivers.

Opportunities for Improved Efficiencies through Coordination

The use of existing not-for-profit transportation providers to transport patients to medical appointments has helped to reduce the cost of Medicaid transportation arranged by the Yates County Department of Social Services. The Office for the Aging (OFA)/ Pro-Action of Steuben and Yates Counties, Yates County ARC are providing some transportation services and have expressed a willingness to expand service as resources allow. Steuben ARC may also be able to provide some transportation services in Yates County.

OFA/ Pro-Action has increased its medical transportation services to accommodate additional trips arranged by the Yates County Department of Social Services (DSS). Destinations include Penn Yan, Rushville, Canandaigua, Geneva and Rochester. OFA/ Pro-Action has been able to reduce DSS' costs for Medicaid transportation by creating routes to accommodate patients attending group therapy at the Kelly Center and adult day care at Soldiers and Sailors Hospital. Although OFA/ Pro-Action has indicated that it has the capacity to provide additional rides, additional vehicles would need to be purchased to accommodate significant expansion.

OFA/ Pro-Action may seek to obtain vehicles through New York State's 5310 program, which provides 80% of the cost of vehicles. Participation in the 5310 program requires that recipients coordinate with other 5310-funded agencies, which include ARC in Yates County.

Yates County ARC currently provides some transportation to Medicaid patients under arrangement with DSS. Yates County ARC has indicated that it could provide additional transportation services, particularly between the hours of 9:30 am and 1:30 pm, when most of its vehicles are idle.

Steuben ARC has recently received approval from Steuben County and the NYS Department of Transportation to provide public transportation along some of its routes, in conjunction with transporting ARC consumers to day treatment and workshops. Both Steuben ARC and Yates ARC have authority from the NYS Department of Transportation to transport the public throughout the State.

Effectiveness in meeting needs

Improved coordination and expanded use of existing services would likely reduce the cost of non-emergency Medicaid transportation arranged by DSS and would provide additional options for Yates County residents. However, it is not likely to provide significant opportunities for transportation for persons who do not drive, particularly to non-medical appointments.

While improved coordination is likely to reduce agency costs for Medicaid-funded transportation, it is unlikely to meet the needs of Yates County residents who do not drive, including seniors, persons with disabilities and youth. A public transportation system would significantly improve mobility for all residents in meeting daily needs.

Service Plan for Public Transportation

A public transportation system that includes a combination of fixed routes and demand responsive service would best meet the needs of Yates County residents. Figures 4 and 5 depict the recommended service plan for the initial and future timeframes. Flexible/subscription routes would be added to the basic service plan as arranged by the transportation provider and human service agencies in need of transportation.

Fixed route service with point deviation is recommended to be established within the Village of Penn Yan. Such a service would improve mobility among members of the 340 households within the Village of Penn Yan that have no vehicle available,

Fixed route service with point deviation is also recommended to connect the Villages of Penn Yan and Dundee, Keuka Park and Geneva. Such services are recommended to utilize "point deviation" and pick up and drop off passengers within $\frac{3}{4}$ mile of the route.

Demand responsive service is recommended for the portion of the County outside of Penn Yan. In order to minimize travel times and accommodate the greatest number of riders, demand responsive service may provide service to different areas on different days of the week. It is recommended that the fare for demand-responsive service be higher than that for fixed route service.

Demand responsive service should be designed to complement the fixed route service. For example, the demand responsive service would transport riders from rural areas to points along the fixed route, fixed route service would take these riders to Penn Yan, Dundee or Geneva.

The Future Service would include regional routes to Bath, Canandaigua and Watkins Glen/Montour Falls, as well as additional fixed route service within Yates County as demand warrants.

Initial Service Plan

The Initial Service Plan would provide service on weekdays, initially between the hours of 8:00 am and 6:00 p.m. The initial service plan includes the following components (see Figure 1):

Fixed Routes

- Between Penn Yan and Geneva: 5 round-trips per day.
- Bbetween Penn Yan and Dundee: 4 round-trips per day
- Between Penn Yan and Keuka Park: 4 round-trips per day.
- Loop service within the Village of Penn Yan: Four complete loops per day.

Fixed route service would include route deviation up to $\frac{3}{4}$ mile, by advance reservation, to accommodate persons with disabilities.

Demand-responsive service

- Countywide, Monday thru Friday, at least four hours per day in each part of the County.

Medical shuttle

- Initially to facilities in Rochester and Canandaigua

The **Penn Yan loop** should be designed to access major medical destinations, such as Soldiers & Sailors Hospital, John Kelly Center, and doctors offices on Lake Avenue, as well as facilities that house seniors and persons with disabilities, government offices, grocery stores and pharmacies, and major employers. The need for service within the Village of Penn Yan is supported by the analysis of transportation provided by the Office for the Aging/ Pro-Action and the Department of Social Services, which indicated that nearly half of all trips are within the Village of Penn Yan. In addition, approximately 340 households in the Village of Penn Yan – 38% of the County total - do not have vehicles.

The Initial Service Plan also recommends the following inter-municipal **fixed routes: service between the Village of Penn Yan and Geneva, between the Villages of Dundee and Penn Yan, and between Keuka Park and Penn Yan**. Fixed route service should initially be established between the hours of 8 am and 6 pm. If demand warrants, hours should be extended to provide evening service.

The route between Penn Yan and Geneva (16.7 miles) would provide access to Geneva Hospital and other medical facilities as well as the Wal-Mart along Route 5. Two to four round-trips per day would accommodate most medical appointments. Early morning and evening service would accommodate transportation to and from employment.

Transportation service to Dundee should provide access to senior housing as well as doctors and dentists offices in Dundee.

Route service between Keuka Park and Penn Yan is recommended to provide transportation options for students at Keuka College who may want to shop in Penn Yan or connect to the bus station in Geneva, as well as for employees at Keuka College, which is Yates County's largest private employer.

The fixed routes recommended in the Initial Service Plan would operate within the Village of Penn Yan and along the most highly-traveled corridors, with up to $\frac{3}{4}$ mile **route deviation**, by advance reservation, to accommodate persons with disabilities. The proposed fixed routes depicted in the Initial Service Plan would meet clearly identified transportation needs that appear to warrant regular route service.

A **medical shuttle service** should be established to serve medical facilities in Canandaigua and Rochester. The service would operate from Penn Yan.

Demand responsive service would be offered throughout the County where fixed route service is not available. A demand responsive service should provide transportation, by

reservation at least 24 hours in advance, to areas in the County that are not served by fixed routes. Such a service could be established for different areas on different days of the week. For the initial phase, demand responsive service may be allocated to different parts of the County on different days.

Future Services

Future phases should expand, as demand warrants, to include fixed route service to Rushville and Canandaigua. Future regional service should connect Penn Yan to Bath and Dundee to Watkins Glen/ Montour Falls. During the initial phase, it is expected that demand-responsive service would be the most efficient means to provide transportation outside of the proposed fixed routes. However, as demand increases, fixed route service may be added to serve additional areas of Yates County (see Figure 5.)

Extended regional services may include the following routes:

Penn Yan to Bath (Steuben County)	27.7 miles
Dundee to Watkins Glen (Schuyler County)	12.9 miles
Rushville to Canandaigua (Ontario County)	12.5 miles

The extended services may be able to be provided through coordination with the public transportation providers in Ontario and Steuben Counties.

Integration and coordination of existing services

A new public transportation service should address, as much as possible, the transportation needs of human service agency clients and consumers, such as those affiliated with the Office for the Aging, Departments of Social Services and Community Services, and private human service agencies such as the Finger Lakes Addictions Counseling and Referral Service (FLACRA) and Yates ARC. These agencies should have an opportunity to comment on routes and schedules to help ensure that transportation services coordinate as much as possible with regular appointment times and other needs.

Figure 4

Initial Service Plan Yates County Public Transportation

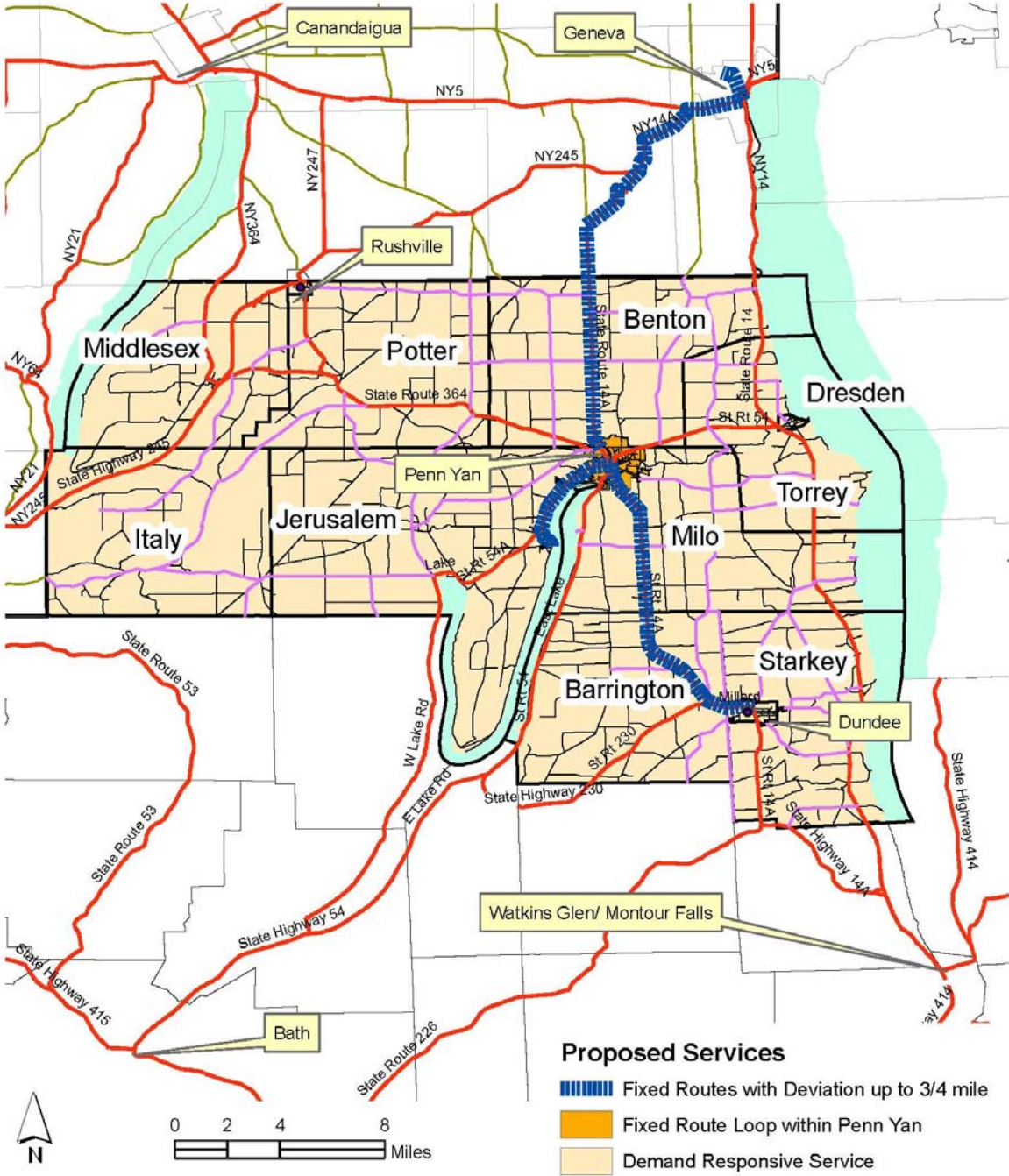
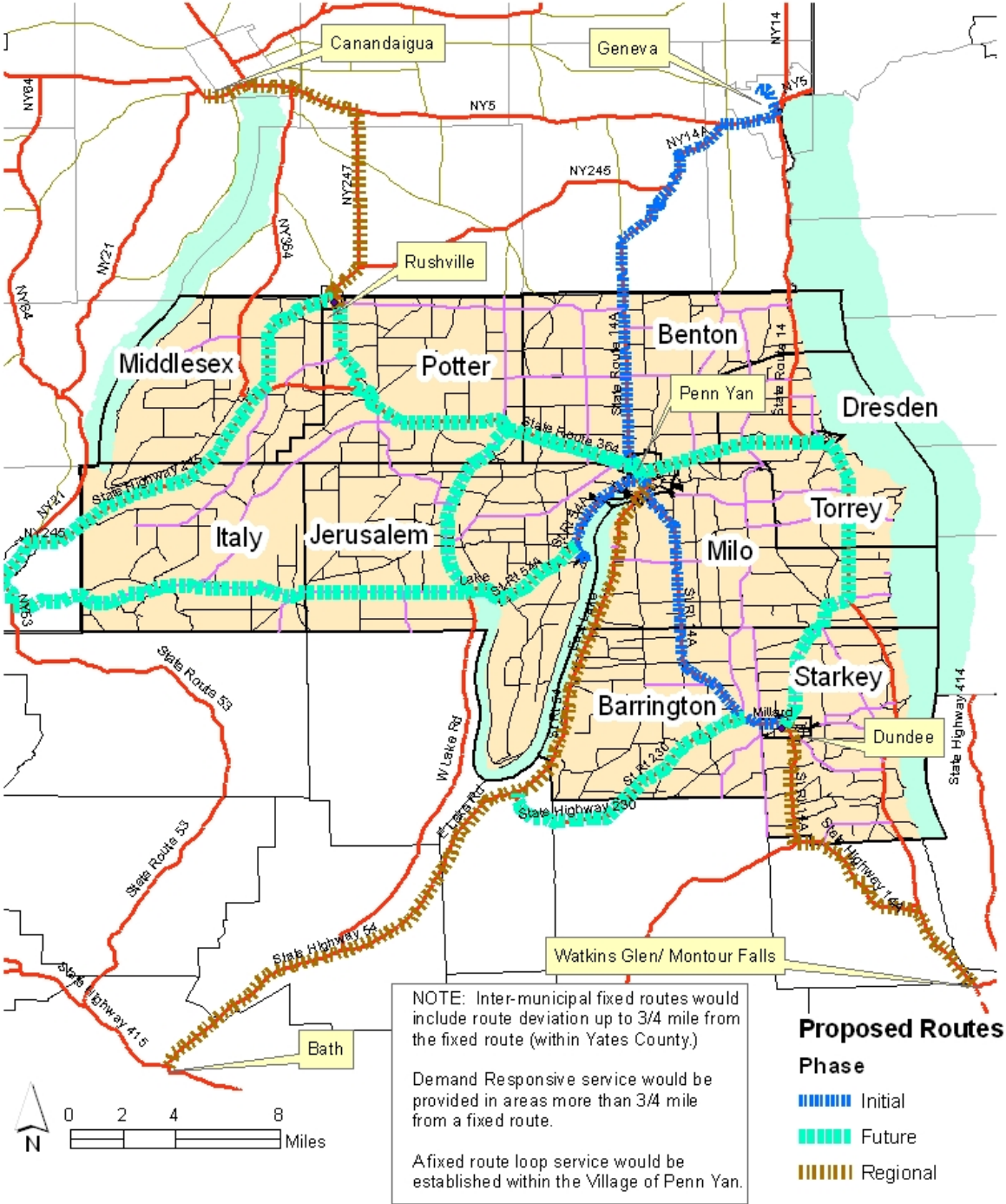


Figure 5

Future Service Plan Yates County Public Transportation



Evaluation of Institutional Options

This section evaluates potential institutional alternatives to providing the transportation services recommended in the Initial Service Plan. Public transportation service may be established in Yates County via one of the following means:

1. Join the Regional Transportation Authority
2. Contract with a private provider

A potential third option – for Yates County to establish and operate a public transportation service utilizing its own staff – did not generate support during the planning process and was not evaluated in detail.

Alternatively or in addition, Yates County could continue to utilize OFA, government and agency services as well as other not-for-profit and for-profit transportation providers to meet transportation needs.

1. Join the Regional Transportation Authority

Yates County is eligible to join the Rochester Genesee Regional Transportation Authority (RGRTA) by resolution of the Yates County Legislature. Once Yates County resolved to join RGRTA, Yates County would nominate a Commissioner to be appointed by the Governor to serve on RGRTA's Board of Directors. The Commissioner would be able to vote on all activities of RGRTA.

RGRTA would create a subsidiary and develop a budget for operating the Yates County system. With input from County staff and local agencies, RGRTA would prepare a service plan and coordinate with NYS DOT to meet all State and Federal requirements.

The Yates County subsidiary would have its headquarters with full-time staff based in Yates County, and purchase a fleet of vehicles that would be housed within the County. RGRTA currently purchases its vehicles from a manufacturer, Coach & Equipment, that is based in Penn Yan.

RGRTA would receive operating assistance from New York State under the State Operating Assistance (STOA) program. The amount is determined by formula, based on the number of passengers and vehicle miles operated. RGRTA also is eligible for capital assistance in the financing of vehicles.

RGRTA would manage all of the reporting to New York State, as well as driver training and certifications, budgeting, and administration. Yates County would be required to contribute the required match to NYS Operating Assistance (STOA).

Feasibility

Joining RGRTA would require only a resolution of the Yates County Legislature. Public transportation service could be instituted within one year of adopting such a resolution.

The increase in the mortgage tax is expected to raise between \$200,000 and \$300,000 annually. These funds would go directly to RGRTA and would indirectly support public transportation. If this increased tax were in effect in 2006, the amount raised would have been \$295,000.²

Effectiveness in meeting needs

Based on the transportation services established recently in Orleans and Seneca Counties, public transportation service established by RGRTA in Yates County is likely to include a combination of fixed routes, demand-responsive service and flexible subscription routes developed in conjunction with agency needs.

2. Contract with a Private Provider

Yates County may contract with a private company to operate a public transportation service. This approach has been utilized by Ontario County, which contracts with First Transit to operate its CATS system. Ontario County is eligible to join RGRTA but has established an independent transportation system. Other counties that utilize First Transit include Steuben and Tioga. These counties are not eligible to join a Regional Transportation Authority.

Yates County would need to apply for Federal 5311 funding from the NYS Department of Transportation to help pay for the cost of vehicles. Yates County would also need to apply for State Operating Assistance (STOA) to subsidize operating costs.

Feasibility

Yates County would need to issue a Request for Proposals (RFP) for public transportation service. The RFP would include a draft service plan, such as the "Initial Service Plan" included in this document. Yates County would also need to work closely with the public transit staff at the NYS Department of Transportation (DOT) to ensure that the RFP meets DOT requirements.³

Once a provider is selected, Yates County, the provider and the NYS DOT would work together to create the proper application forms and accounting procedures regarding the pass-through of funding from 5311 and STOA. The arrangement between Yates County and the provider would specify whether the transportation provider would pay the local match to STOA or whether Yates County would need to contribute toward the local match.

Yates County would need to identify a staff person to work with the transportation provider and provide proper oversight. In other counties, this function is carried out by the Transportation Coordinator (Ontario County) or the County Administrator.

² Yates County collects a 1% mortgage recording tax. The mortgage tax is paid by borrowers (3/4 %) and lenders (1/4 %) and represents \$1 for every \$100 of mortgage recorded, minus fees. In 2006, Yates County collected \$1,181,768.68 from the mortgage recording tax. Of this amount, approximately one-quarter represents revenues to Yates County. Another 1/4 of the 1% goes to the NYS Mortgage insurance fund and 1/2 of the 1% is distributed to the Towns and Villages based on the amount of mortgages issued in each municipality.

³ Contact Stephanie Mielnik, NYS DOT Transit Bureau, at (518) 457-8335.

Effectiveness in meeting needs

Once the service is established with a private provider, it is likely to meet many of the transportation needs identified in this study.

Comparison of Institutional Options

Table 7 compares the potential options for establishing a public transportation service

**Table 7
Comparison of Institutional Options**

	Join Regional Transportation Authority (RGRTA)	Contract with Private Operator (Commercial or Not-For-Profit)
Yates County Actions	<ul style="list-style-type: none"> • County Legislature would pass resolution to join the Rochester Genesee Regional Transportation Authority (RGRTA) and appoint Commissioner to the RGRTA's Board • RGRTA staff would apply for STOA and Section 5311 	<ul style="list-style-type: none"> • County would prepare service plan and issue RFP • County staff would work with provider and State DOT to apply for STOA and Section 5311
County Staffing	<ul style="list-style-type: none"> • Minimal County staff involvement. • Appointed Commissioner would act as liaison to County staff and County Legislature. 	<ul style="list-style-type: none"> • County staff would oversee contractor, submit reports to NYS DOT, pass-through State and federal subsidies and manage payments to contractor. • Oversight would require 5% - 20% of one County employee's time.
County financial support	<ul style="list-style-type: none"> • Required match to STOA to be determined by NYS DOT. • Additional ¼ of 1% of the mortgage tax (approximately \$200,000/year) would go to RGRTA and indirectly support the service. • RGRTA would maintain service levels according to an annual budget, even if revenues are less than expected. • RGRTA would pay all start-up costs. 	<ul style="list-style-type: none"> • Required match to STOA to be determined by NYS DOT. • Responses to RFP would determine whether additional County funds would be needed, if service levels would be maintained if revenues are less than expected, and whether and how much County would contribute to start-up costs.
Local control/ oversight	<ul style="list-style-type: none"> • RGRTA operates independently, with input from local commissioner and officials. 	<ul style="list-style-type: none"> • County Legislature would oversee operations.
Efficiency of service and management	<ul style="list-style-type: none"> • Experienced operator would provide professional quality service. 	<ul style="list-style-type: none"> • Responses to RFP would determine experience of operator.
Interaction with other County agencies	<ul style="list-style-type: none"> • Full-time staff and central support would help build partnerships with human service agencies and businesses. • Additional customized routes would provide revenue to RGRTA. 	<ul style="list-style-type: none"> • If the operator is a local not-for-profit, existing partnerships could be expanded. • Contractor may pursue additional contract routes as revenue source.
Other local impacts	<ul style="list-style-type: none"> • Service would link to other RGRTA routes • Service may link to Ontario County CATS and/or Steuben County routes • RGRTA purchases vehicles from Coach & Equipment in Penn Yan • RGRTA would hire local drivers and establish a headquarters in Yates County 	<ul style="list-style-type: none"> • Service may link to Ontario County CATS and/or Steuben County routes depending on agreement with selected provider. • Vehicles, headquarters and driver hiring would need to be negotiated with provider.

Recommended Actions

1. Establish an on-going transportation coordination committee

Background

Ongoing communication among agencies that provide transportation, arrange for transportation for clients and consumers, and represent individuals in need of transportation is essential for effective coordination. The Steering Committee that assisted in the preparation of the Strategic Plan may form the nucleus for an ongoing Transportation Coordination Committee.

Benefits

Agencies that arrange for transportation, such as the Department of Social Services, will have access to information regarding affordable transportation alternatives.

Agencies and organizations will share information about funding sources, common client needs and resources available.

Once public transportation is established, the Transportation Coordination Committee will be able to provide oversight and encourage coordination among the public transportation provider and human service agencies that need and/or provide transportation.

Implementation Steps

- Determine the agency or individual to lead the committee.
- Establish the membership for the Transportation Coordination Committee.
- Establish a regular meeting schedule (i.e., quarterly)

2. Increase the utilization of vehicles operated by not-for-profit agencies and transportation providers to meet transportation needs.

Background

During the past year, OFA/ Pro-Action has arranged to transport Medicaid-eligible riders to ongoing treatment programs at the John Kelly Behavioral Health Center in Penn Yan. This arrangement has significantly reduced the cost of Medicaid-funded transportation for these riders. OFA, DSS and agencies that require transportation should continue to pursue these types of arrangements, as they have significant potential to increase efficiencies in the use of vehicles and to reduce the cost of transportation arranged by DSS and other human service agencies.

The Yates County ARC may be able to utilize its vehicles and drivers between the hours of 9:30 am and 1:30 pm to provide services to Yates County agencies. These vehicles and drivers

represent, potentially, an additional transportation option for individuals who need transportation and agencies who need to arrange for transportation. In addition, Yates ARC may be able to expand its fleet to provide additional services to human service agencies and the public. Prior to establishing such services, the Yates ARC will need to develop a cost structure for providing transportation services to non-ARC consumers and ensure that proper operating authority is obtained.

Other not-for-profit agencies that operate vehicles may be able to work out arrangements to make more efficient use of these vehicles.

Benefits

Increased use of vehicles operated by Yates County ARC and the Office for the Aging/ Pro-Action of Steuben and Yates Counties is likely to reduce transportation costs for County agencies that currently purchase transportation services, such as the Department of Social Services for Medicaid-funded transportation and other human service agencies.

Increased vehicle utilization would increase efficiencies within the organizations that operate the vehicles.

Implementation Steps

OFA/ Pro-Action and Yates ARC should continue to communicate regularly with agencies that arrange for transportation to identify transportation services that could be provided by existing vehicles and drivers. Begin discussions regarding providing additional transportation services to agency clients and the public.

OFA/ Pro-Action should consider acquiring vehicles through the 5310 program as demand warrants.

As public transportation is developed, OFA/ Pro-Action should specialize in transporting frail elderly and individuals who need assistance in boarding vehicles.

3. Establish public transportation service based on the Initial Service Plan. Either join the Regional Transportation Authority or contract with a private transportation provider.

The Initial Service Plan would provide service on weekdays, initially between the hours of 8:00 am and 6:00 p.m., and would include the following components (see Figure 1):

- Fixed route between Penn Yan and Geneva: 5 round-trips per day.
- Fixed route between Penn Yan and Dundee: 4 round-trips per day
- Fixed route between Penn Yan and Keuka Park: 4 round-trips per day.
- Loop service within the Village of Penn Yan: Four complete loops per day.
- Demand-responsive service countywide, Monday thru Friday, at least four hours per day in each part of the County.

Route-deviation would be permitted by advance reservation to and from points within $\frac{3}{4}$ mile from the fixed route.

Although Yates County has the authority to establish a public transportation system utilizing its own staff, this option was determined not to be feasible. The other options are to join the Rochester Genesee Regional Transportation Authority and authorize it to establish public transportation service in Yates County, or to contract with a private operator to establish service in accordance with the Initial Service Plan.

Benefits

The establishment of public transportation in accordance with the Initial Service Plan would result in the following benefits to Yates County and its residents:

- Reduce isolation and improve the quality of life for individuals who do not drive, particularly seniors and persons with disabilities
- Facilitate access to shopping and employment
- Reduce the cost of Medicaid-funded transportation by reducing the number of trips provided by higher-cost taxi services
- Reduce the number of “no-shows” to medical and other appointments, thereby improving the efficiency of human service organizations
- Complement existing agency-provided service such as that provided by the Office for the Aging (OFA)/ Pro-Action of Steuben and Yates Counties
- Provide a lower-cost alternative means of transportation for clients of human service agencies

Implementation Steps

In order to implement this recommended initiative, the Yates County Legislature will need to decide whether to join the Regional Transportation Authority or to contract with a private operator. Potential private operators include for-profit companies such as First Transit, which operates the CATS public transportation system in Ontario County, or not-for-profit organizations such as the Yates County ARC. The table on the following page outlines the considerations associated with each option.

4. As demand warrants and resources become available, establish public transportation service based on the Future Service Plan.

Background

The Future Service Plan (see Figure 2) includes fixed routes throughout Yates County and to regional destinations such as Bath and Canandaigua. The establishment of additional service will need to be supported by expanded ridership, as determined by the public transportation operator. Expanded regional service may be provided through partnerships with other transportation providers, such as the Yates ARC.

Benefits

Additional service would enable persons throughout the County to access public transportation.

Implementation Steps

Implementation will be determined by the public transportation provider, other operators, agencies and Yates County.

Summary of Recommended Actions

1. Establish an on-going transportation coordination committee

Responsible Entities:	OFA/ Pro-Action; DSS; Yates County Health Department; Veterans Affairs; Community Services; Yates ARC; other not-for-profit and for-profit transportation providers
Cost to Yates County:	No additional cost. Coordination to be provided by existing County staff.
Priority	Short-term; On-going

2. Increase the utilization of vehicles operated by not-for-profit agencies and transportation providers to meet transportation needs.

Responsible Entities:	ARC; OFA/ Pro-Action; other not-for-profit agencies that operate vehicles DSS; Health Department; Community Services; FLACRA; Other governmental and private entities that arrange for or purchase transportation services
Cost to Yates County:	No additional cost. Cost savings may result.
Priority	Short-term; On-going

3. Establish public transportation service based on the Initial Service Plan. Either join the Regional Transportation Authority or contract with a private transportation provider.

Responsible Entity:	Yates County Legislature
Cost to Yates County:	To be determined based on institutional option selected.
Priority	Short-term

4. As demand warrants and resources become available, establish public transportation service based on the Future Service Plan.

Responsible Entities:	Yates County; Public transportation provider; Not-for-profit transportation providers
Cost to Yates County:	To be determined based on service
Priority	Long-term

Next Steps

- 1) Yates County should designate a staff person to convene an ongoing Transportation Coordination Committee.
- 2) Not-for-profit transportation providers should be encouraged to provide transportation services that complement public transportation. The Yates County Legislature should “accept” the Strategic Plan for Public Transportation as a decision-making guide.
- 3) The Yates County Legislature should take the actions necessary to authorize the Regional Transportation Authority or a private provider to establish public transportation in Yates County.
- 4) As the system matures, additional services should be incorporated into the public transportation system.