

GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 16-8 *Accepting the 2016 Addendum to the Genesee-Finger Lakes Region Coordinated Public Transit-Human Services Transportation Plan as evidence of completion of UPWP Task 8150*

WHEREAS,

1. The Fixing America's Surface Transportation Act (FAST Act) requires the establishment and scheduled update of a locally developed, coordinated public transit-human services transportation plan;
2. The *FY 2015-2016 Unified Planning Work Program* includes Task 8150, Coordinated Public Transit/Human Services Transportation Planning, for the purpose of updating the August 2011 *Genesee-Finger Lakes Region Coordinated Public Transit-Human Services Transportation Plan Update* and improving the framework for enhancing mobility and access, minimizing duplication of services, and providing cost-effective transportation for seniors, persons with disabilities, and low income individuals;
3. Said Task has been completed and has resulted in the *2016 Addendum to the Genesee-Finger Lakes Region Coordinated Public Transit-Human Services Transportation Plan* (Plan);
4. Said Plan has been developed in accordance with Federal Transit Administration (FTA) Circular 9070.1G which provides guidance on the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program (the FTA human service transportation programs), and became effective June 6, 2014;
5. Projects selected for funding under the FTA human service transportation programs must be derived from a coordinated plan;
6. The FAST Act, signed into law on December 4, 2015 allocates Section 5310 program funds to large urbanized areas (over 200,000 population) including the Rochester Metropolitan Planning Area (Rochester MPA);
7. The GTC Board, via Resolution 13-60, selected NYSDOT as the Section 5310 Designated Recipient for the FTA human service transportation programs in the Rochester MPA;
8. NYSDOT in cooperation with GTC will develop and conduct a competitive process for the selection of projects derived from said Plan within the Rochester MPA;
9. NYSDOT will develop and conduct a competitive process for the selection of projects derived from said Plan for those projects within the nine-county Genesee-Finger Lakes Region that lies outside the Rochester MPA;

10. NYSDOT will certify to FTA that the projects recommended for Section 5310 funds in the Rochester MPA meet the minimum 55% funding threshold required to be programmed for traditional 5310 projects;
11. Said Plan has been developed in accordance with GTC *Public Participation Plan* requirements; and
12. Said Plan has been reviewed by GTC staff and member agencies through the GTC committee process and has been found to be consistent with the goals, objectives, and recommendations of the Long Range Transportation Plan as well as the FAST Act, and worthy of guiding project selection for funding under the FTA human service transportation programs.

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby accepts the *2016 Addendum to the Genesee-Finger Lakes Region Coordinated Public Transit-Human Services Transportation Plan* (Plan) as evidence of completion of UPWP Task 8150;
2. That GTC certifies that said Plan includes all of the required elements of the federally-required coordinated plan and meets the minimum criteria as established in FTA Circular 9070.1G;
3. That GTC endorses said Plan as the basis for the competitive selection of projects to be awarded FTA human service transportation program funds;
4. That GTC certifies that said Plan has been developed through a process that included representatives of public, private, and not-for-profit transportation and human services providers and participation by the public;
5. That GTC will amend its current and future Transportation Improvement Program as necessary to include projects derived from said Plan and selected for funding under FTA human service transportation programs; and
6. That this resolution takes effect immediately.

CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on March 10, 2016.

Date _____

KEVIN C. BUSH, Secretary
Genesee Transportation Council

**2016 Addendum
Genesee-Finger Lakes Region Coordinated
Public Transit-Human Services Transportation Plan
(UPWP Task 8150)**

Executive Summary

Plan Overview and Update Process

An objective of Unified Planning Work Program (UPWP) Task 8150 is to update the *Genesee-Finger Lakes Region Coordinated Public Transit-Human Services Transportation Plan* (2011 Coordinated Plan) to enhance mobility and access, minimize duplication of services, and provide cost-effective transportation for seniors, persons with disabilities, and low-income individuals. This has been accomplished via an addendum (Plan Update).

Fixing America's Surface Transportation Act (FAST Act) (P.L. 114-94), signed into law on December 4, 2015, continues requirements for the adoption and regular update of locally developed, coordinated public transit-human service transportation plans (Coordinated Plans) as a condition for receiving funding for the Federal Transit Administration (FTA) -administered *Enhanced Mobility Of Seniors And Individuals With Disabilities* program (Section 5310 Program). The 2011 Coordinated Plan is due for update during calendar year 2016.

Coordinated plans identify the transportation needs of individuals with disabilities, seniors, and people with low incomes; provide strategies for meeting those local needs; and prioritize transportation services and projects for funding and implementation. FTA circular 9070.1G, issued June 6, 2014, provides specific guidance on the content, process, and the timelines for adoption and updating of the Coordinated Plans. The circular also requires that a Coordinated Plan be developed "through a process that includes participation by seniors, individuals with disabilities, representatives of public, private and nonprofit transportation and human service transportation providers, and other members of the public."

In meeting the requirements for the Plan Update GTC took the following steps:

- Convened a Project Steering Committee to guide the development of the Plan Update. The Steering Committee met in person on August 6, 2015 and on October 9, 2015, and assisted and guided GTC staff through in-person meetings and the electronic review of work products.
- Hosted two Public Workshops, on July 28, 2015 and on August 25, 2015. The first overviewed the 2011 Coordinated Plan and sought input on issues and opportunities as well as the 2011 recommendations. The second sought input on the draft Plan Update prior to its adoption.
- Published a Legal Notice prior to each Workshop inviting attendees and offering accommodations for people with disabilities and language interpreters if needed.
- Mailed invitations to attend the Public Workshops to each of the 186 organizations included in the GTC's Environmental Justice database.
- Provided invitations via e-mail to Project Steering Committee Members and other interested parties such as the most-recent FTA 5310 program funding recipients.
- Publicized the Public Workshops via social media as well as at meetings of work groups such as the Monroe County Aging Alliance Land Use and Transportation Work Group.

- Offered a brief online survey (9 questions) seeking input to guide the plan update.

Elements of the Plan Update

The Plan Update addresses the four principal elements included in the 2011 Coordinated Plan adopted by the GTC Board on September 8, 2011. These include:

1. An assessment of available services that identifies current transportation providers (public, private, and not-for-profit). The inventory from the 2011 Coordinated Plan is updated and emerging trends affecting the provision of coordinated transportation services are discussed.
2. An assessment of transportation needs for individuals with disabilities, seniors, and people with lower incomes. The assessment used geographical information systems mapping following the "Ladders of Opportunity" approach to understand the relationship between individuals, the services they need, and the opportunities they seek. An online needs survey was offered seeking additional input on transportation needs.
3. Strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery. The strategies included in the 2011 Coordinated Plan are revised, reclassified, and reprioritized based on comments received from the Steering Committee and the public. Also discussed are emerging best practices and initiatives that support and enhance coordinated planning in the region.
4. Priorities for implementation based on resources (from multiple program sources), time, and feasibility for implementing specific strategies and/or activities identified. Priorities for implementation are developed. These priorities envision near-, medium-, and long-term time frames for implementation.

Appendices to the Plan Update include: 1) Summary of Online Survey Results; 2) Public Notices and Sign-in Sheets for the Public Workshops; and 3) Section 5310 Project Funding Announcement (October 19, 2015) identifying the projects that are incorporated into this plan and for future incorporation into the GTC Transportation Improvement Program and the New York Statewide Transportation Improvement Program.

Changes to Existing Conditions, Trends, and Initiatives

Since the adoption of the 2011 Coordinated Plan, changes to the transportation services available within the region have been modest. Demographic changes have also been modest but sustained, reflecting an aging population with ever increasing needs for senior- as well as disability-related services and transportation. Finally, given the substantial population of lower income individuals living throughout the region, the need for employment-related transportation services is expected to increase as greater emphasis is placed on access to employment and economic mobility.

State, regional, and national demographic trends since the 2011 Coordinated Plan adoption are addressed by, and relate to, large-scale initiatives affecting the state, the region, and the nation. These are discussed in the Plan Update and include:

- New York State Medicaid Transportation Management Initiative

The 2010-11 New York State budget amended the Social Services Law to give the

Commissioner of Health authority to manage Medicaid transportation throughout the state. The state's Medicaid Redesign Team (MRT) has included the Department of Health procurement of regional transportation management contracts as part of its specific transportation cost reduction proposal. These contracts have been awarded to Medical Answering Service (MAS) which as of this writing manages the Medicaid Transportation needs of 55 New York State counties.

The transfer of the management of Medicaid Transportation from the county-level to the state level in 2011 has fostered concern that counties will suffer unintended consequences when local coordination is undermined by centralized management in order to reduce statewide costs. Concerns include a decrease in use of public transportation by agency clients, especially in rural counties, as well as an increase in the utilization of taxi services compared to the levels seen prior to the centralization of Medicaid Transportation management. While efforts are underway to mitigate these concerns, the coordination of local and state initiatives, and the development of local mobility management initiatives remains an increasingly vital need.

- DSRIPS/FLPPS

On April 14, 2014, Governor Andrew M. Cuomo announced that New York has finalized terms with the federal government for a Medicaid 1115 waiver (MRT waiver) that will allow the state to reinvest \$8 billion in federal savings generated by MRT reforms. The MRT waiver amendment is intended to transform the state's health care system, bend the Medicaid cost curve, and ensure access to quality care for all Medicaid members. A part of the MRT waiver savings, statewide, are anticipated to accrue from the implementation of the New York State Medicaid Transportation Management Initiative described above. The State of New York is committed to these savings.

The New York State Delivery System Reform Incentive Payment (DSRIP) program provides the means for the implementation of the MRT waiver. The Finger Lakes Performing Provider System (FLPPS) is an entity that has been formed under the sponsorship of Rochester Regional Health System (RRHS) and UR Medicine to lead the implementation of the DSRIP program in the region. FLPPS includes 13 counties: Allegany, Cayuga, Chemung, Genesee, Livingston, Monroe, Ontario, Orleans, Seneca, Steuben, Wayne, Wyoming and Yates.

FLPPS has designated a Transportation Committee to provide expertise and planning around transportation-related issues to support successful DSRIP project implementation. The FLPPS Transportation Committee report, *Overview of Transportation Resources and Challenges in the FLPPS Service Area*, completed December 1, 2014, provides an assessment of available services and challenges as well as identifies service gaps in the region expected to impact the DSRIP programs.

- Ladders of Opportunity

In the words of Anthony Foxx, Secretary of the US Department of Transportation (USDOT), "Through transportation, we can help ensure that the rungs on the ladder of opportunity aren't so far apart – and that the American dream is still within reach for those who are willing to work for it." The USDOT Ladders of Opportunity initiative recognizes the critical role that transportation can play in providing opportunities to improve our quality of life, and the extent to which investments strengthen access to opportunities through transportation improvements, including projects that better connect communities to centers of employment,

education, and services, and that hold promise to stimulate long term job growth, especially in economically distressed areas in an effort to enhance opportunity for all Americans.

The Ladders of Opportunity approach can help to integrate diverse gaps and needs by recognizing that transportation connects people with opportunities to improve their quality of life through employment and by providing access to vital daily needs. This approach has been followed in developing this plan Addendum addressing the needs of the elderly, people with disabilities, and lower income individuals to access the resources, services, and opportunities they seek.

An example of the Ladders of Opportunity analytical approach is shown on the map included below (Page 7) of the geographic distribution of lower-income individuals by where they live compared to the distribution of lower-middle wage jobs and transit bus service in the Genesee-Finger Lakes Region. On this map, transit bus routes represent the ladders to the jobs (opportunities) being sought by lower-income individuals. A similar approach is followed regarding access to non-employment destinations and regarding access for people with disabilities to all services including employment.

The Ladders of Opportunity concept highlights the transformative nature of access to employment, health, and social services. As such, it strongly supports the notion that the value of accessing opportunities exceeds simply getting from "point a" to "point b" because opportunities facilitate improvement to finances, health, and overall quality of life.

This means strengthening the Ladders of Opportunity and diminishing gaps in service are wise investments because the value of their returns grows over time as quality of life increases. Ladders of Opportunities-type analysis is consistent with and enhances related efforts such as the anti-poverty and transportation coordination initiatives described below.

- Rochester-Monroe Anti-Poverty Initiative

United Way of Greater Rochester is the convener of the Rochester-Monroe Anti-Poverty Initiative (RMAPI). Led by State Assembly Majority Leader Joe Morelle, Monroe County Executive Cheryl Dinolfo, and City of Rochester Mayor Lovely Warren, RMAPI is working to bring together community resources to fight poverty in the Greater Rochester area. Two core goals have been identified that will guide the Initiative's efforts, including to reduce poverty by 50% in 15 years and to increase the number of families who are self-sufficient.

RMAPI seeks to enable families to move out of poverty through eight key drivers: jobs, education and skills training, housing, transportation, childcare, safe neighborhoods, judicial, and health and nutrition.

The RMAPI is being supported by the Rochester Anti-Poverty Task Force, appointed by Governor Andrew Cuomo, which consists of over 20 members of the Governor's Cabinet. The Task Force is working in partnership with the Initiative to help leverage State resources. Work Groups are focused on specific areas of interest to assist with the RMAPI, and GTC staff is participating on the Transportation Work Group.

- Launch of Ride-Sharing Applications

On October 20, 2015 Uber, which along with Lyft is one of two market-leading ride-sharing applications, announced plans to expand services statewide and to seek the required New York State approval to do so. Uber and Lyft currently operate only in New York City. On October 21, 2015, Governor Cuomo announced that he supports a statewide licensing system for ride-sharing services like Uber and Lyft and a number of Upstate mayors have also expressed support for the concept. At this time, it's unclear what effect the rollout of these systems will have; however for non-wheelchair using passengers, these services have the potential to increase the choices available beyond traditional taxi cabs, fixed route transit and the other specialized services currently available. At this time, the Dallas Area Rapid Transit System has integrated Lyft with its Transit application (serving non-wheelchair users only) and it's likely that ride-sharing/ride-hailing applications will evolve to serve more specialized user groups (e.g. people with disabilities, and wheelchair users) as the use of these applications becomes widespread including Upstate New York.

Emerging and Best Practices

While the previous discussion relates broad scale influences and the region's generalized response (e.g., to poverty), there are a number of region-based initiatives planned and currently underway that are transportation-focused and provide useful examples for consideration and emulation by public, private, and not-for-profit entities that seek to improve coordinated planning in the region.

- Livingston County Human Services Trip Planning Website

Livingston County has recently launched an initiative to develop an interactive website to optimize all transportation resources in the Livingston County community for the general public, with a specific emphasis on older adults, people with disabilities, and individuals with lower incomes in need of specialized transportation services. The goal is to create a user-friendly web site for individuals planning trips and seeking information about available transportation services on their own behalf as well as for agency staff planning trips and seeking information on behalf of clients. This site is envisioned similar to the "Centralized Resource Directory" recommendation shown on Page 7 below with specific consideration being given to services that cross into the adjacent counties.

- Monroe County Livable Community Initiative

Monroe County was one of six communities nationwide selected in the fall of 2014 by the National Association of Area Agencies on Aging (n4a) to participate in the Livable Communities for All Ages Learning Collaborative (LCC) supported by MetLife Foundation to advance livable community initiatives nationwide. To accomplish its objective the County convened a local multi-stakeholder collaborative to identify priority issues, determine desired outcomes, and develop action plans in areas including mobility and access, housing, age-friendly businesses and culture change related to how people perceive aging in our society.

According to the n4a report released on May 6, 2015, titled *Making Your Community Livable for All Ages: What's Working!*, "The Monroe County Collaborative brought together private and public transportation and human services providers to create a sustainable mobility management model built to meet the needs of people age 60 and over and people with disabilities. A consortium of agencies serving disabled and older adults developed a plan to

pilot ride-sharing and joint scheduling, as well as routing of vehicles owned and operated by multiple agencies. Over \$240,000 in private funds was raised to test this model; with long-term sustainability anticipated through savings in operating costs. The Collaborative is also designing a sustainable volunteer transportation service with the Rochester Institute of Technology where students receive college credits for learning about older adults and their needs while providing volunteer driver hours, enabling the older and younger generations to interact and learn more about one another.”

- Transportation Access (TRAC)

TRAC offers an easy, safe and quick answer to the transportation needs of Monroe County residents, 60 years or older or with a disability. TRAC includes a seamless referral system between Catholic Family Center (CFC), the Lifespan Volunteer Drivers’ Consortium, and Medical Motor Service, among others, that allows older adults and persons with disabilities, their caregivers, and their professionals to schedule multiple trips, safely and affordably, with just one call. TRAC recognizes that transportation is the key to maintaining the independence of older adults and persons with disabilities and is critical for their access to health services. TRAC is intended to facilitate reliable, safe, easy and timely service to appointments, while providing the opportunity for older adults and persons with disabilities to participate in the daily life of their communities. TRAC can also help to arrange for trips to the grocery store, visits to friends and family, the dentist’s office, and more. TRAC is accessed primarily via telephone, but initial contacts can be made via the project website at tracrochester.org.

Strategies, Activities, and Projects

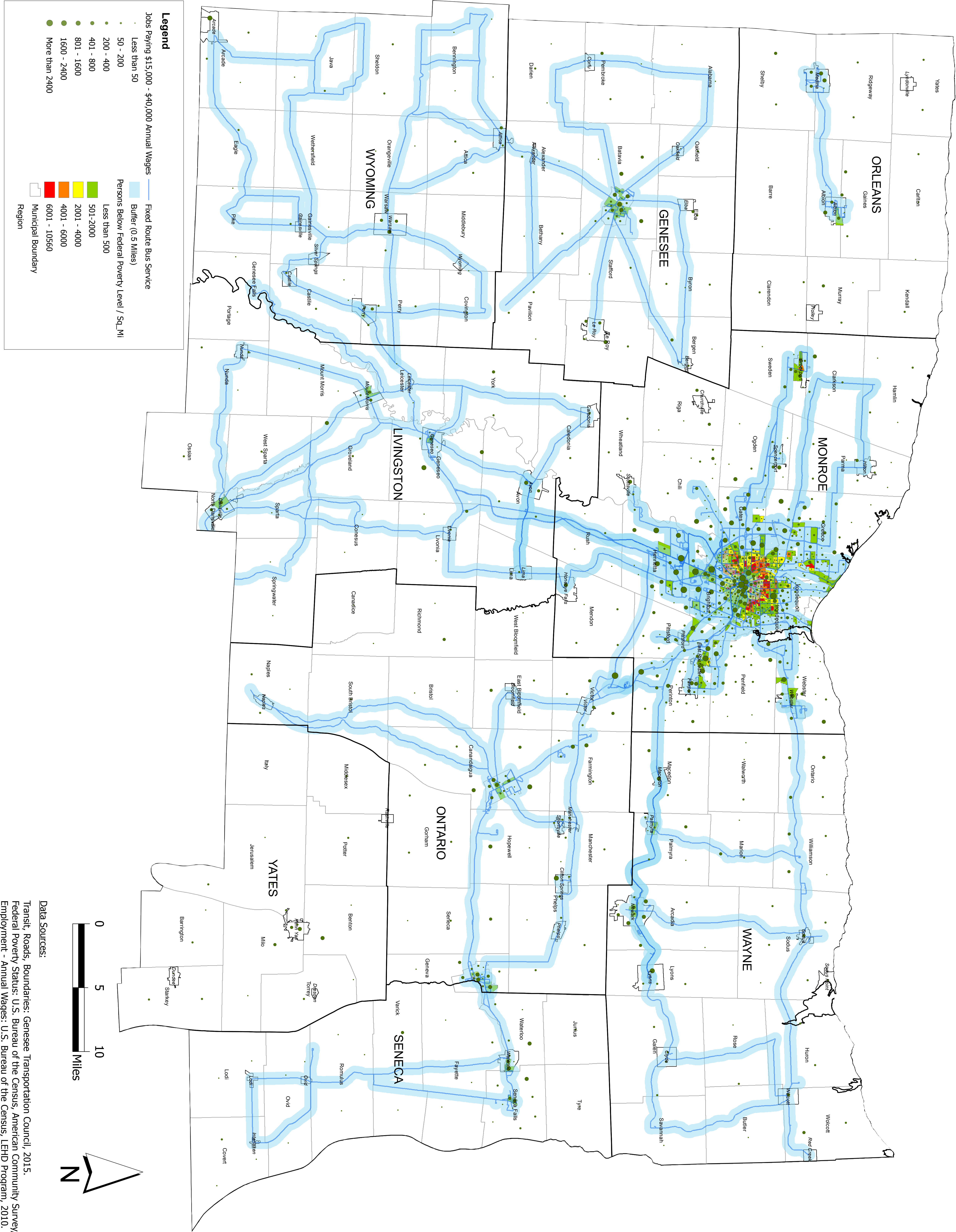
The 2016 Plan Addendum include strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery. These are prioritized for implementation based on resources, time, and ease of implementation for the specific strategies and/or activities identified. Plan recommendations fall into five general categories. The categories and example recommendations are listed below:

- 1) All –recommendations appropriate to all categories – Facilitate New Partnerships, Regional Cooperation, Jobs Access Strategies;
- 2) Mobility Management – Centralized Resource Directory, County Mobility Managers, Centralized Call Centers, Travel Training;
- 3) Policies – Regional and County Coordinating Councils, Bus Stop Maintenance and Improvements;
- 4) Specialized Transportation Services – Continuation of Support to Existing Services, Volunteer Driver Programs, Senior Transportation Network, Taxi Subsidy Program; and
- 5) Public Transportation – Travel Training, Transit Service Expansion and Improvements.

These recommendations are prioritized in near-, medium- and long-term time frames.

A summary of the prioritized recommendations is included below on Page 8 and a detailed listing is included in the text of the 2016 Addendum to the Coordinated Plan.

Figure 2.3 - People with Lower Incomes, Destinations, and Transit Bus Service



Data Sources:
Transit, Roads, Boundaries: Genesee Transportation Council, 2015.
Federal Poverty Status: U.S. Bureau of the Census, American Community Survey 2009-2013.
Employment - Annual Wages: U.S. Bureau of the Census, LEHD Program, 2010.
Prepared by Genesee Transportation Council Staff, July 2015

Coordinated Plan 2016 Addendum Prioritized Recommendations

Implementation Priority	Applicability	Strategy Title	Potential Lead Agency/Champion, Potential Participating Agencies
Near Term	All	Facilitate New Partnerships/ Regional Cooperation	RTS Monroe, RTS regional systems, County Arcs, Specialized Transportation Service Providers, Municipalities
		Job Access Strategies	RTS Monroe, RTS regional systems, County Human Service Departments, Nonprofit organizations, private employers
	Mobility Management	Centralized Resource Directory	County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
		County Mobility Managers	RTS Monroe, RTS regional systems, County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Mobility Management, Specialized Transportation Services	Volunteer Driver Program	County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Policies	Regional and County Coordinating Councils	County Human Service Departments, other County Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Public Transportation, Mobility Management	Travel Training	RTS Monroe, RTS regional systems, County Human Service Departments, Nonprofit organizations
	Specialized Transportation Services	Continuation of Support to Existing Services	Federal/State government, existing and prospective providers,
Medium Term	All	Marketing and Information Campaigns	RTS Monroe, RTS regional systems, County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Mobility Management	Centralized Call Centers	RTS Monroe, RTS regional systems, County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Mobility Management	Regional Mobility Management Network	RTS Monroe, RTS regional systems, County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
	Policies	Bus Stop Accessibility and Maintenance Improvements	RTS Monroe, RTS regional systems, municipalities
	Public Transportation, Specialized Transportation Services	Innovative Transportation Service Designs	RTS Monroe, RTS regional systems, Nonprofit organizations, private firms (Uber, Lyft, etc.)
		Transit Service Expansion and Improvements	RTS Monroe, RTS regional systems, Community Transportation Providers, others
	Specialized Transportation Services	Senior Transportation Network	Private citizens, Nonprofit organizations, ITN America
		Taxi Subsidy Program	County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations
Long Term	Mobility Management	Regional Technology Network	RTS Monroe, RTS regional systems, County Human Service Departments, County Transportation Coordinating Councils, Nonprofit organizations