

Orange County Coordinated Public Transit / Human Service Transportation Plan

final
plan

prepared for

Orange County, NY

prepared by

Cambridge Systematics, Inc.

final plan

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date

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1.0 Introduction

The Orange County Coordinated Health & Human Services Transportation Plan (OCCHSTP) was developed to address the transportation needs of individuals with disabilities, seniors, low income populations, and other Orange County residents with enhanced mobility needs. As a recipient of funding under the Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310) Program, this document is required as a means of strategy development and prioritization that identifies the needs of those target populations within Orange County. This requirement was put forth under the Safe Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU), signed into law on August 10, 2005 and re-authorized under the Fixing America's Surface Transportation (FAST) Act on December 4, 2015.

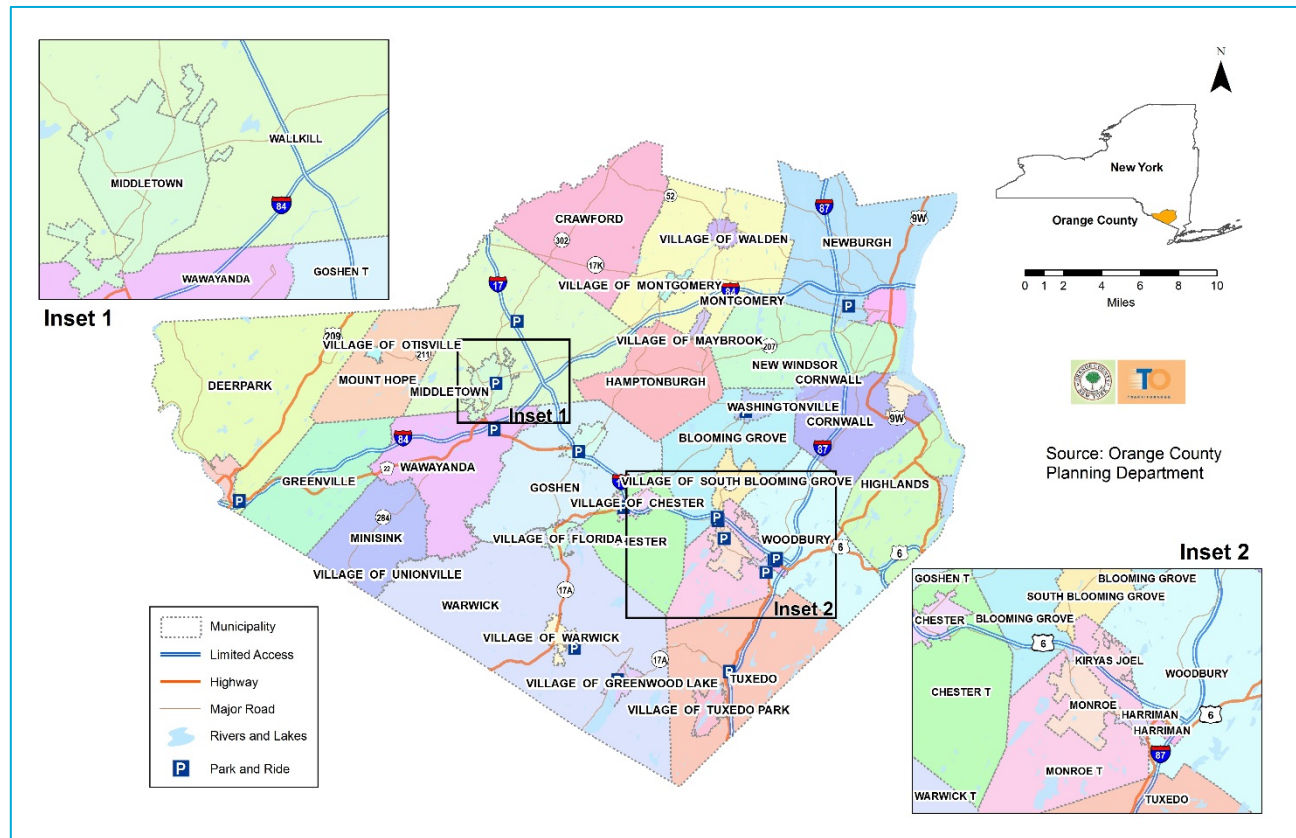
2.0 Context & Profile of Orange County

The context & profile of Orange County serves as the first step in identifying and addressing the needs of Orange County individuals with enhanced mobility needs. The chapter is broken out into multiple components:

- **General Profile of Orange County:** Geographical context of Orange County within the Greater New York Metropolitan Region
- **Transportation Demand:** Identification of demand for transportation and mobility needs in Orange County based on county-wide demographics
- **Transportation Supply:** Identification of all transportation services available to residents of Orange County.

2.1 Geographical Context

Situated on the northwest outskirts of the New York-Newark-Jersey City, NY-NJ-PA Metropolitan Statistical Area (MSA), Orange County ranges from rural to urban in land use character. Located approximately 60 miles from New York City, Orange County is bordered by Putnam County and Dutchess County to the east, Rockland County, Passaic County, NJ, and Sussex County, NJ to the south, Pike County, PA to the west, and Sullivan County and Ulster County to the north.

Figure 1: Orange County Base Map

Formerly a rural and agricultural region, Orange County has experienced sustained growth over recent decades, as a result of relatively cheaper housing and proximity to large urban centers. This growth has primarily occurred in the form of automobile-oriented suburban development along the State Highway 17 and Interstate 87 corridors within proximity to the County's primary urban centers of Middletown and Newburgh, as well as at the confluence of these 2 thoroughfares in Monroe and Woodbury. Outside of these locations however, Orange County still remains rural, especially towards the southern and western fringes of the county.

These geographic trends present both opportunities and challenges in the provision of transportation to Orange County residents with enhanced mobility needs. On the one hand, Orange County contains three densely populated centers: Newburgh, Middletown, and to a lesser extent, Port Jervis. However, these three cities are upwards of 20 miles from one another, while surrounding areas, especially along the Interstate 84 corridor, are sparsely populated. Especially within these more isolated areas of Orange County, accessibility can be a challenge due to narrow and steep roadways as a result of the Orange County's hilly terrain. Regardless of location, demand for accessible transportation is evident throughout all portions of Orange County. The demographic profile to follow further examines this demand by identifying certain populations across Orange County who are particularly likely to have enhanced mobility needs.

2.2 Transportation Demand: Demographics of Orange County

The purpose of the demographics section of the profile of Orange County is to identify the demand and need for transportation and enhanced mobility needs. In particular, the following demographics are examined:

- Population & population density
- Population age
- Ethnicity
- Income & poverty
- Populations with disabilities

2.2.1 Population Density

Although a relatively broad demographic, population density is a significant indicator of transportation demand, in that areas of higher population density will naturally create higher transportation demand. As Figure 2 shows, the densest portions of Orange County include Middletown, Newburgh, and the Monroe-Kiryas Joel areas. Outside of these urban centers, densities vary. Certain locations surrounding the three urban centers tend to be suburban in character, with densities of between 500 and 1,500 people per square mile. Rural densities however still make up a large portion of the County, with areas such as Tuxedo, Warwick, Minisink, Deerpark, Cornwall, Crawford, and portions of Wallkill having sparse population densities of below 500 people per square mile.

Figure 2: Orange County Population Density by Census Tract

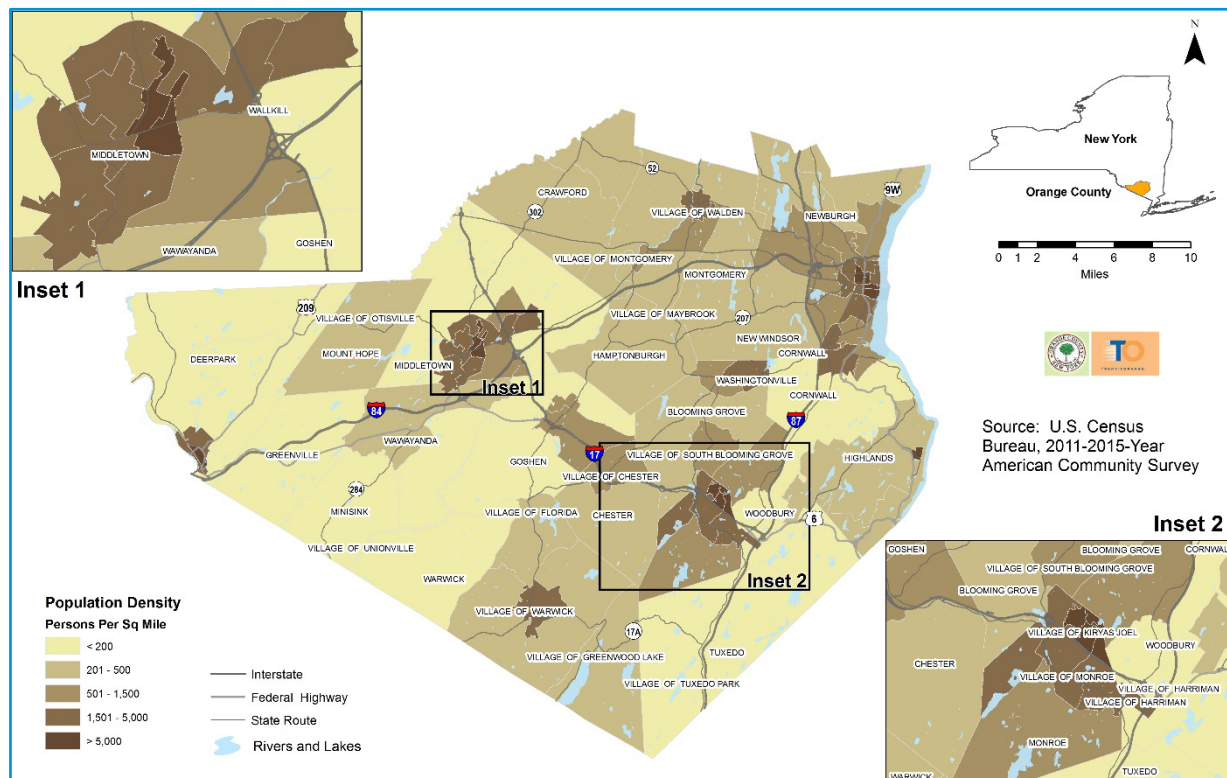
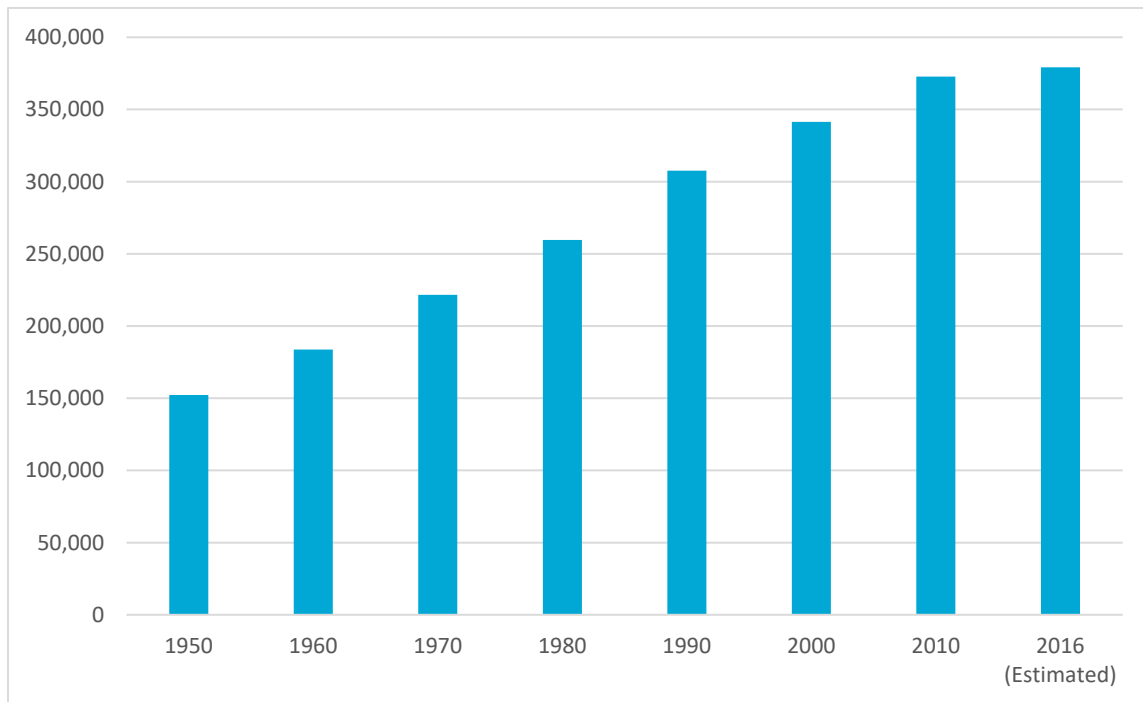


Figure 3: Orange County Population (1950-2016)

2.2.2 Population Age

Another important indicator of County-wide transportation demand is age, and in particular, the presence of senior citizens. Factors such as fixed incomes from Social Security, increased medical needs, and reduced capabilities to operate automobiles, make senior citizens a key population demographic likely to have enhanced mobility needs. As the population cohort pyramids in Figures 4 and 5 show, senior populations, defined as those individuals over age 65, are expected to increase significantly between 2015 and 2025. This mirrors the trend evident across the entire United States, in which the ‘baby boomer’ generation, born in the mid-1940s through mid-1960s, begins to retire. Because later generations have had children at lower rates, senior citizens are representing an increasingly larger share of the total population. This trend is increasingly significant in Orange County where total population continues to grow.

Figure 4: Current Age Breakdown of Orange County¹

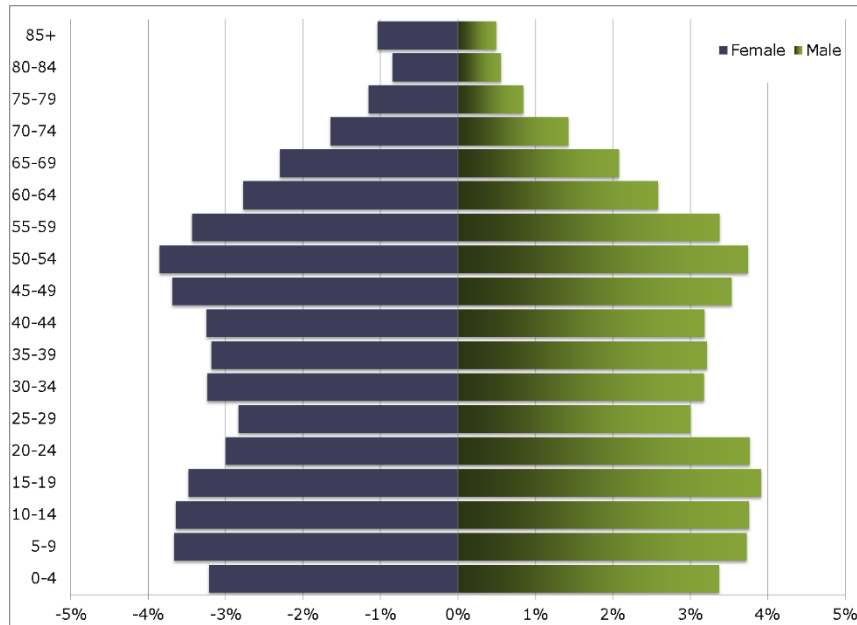
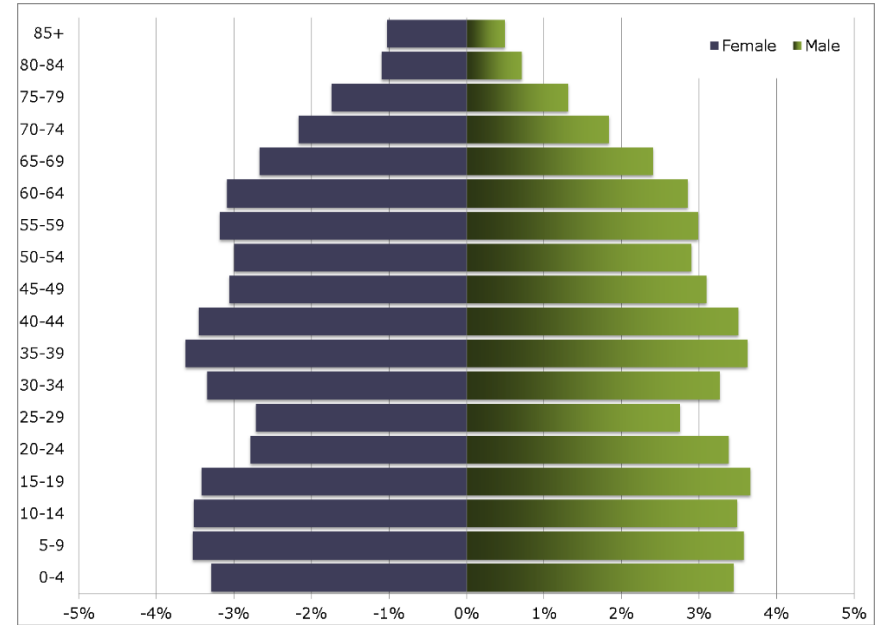


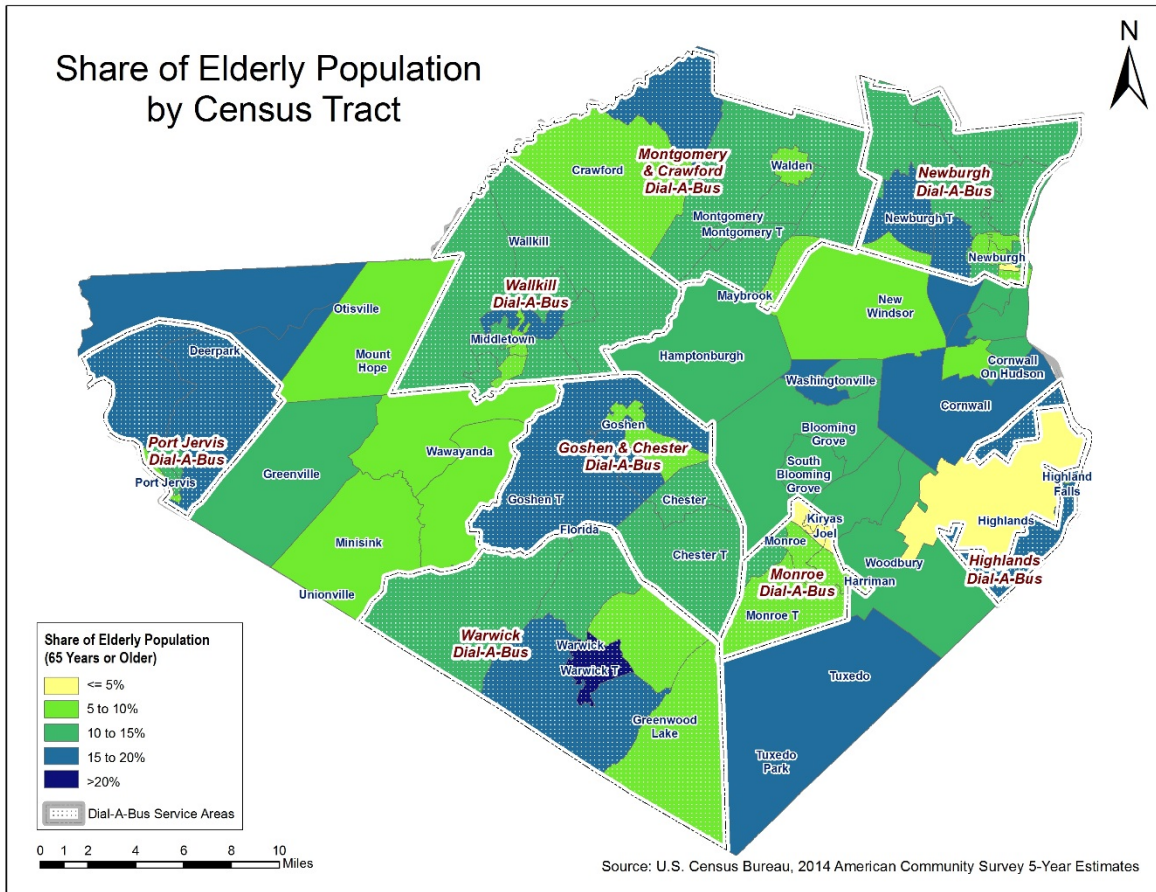
Figure 5: 2025 Projection of Orange County Age Breakdown



¹ Source: United States Census 2011-2015 Figures

The geographic breakdown of senior populations is provided in Figure 5. As the map shows, senior populations are dispersed throughout the County, especially in rural areas such as Deerpark, Warwick, and Tuxedo, where they comprise at least 15% of the total population. At the same time however, other rural areas such as Mount Hope, Wawayanda, and Minisink have noticeably lower proportions of seniors, which could be attributed to the presence of fewer senior citizen and/or nursing homes. Regardless, these trends, in terms of statistical and geographical breakdowns, indicate that mobility needs of senior citizens are evident throughout all of Orange County.

Figure 6: Spatial Breakdown of Senior Citizens in Orange County

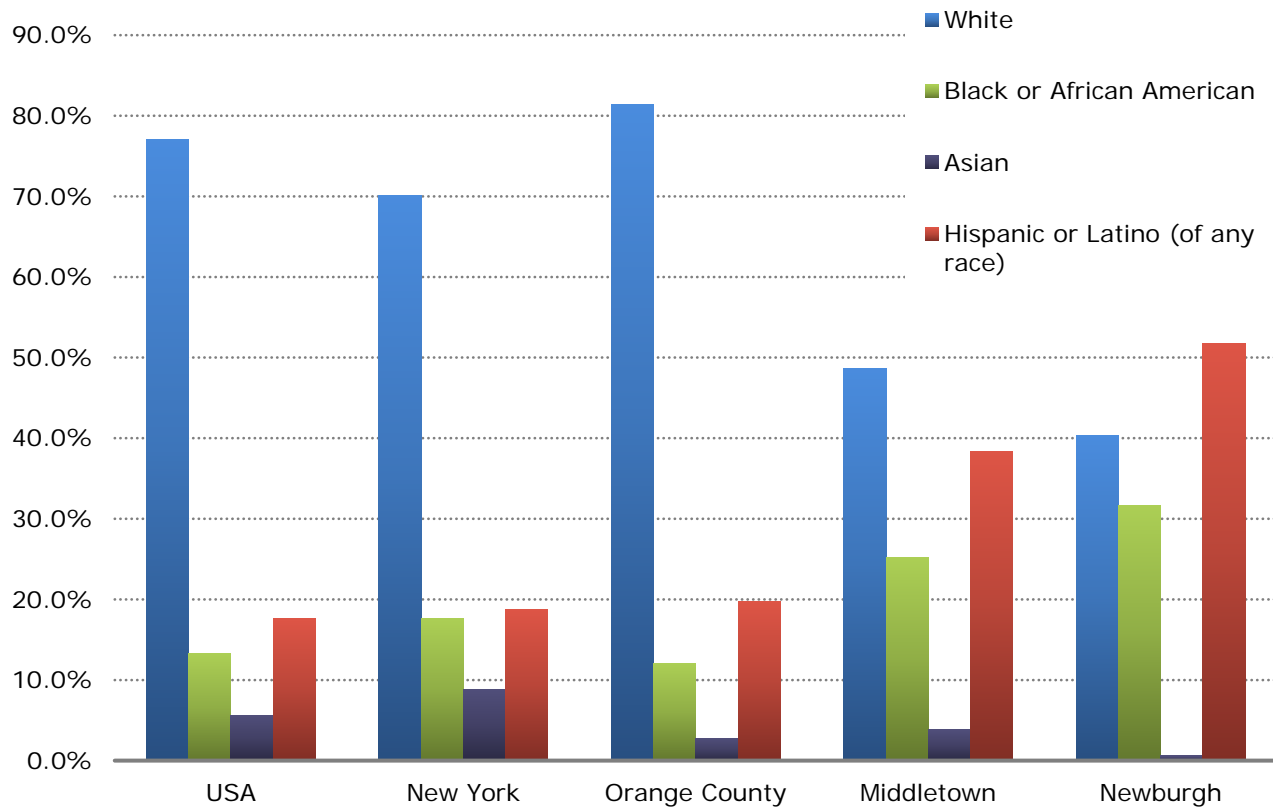


2.2.3 Race & Ethnicity

In addition to age, ethnicity tends to be an important indicator of mobility needs. While race and ethnicity alone does not correspond to enhanced mobility needs, racial and ethnic minority populations, tend to have lower incomes than white populations, which could result in higher demand for public transportation and human services transportation. As Figure 6 shows, in terms of ethnicity, Orange County is noticeably more homogenous than New York and the United States as a whole, with over 80% of the population identifying as white. Particularly striking however, is the larger proportion of racial and ethnic minority populations in the urban centers of Middletown and Newburgh. In both cities, less than half of residents identify as white, while a significantly higher proportion identify as of Hispanic or Latino origin. In both cities, Blacks & African Americans

comprise a sizable proportion of approximately 25% to 30% of the total population. Given Orange County's large proportion of whites, this indicates that Middletown and Newburgh likely make up most of the County's racial and ethnic minority populations.

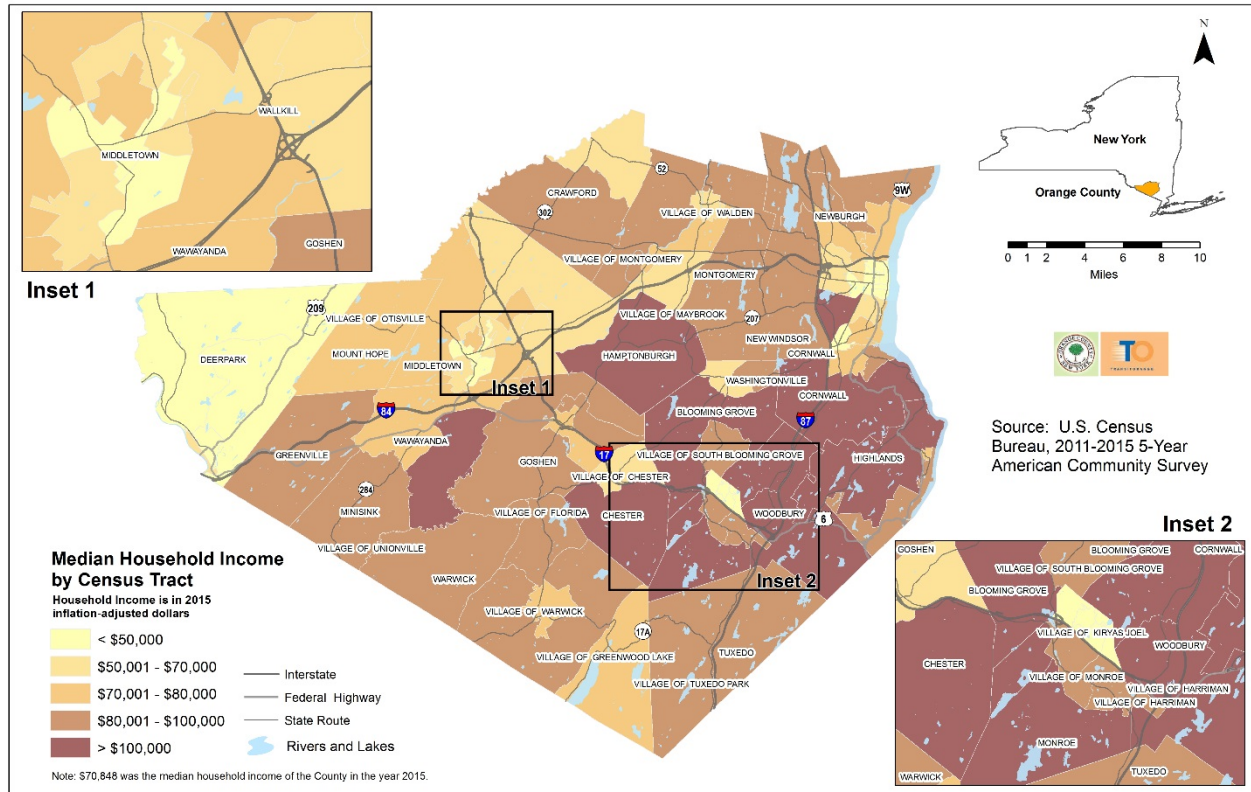
Figure 7: Breakdown of Race and Ethnicity for Orange County²



2.2.4 Income & Poverty

The stark differences in urban and non-urban demographics are further examined through income demographics. As of 2015, Orange County's median income was just under \$71,000, significantly higher than the statewide figure of about \$59,000. As Figure 7 shows however, higher incomes are primarily concentrated in the suburbs and exurbs in the eastern portion of Orange County, with proximity to New York City and other adjacent urban areas. In these areas, median incomes tend to exceed \$100,000, contributing most to Orange County's relatively wealthy status. Lower incomes on the other hand, are mostly concentrated in Middletown and Newburgh, which also comprise most of Orange County's racial and ethnic minority populations. Lower incomes are also evident in particularly rural areas in the western portion of Orange County, including Deerpark and portions of Wallkill and Crawford. An additional area of lower income is the Village of Kiryas Joel.

² Note that the concept of Hispanic origin is separate from the concept of race. The fact that the ethnic breakdowns do not necessarily add up to 100% is attributed to these concepts being separate from one another.

Figure 8: Orange County Median Household Income by Census Tract

Those lower-income populations living under the poverty line is also important to consider when gauging mobility needs, in that such populations may not be able to afford an automobile, regardless of age and ethnicity. As of 2015, just over 9% of Orange County residents (Table 1) live below the federal poverty line. These figures are elevated in Middletown (17%) and especially Newburgh where 33% of the population lives in poverty. Additionally, although a predominantly white municipality, the City of Port Jervis has an elevated poverty rate, as a smaller urban center in the western portion of the County.

Table 1: 2015 Median Income & Poverty Rates for Orange County & Select Municipalities

	Median Household Income	Percent Population Below Poverty Line
New York State	\$59,269	12.0%
Orange County	\$70,848	9.3%
Port Jervis	\$41,682	11.3%
Middletown	\$50,441	16.9%
Newburgh	\$34,348	32.7%

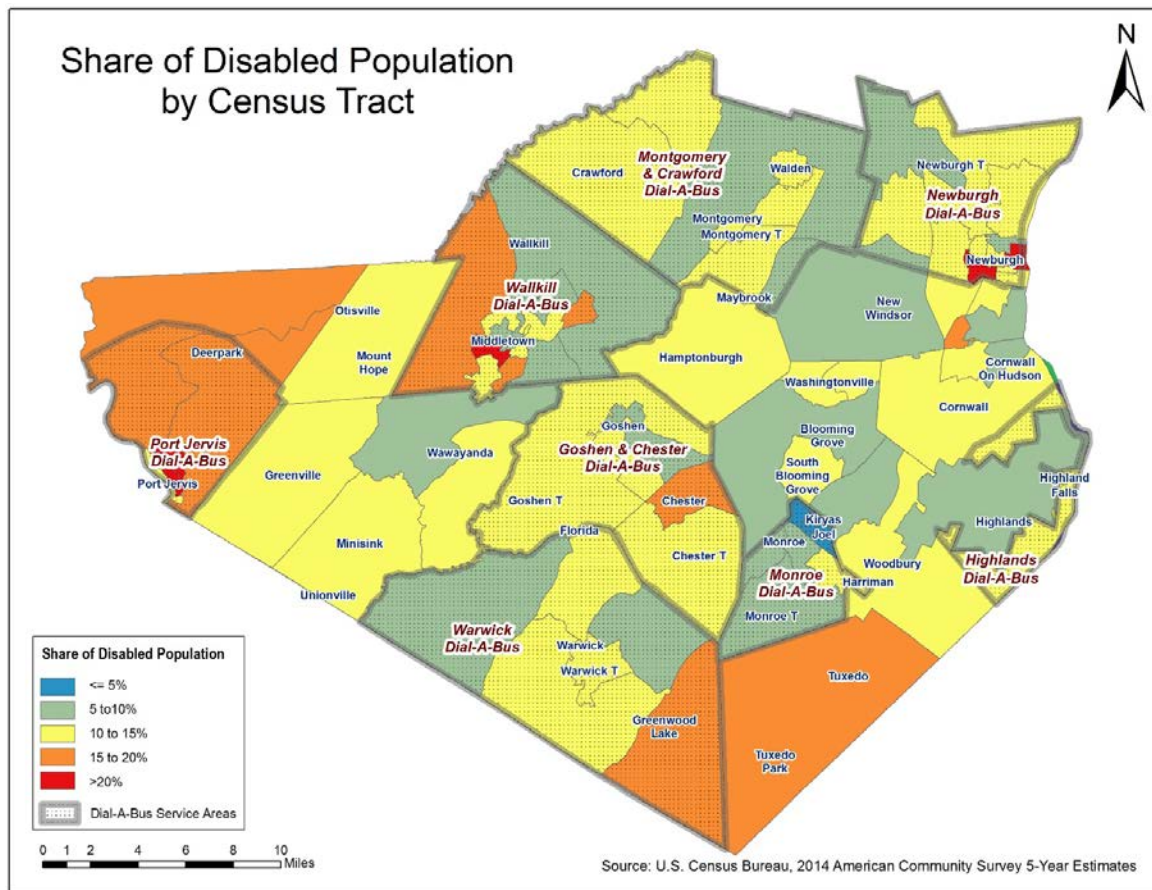
Although income and poverty rates are important indicators of mobility needs, it's important to note that low income individuals live throughout the entire Orange County region. Even areas

considered higher income in terms of median income are home to lower income individuals and families who may also live in poverty. Such populations will be important to keep in mind in the assessment of transportation needs and the provision of public transportation and human services transportation.

2.2.5 Populations with Disabilities

Lastly, populations with disabilities are examined. This population is particularly important to consider in the provision of health and human services transportation, in that developmental, behavioral, and physical disabilities can significantly limit the ability to get around. As shown in Figure 8, populations with disabilities are present in both urban and rural portions of Orange County. The highest proportions are located in Middletown, Newburgh, and Port Jervis, where upwards of 20% of the population possesses some sort of disability. However, higher rates of people with disabilities are also evident in neighboring areas including Deerpark, and portions of Wallkill. Additionally, high rates of over 15% are present throughout Tuxedo, Chester, and Warwick/Greenwood Lake. These figures indicate that while demand amongst populations with disabilities is highest in urban areas, there is noticeable demand in rural locations, especially in the southern and western portions of Orange County.

Figure 9: Share of Disabled Population by Census Tract



2.2.6 Demographics & the Demand for Transportation

Based on these demographics, the following is evident about the demand for health and human services transportation in Orange County:

- There is likely strong demand in the urban areas of Middletown and Newburgh. This can be attributed to factors of higher population densities, higher concentrations of racial and ethnic minorities, lower incomes, and higher concentrations of individuals with disabilities.
- Senior populations, defined as individuals over the age of 65, are dispersed throughout Orange County, with the highest proportions present in Deer Park, Warwick, and Tuxedo.
- Rural demand for transportation services exists throughout the majority of Orange County. Areas with the highest demand are Deerpark, Crawford, and portions of Wallkill. This is attributed to factors of geographic isolation, lower incomes, higher concentrations of senior citizens, and higher concentrations of people with disabilities.

Given these factors in transportation demand, the supply-side of countywide transportation is examined next. This is particularly important for identifying the extent to which transportation is available to those populations identified in this section.

2.3 Transportation Supply: Existing Transportation Services in Orange County

Whereas the demographic profile illustrates the demand for public transportation in Orange County, this section identifies the existing supply of transportation throughout the county. This includes public transportation (local Dial-A-Bus, fixed-route, and paratransit) operated under Transit Orange, as well as other public transit and human services options. The supply of transportation includes the following types of transportation services:

- Municipal Dial-A-Buses
- Fixed-route transportation
- Paratransit
- Transportation services (vans & buses) provided by other Orange County/regional agencies and organizations
- Municipal shuttles and circulators
- Intra-county & regional transportation
- Commuter services
- Taxis, rideshare, & ridehailing services

2.3.1 Municipal Dial-A-Buses

Municipal Dial-A-Buses, operated under Transit Orange, constitute a large portion of the public transportation services available to Orange County residents. Open to the general public, Dial-A-Buses provide curb-to-curb transportation service, usually within that particular municipality's borders. To schedule a pick-up, riders are required to call the local Dial-A-Bus headquarters and make a reservation at least 24 hours in advance. Service is arranged on a first-come, first-served basis, and since certain timeslots can fill up, riders are encouraged to make reservations as early as possible. At this point, the dispatcher will make every effort to accommodate the rider's requested pick-up time(s) and will notify them of the arrival time. Riders are expected to be ready to go a number of minutes in advance of the agreed upon time in order to accommodate for traffic conditions and other passengers.

Because Dial-A-Buses are operated and maintained by each individual municipality, and not directly by Orange County, service details and parameters can change without notice. The following Dial-A-Bus profiles are accurate as of March 2018. However, existing and prospective riders are encouraged to contact each municipality directly for the most up-to-date information.

Goshen-Chester Dial-A-Bus

The Goshen-Chester Dial-A-Bus provides service within the Towns of Goshen and Chester, including the Villages of Goshen and Chester, from Monday through Saturday between the hours of 8:00 AM and 5:00 PM. One-way fares are \$4.00 for the general public and \$2.00 for seniors over the age of 60, people with disabilities, and Medicare card holders. Children under the age of 6 ride for free.

Highlands Dial-A-Bus

The Highlands Dial-A-Bus provides service within the Town of Highlands. Service is operated Monday through Friday between 8:00 AM and 3:45 PM. On Saturdays, in addition to service within Highlands, service is also provided to the Newburgh Mall, the Vails Gate hamlet of New Windsor, and Harriman Commons in the Town of Woodbury on the following schedule:

- 1st Saturday of the month: Newburgh Mall & Vails Gate
- 2nd & 4th Saturday of the month: Vails Gate
- 3rd Saturday of the month: Vails Gate or Harriman Commons

Service on Saturdays is operated between 9:00 AM and 1:00 PM. One-way fares are \$1.00 for the general public and \$0.50 for seniors over age 60, people with disabilities, and Medicare card holders. Children under the age of 4 ride for free.

Monroe Dial-A-Bus

The Monroe Dial-A-Bus provides service within the Town of Monroe, including the Villages of Monroe, Harriman, and Kiryas Joel. Service is operated from Monday through Friday. On Mondays and Fridays, service is between 6:00 AM and 5:00 PM. On Tuesdays, Wednesdays, and Thursdays

service is between 6:00 AM and 5:45 PM. One-way fares are \$2.00 for the general public and \$1.00 for seniors over age 60, people with disabilities, and Medicare card holders. Children under the age of 5 ride for free.

Montgomery Dial-A-Bus

The Montgomery Dial-A-Bus provides service within the Towns of Montgomery and Crawford, including the Villages of Walden and Maybrook. Service is operated from Monday through Friday between 7:45 AM and 4:00 PM. One-way fares are \$1.00 for the general public and \$0.50 for seniors over age 60, people with disabilities, and Medicare card holders. Children under the age of 10 ride for free.

Newburgh Dial-A-Bus

The Newburgh Dial-A-Bus provides service within the Town of Newburgh. Service is also provided to and from any location within the City of Newburgh, but must originate from the Town of Newburgh. Service is operated from Monday through Friday between 8:30 AM and 4:00 PM. One-way fares are \$1.00 for the general public and \$0.50 for seniors over age 60, people with disabilities, and Medicare card holders. Children under age 6 ride for free.

Port Jervis Dial-A-Bus

The Port Jervis Dial-A-Bus provides service within the City of Port Jervis and within a 3-mile radius of the City of Port Jervis municipal boundary within the State of New York. This includes portions of the Town of Deerpark. Service is operated from Monday through Saturday between 6:00 AM and 5:00 PM Monday through Friday and between 9:00 AM and 2:00 PM on Saturdays. One-way fares are \$1.00 for the general public and \$0.50 for seniors over age 60, people with disabilities, Medicare card holders, and students. Children under age 5 ride for free.

Warwick Dial-A-Bus

The Warwick Dial-A-Bus provides service within the Town of Warwick, including the Villages of Warwick, Florida, and Greenwood Lake. Service is operated from Monday through Friday between 8:00 AM and 5:30 PM. One-way fares are \$2.00 for the general public and \$1.00 for seniors over age 60, people with disabilities, and Medicare card holders. Children under age 4 ride for free.

Wallkill Dial-A-Bus

The Wallkill Dial-A-Bus provides service within the Town of Wallkill. Service is operated from Monday through Saturday. Monday through Fridays service is between 6:30 AM and 5:00 PM, and is between 8:00 AM and 3:30 PM on Saturdays. One-way fares are \$3.00 for the general public and \$1.00 for seniors over age 60, people with disabilities, and Medicare card holders. Children under age 4 ride for free.

2.3.2 Fixed-Route Transit

Three fixed-route bus transportation services are operated under Transit Orange. Operated in and around the municipalities of Middletown, Newburgh, and Kiryas Joel, service runs on fixed routes and time points. This service runs on buses larger than the municipal Dial-A-Buses and also provides an option for curb-to-curb paratransit (further described in the following section). One-way fares all systems are \$1.50 for the general public and \$0.75 for seniors over age 60, people with disabilities, and Medicare card holders.

In addition, Ulster County Area Transit (UCAT) provides service on one route into and out of Newburgh. Because this service is operated by Ulster County and not Orange County, regulations regarding paratransit differ and are not available outside of Ulster County boundaries.

Middletown Area Transit

The Middletown Area Transit system consists of 4 Transit Orange bus routes operated in and around the City of Middletown. Operated on approximately 75-minute frequencies, the 4 routes begin and terminate at the Railroad Avenue Coach USA Bus Terminal. While service has traditionally operated Monday through Fridays, Middletown recently began Saturday service as of January 2018. The 4 routes are as follows:

Route 1: Highland Ave - Tall Oaks – Summitfield Community Campus

Serves the southern portion of Middletown, including the Middlecrest Crossing, Sutton Hill, and David Moore Heights housing complexes. Additional points of interest served include the Middletown campus of Orange County Community College and Campbell Shopping Plaza.

Route 2: David Moore Heights – Shoprite (Dolson Avenue) – Middlecrest Crossing – Amchir – OCCC

Serves the northern portion of Middletown, including the Summitfield and Tall Oaks housing complexes.

Route 3: Walmart – Galleria – Crystal Run Healthcare – Orange Regional Medical Center

Serves the eastern portion of Middletown, as well as the Crystal Run medical and shopping complexes, as well as portions of the Route 211 retail corridor shopping plazas in Wallkill.

Route 4: Senior Way – Aldi – Shoprite (Route 211) – Price Chopper

Serves the eastern portion of Middletown, including the Senior Way senior citizen housing complex in Wallkill. Shopping plazas along the Route 211 retail corridor are also serviced.

Newburgh Area Transit

Newburgh Area Transit consists of 4 routes operating in and around the City of Newburgh. The 4 routes begin and terminate in Downtown Newburgh at either the Broadway at Liberty Street intersection, or at the Newburgh Campus of St. Luke's Cornwall Hospital. Service is operated

Monday through Saturday on 30-minute (Broadway Route) and 60-minute (all other routes) frequencies. The 4 routes are as follows:

Northside:

Serves the northern portion of the City of Newburgh. Service is also provided to the Mid-Valley Mall in the Town of Newburgh. Service is operated on an hourly basis.

Crosstown:

The Crosstown route connects the 2 campuses of St. Luke's Cornwall Hospital (the Newburgh and main Cornwall campuses). The Crosstown route additionally services portions of the southern portion of the City of Newburgh, as well as the Town of New Windsor, including the Hamlet of Vails Gate. Service is operated on an hourly basis.

Broadway:

Serves the Broadway (Route 17K) corridor of the City and Town of Newburgh. The Broadway route operates between Downtown Newburgh and the Newburgh Mall, on 30-minute frequencies.

Southside:

Serves the southern portion of the City of Newburgh, including the Newburgh Ferry Docks, and the Kenney and Lake Drive apartment complexes. Service is operated on an hourly basis.

Village of Kiryas Joel

A total of 3 transit routes operate throughout the Village of Kiryas Joel and parts of the surrounding area. Servicing most parts of the municipality, service begins and ends at the Kiryas Joel Shopping Center in the central business district. Service is operated Mondays through Thursdays, with reduced service on both Fridays and Sundays on an approximately 2-hour frequency. The routes are as follows:

Woodbury Common

Provides service throughout the eastern portion of Kiryas Joel, with on-request drop-off service available to the western portion of the Village. In addition, service is provided to the central business district of Monroe, as well as Woodbury Commons.

Local Route

The local route operates throughout the entire Village of Kiryas Joel and serves as a municipal circulator.

Walmart

Provides service throughout the entire Village of Kiryas Joel. In addition, service is provided to the central business district of Monroe, as well as the Walmart at Harriman Commons.

Ulster County Area Transit: Newburgh to New Paltz

Separate from Transit Orange of Orange County, Ulster County's UCAT system operates one route between Newburgh to New Paltz. Operated on weekdays only, a total of 4 daily runs are operated with intermediate stops including the Newburgh Coach USA Bus Terminal, Mid-Valley Mall, and the Hamlet of Modena in the Town of Plattekill in Ulster County. New Paltz is home to the State University of New York (SUNY) New Paltz Campus.

2.3.3 Paratransit

Mandated by the Americans with Disabilities Act of 1990, fixed-route operators are required to also provide transportation service to individuals with disabilities that prevent them from accessing the fixed-route. As a means of providing comparable service to the fixed-route in terms of location and hours of service, ADA fully-accessible curb-to-curb paratransit service is available to individuals exclusively within $\frac{3}{4}$ of a mile of the fixed-route, in that trips must originate and terminate within this zone. Paratransit service is available for all 3 Transit Orange fixed-route services in Orange County - Middletown, Newburgh and Monroe at a cost of \$0.75 per trip. This passenger fare is waived for official Personal Care Attendants (PCAs) providing assistance to the paratransit rider, but not for companions. Ride Right LLC is the operator of Transit Orange paratransit services in Orange County.

Unlike the municipal Dial-A-Buses, paratransit is not open to general public. To be eligible, riders must apply and be approved by Orange County as a certified ADA Paratransit rider. Reservations for rides must be made by phone and confirmed by the paratransit dispatcher at least one day in advance of the desired trip.

In order to provide service comparable to fixed-route service to individuals with disabilities, paratransit service is subject to additional regulations regarding service reservations:

-Responding to Reservation Requests: Orange County's policy is that at least 95% of telephone calls to the paratransit dispatcher (Ride Right LLC) must be answered within 3 minutes and 99% of calls must be answered within 5 minutes. Callers to the paratransit dispatcher are placed on queue in the event of heavy caller traffic, with an option to leave a voicemail for a callback reservation.

-Accommodation of Reservation Requests: Federal regulations allow for a 2-hour window to accommodate a request for a pick-up. For example, a request for a 1:00 PM pick-up allows for a window of between 12:00 PM and 2:00 PM. If the dispatcher cannot accommodate the 2-hour window, County and federal regulations constitute this as a denial, which must be recorded and logged as such.

For more information on paratransit service, current and prospective riders are encouraged to contact Transit Orange or Ride Right LLC.

2.3.4 Transportation Services Provided by Other Agencies & Organizations

The following transportation services are available throughout the entire county. These human services transportation options are not provided under Transit Orange, but rather through other county and New York/Hudson Valley Regional agencies and organizations. For more information on these services, current and prospective riders should contact those agencies and organizations directly.

Access: Supports for Living Transportation

Access: Supports for Living is a not for profit agency that provides a wide range of services to individuals with behavioral, intellectual, and developmental disabilities in the Hudson Valley Region, including Orange County. Areas of focus include Community Counseling Centers, Personalized Recovery-Oriented Services (PROS), OnTrack NY, Mobile Mental Health and Crisis Respite, Care Management, Children and Families Services, Community Living Programs with opportunities ranging from homes with 24/7 support to integrated supported housing and scattered site apartments across the Hudson Valley. Services also include Community habilitation and day habilitation programs, employment services and Transportation services to assist hundreds of individuals each day as they travel to various health and service centers, community jobs and recreational opportunities. As part of these services, Access provides ADA-accessible transportation for individuals with disabilities of Orange County. Residents and care takers of Orange County interested in these services should contact Access: Supports for Living for additional information.

Orange County Veterans Service Agency VA Van Service

The Orange County Veterans Service Agency operates an ADA-accessible van service that is free of charge and open to all military veterans of Orange County. The service travels to and from the Castle Point Veterans Administration (VA) Hospital in Wappingers Falls, just across the Hudson River from Newburgh and Orange County, as well as to the James J. Peters VA Medical Center in the Bronx. Reservations can be made by calling the Orange County Veterans Service Agency.

The service to Castle Point is operated Mondays, Tuesdays, Thursdays and Fridays. Designated pick-up points in Port Jervis, Greenville, Middletown, Montgomery, Newburgh, Goshen, Warwick, Greenwood Lake, and Monroe are served. Pick-up times are determined based on the need to arrive at Castle Point by 9:00 AM and the demand and locations of veterans requiring pick-up. The 9:00 AM arrival time is required to accommodate additional transportation services operated to and from Castle Point by the Veterans Administration Healthcare System. For the return trip to Orange County, the van departs Castle Point at 2:00 PM.

On Wednesdays, the van service is provided from designated pick-up locations in Newburgh and Middletown to the James J. Peters VA Medical Center in the Bronx. For the return trip to Orange County, the van departs the James J. Peters VA Medical Center at 3:00 PM.

Veterans and prospective riders should contact the Orange County Veterans Service Agency for additional information.

Jewish Family Services

Jewish Family Service of Orange County is a non-profit organization that provides human services and helps individuals connect with additional resources. Open to people of all backgrounds, Jewish Family Services specializes in the provision of services to adults with disabilities. Clients include people with developmental disabilities, older adults, children in need of support, single parents, and individuals who identify as LGBTQ. As part of their client services, Jewish Family Services is able to provide transportation to and from appointments. Residents and caretakers of Orange County interested in these services should contact Jewish Family Services of Orange County for additional information.

New York State Non-Emergency Medical Transportation

Managed by the New York State Department of Health, Non-Emergency Medical Transportation (NEMT) is a program that provides contracted transportation for Medicaid enrollees for approved non-emergency medical services. To schedule NEMT service, eligible riders are required to call Medical Answering Services who will then schedule the ride. These rides can be provided by a variety of transportation modes including public transit, taxi, and non-emergency ambulance depending on the location and type of appointment. Depending on these factors, riders must call in at least 3 to 5 days in advance to schedule NEMT. Residents and care takers of Orange County interested in these services should contact Medicaid, New York State Department of Health, or Medical Answering Services for additional information.

2.3.5 Municipal Circulators & Shuttles

Certain municipalities and organizations within Orange County also provide circulator-style routes, shuttles, and services. Current and prospective riders should contact each municipality directly for additional information.

Middletown Senior Shuttle

Supported by the Orange County Office for the Aging, Middletown Kiwanis Club, and the Lion's Club, the Middletown Senior Shuttle is available to all residents of Middletown over the age of 60. After reserving a day in advance, passengers are picked up from their residences with service available to anywhere within the city boundaries. Depending on the day of the week, service is also available to Middletown churches, the shopping centers along Route 211, the Galleria at Crystal Run, and the medical complexes of Crystal Run in Wallkill. Current and prospective riders should contact the City of Middletown for additional information.

Monroe Express Loop

The Town of Monroe operates an express loop shuttle between the Village of Monroe and Woodbury Commons on a limited number of runs. Service is operated Monday through Saturday.

Montgomery Senior Bus

The Montgomery Senior Bus is open to residents over the age of 60 who live in the Town of Montgomery or the Town of Crawford, including the Villages of Walden, Maybrook, and Montgomery. Two runs per month are provided to any medical facility in the Crystal Run area of the Town of Wallkill, including the Orange Regional Medical Center. There is no fee for this service, but a donation is suggested.

Wallkill Shuttle Bus

The Wallkill Shuttle Bus services a number of senior centers including the Wallkill Living Center and Senior Horizons, as well as apartment and condominium complexes in the Scotchtown section of Wallkill. The Shuttle Bus connects these residential complexes with shopping centers along the Route 211 corridor, including Shop Rite, Orange Plaza, and the Galleria at Crystal Run. Connections to the Middletown Area Transit fixed route service are available at the Kohl's bus stop in Orange Plaza. Service is also provided to the Crystal Run Medical Center. Fares are the same as for the Wallkill Dial-A-Bus (\$1.00 for seniors), and the Shuttle is run 5 times a day from Monday through Friday.

Warwick Transit

A number of shuttle services are provided by the Town of Warwick:

Local Shuttle Bus: Provides daily service between the Village of Warwick and the Shop Rite on Route 94 in the Town of Warwick. Certain runs also service the Village of Florida. A limited number of runs are operated to the Village of Florida as well.

Service to Wallkill: Provides service between the Village of Greenwood Lake, Town of Warwick, Village of Warwick, Village of Florida and Village of Goshen, and the Crystal Run section of Wallkill. Service is operated from Tuesday through Saturday, on a limited number of runs with reservations required. Connecting service is available to fixed-route service on Middletown Area Transit at the Orange Plaza Shopping Center. Reservations are required.

Service to Monroe: Provides service between the Village of Greenwood Lake, Town of Warwick, Village of Warwick, Village of Florida and Village of Goshen, and Harriman Commons and Woodbury Commons in the Towns of Monroe and Woodbury. Service is also provided to multiple supermarkets in the area and the medical complex at 505 Route 208 in the Town of Monroe, just north of the interchange with Route 17. Service is provided every Friday on a limited number of runs, with reservations required.

Service to Goshen: Provides service to Hatfield Lane and Matthew Street within the Village of Goshen, near the Route 17A and Route 17 interchange. Service is provided Monday through Saturday, with reservations required.

2.3.6 Intra-County & Regional Transportation

Intra-county bus routes operate across municipal boundaries and to other regional locations outside of Orange County. Coach USA is the primary provider of intra-county and regional service in Orange County through three different sets of routes. In addition, Monsey Trails operates a regional route into and out of Kiryas Joel.

Coach USA – Orange County Local Service

Coach USA's Orange County Local Service consists of 4 intra-county routes through Orange County. Operated daily at varying frequencies, these routes include the following:

Main Line: Services the Route 17 corridor between Middletown and Woodbury Commons, with intermediate stops including Crystal Run, Goshen, Chester, Blooming Grove, Monroe, and Harriman. Select runs continue beyond Middletown to Montgomery, as well as to the Harriman Metro-North Railroad Harriman Station from Woodbury Commons. A total of 5 weekday runs and 2 daily weekend runs are operated.

Newburgh to Central Valley: Operated between Newburgh and the Central Valley Park & Ride in the Town of Woodbury. Service is operated along Route 32, with stops including multiple hamlets in the Towns of Cornwall and New Windsor. Select runs continue beyond Newburgh and to Fishkill, Poughkeepsie, and Rhinebeck in Dutchess County. Service is operated primarily during the morning and afternoon rush hours.

Bear Mountain to West Point & Newburgh: This route is primarily operated between Bear Mountain and the West Point Military Academy, with intermediate stops including Fort Montgomery and the Village of Highland Falls. Select runs continue beyond West Point and into Newburgh via Cornwall and New Windsor. Service is operated approximately every 3 hours.

Newburgh to Middletown: In addition to Newburgh and Middletown, this route services Walden, Montgomery, as well as multiple industrial parks along the Route 17K corridor and various shopping centers, including the Galleria at Crystal Run in Wallkill. Select runs continue beyond Middletown and to Monticello in Sullivan County. Service is operated approximately every 2 hours.

Coach USA – Catskill Regional Service

Coach USA's Catskill Regional routes primarily service Sullivan County but also provide service to Orange, Ulster, and Delaware Counties of New York.

Middletown to Kerhonkson: Operated out of Middletown, this route services the Fair Oaks section of Wallkill in Orange County and continues into Sullivan County through the municipalities of Bloomingburg, Mamakating, and Wurtsboro. The route then continues into Ulster County via Route 209, servicing Wawarsing, and Ellenville, before terminating in the Kerhonkson Hamlet of the Town of Rochester.

Middletown to Monticello:

Local service connects Middletown to Monticello in Sullivan County. Monticello serves as a transit hub for Coach USA, providing bus service and connections to additional upstate New York destinations. Intermediate stops between Middletown and Monticello include locations within the municipalities of Bloomingburg, Mamakating, Wurtsboro, and Thompson in Sullivan County.

Coach USA – OWL Express

Coach USA's OWL Express is a regional bus service connecting Orange, Rockland, and Westchester Counties. Operating on 8 daily runs Monday through Friday, and on 3 daily runs on weekends, service is operated between Middletown and White Plains in Westchester County. Intermediate stops include the Goshen, Chester, Monroe, and Central Valley Park & Rides in Orange County, as well as the Shortline Transportation Center in Newburgh. Outside of Orange County, service is provided to Nanuet and Nyack in Rockland County, and Tarrytown in Westchester County. Beyond White Plains, select runs also continue to the Westchester Medical Center in Valhalla.

Coach USA – Port Jervis & Pennsylvania

The Port Jervis route connects Honesdale, Hawley, and Milford in Pennsylvania with Port Jervis and New York City. Although the service is operated primarily based on the '9 to 5' weekday work schedule in New York City, intermediate service is provided in Orange County. Intermediate stops include locations in Port Jervis, Middletown, and Waywayanda, including the Mid-Hudson Psychiatric Hospital, Chester, Monroe, and Woodbury Commons.

Monsey Trails

Monsey Trails operates a regional route between Kiryas Joel and the municipalities of New Square and Monsey in Rockland County. Service is operated 6 days a week, excluding Saturdays.

2.3.7 Commuter Services

Commuter transportation services primarily revolve around the '9 to 5' weekday work schedule with an emphasis of getting commuters into and out of New York City and the more urbanized portions of the New York City Metropolitan Region.

Newburgh-Beacon Shuttle

Operated by Leprechaun Lines, the Newburgh-Beacon Shuttle runs between Stewart International Airport, Newburgh, and the Beacon Metro-North Rail Station across the Hudson River. Service is operated in both directions from Monday through Friday, primarily during traditional commuting rush hours.

Rail Service

Orange County is directly serviced by the Port Jervis Rail line, which is operated by New Jersey Transit. Stops within Orange County include Harriman, Cornwall-Salisbury Mills, Campbell Hall

(Town of Hamptonburgh), Middletown-Town of Wallkill (located near the Galleria at Crystal Run in Wallkill), Otisville, and Port Jervis. The Port Jervis Line terminates at the Hoboken Rail Terminal. The line also stops at Secaucus Junction, a major rail terminal with connections to Penn Station, New York, and all New Jersey Transit rail lines and destinations.

Across the Hudson River in Beacon, service is operated on the Hudson Line of Metro-North Railroad. The Hudson Line is operated between Grand Central Terminal in New York City and Poughkeepsie. The Beacon Rail Station can be reached via the Newburgh-Beacon Shuttle, as well as the Newburgh-Beacon Ferry which operates Monday through Friday during traditional commuting rush hours.

Commuter Bus Service

Coach USA is the operator of multiple commuter bus coaches, at varying frequencies, into and out of New York City from Orange County. Service is provided to and from multiple areas, including Tuxedo, Harriman, Monroe, Chester, Goshen, Middletown, Wallkill, Waywayanda, Port Jervis, Newburgh, New Windsor, Highlands, and Stewart International Airport.

Terminating in the Village of Warwick, New Jersey Transit operates a route into and out of the Port Authority Bus Terminal via West Milford, Ringwood, Pompton Lakes, Wayne, and the Willowbrook Mall in New Jersey.

2.3.8 Ridehailing & Transportation Network Services

Ridehailing & transportation network services refers to taxicabs, ridesharing, and more recently, the rise of ridesharing services through mobile apps such as Uber and Lyft. These services are described in detail below:

Taxis

Orange County municipalities are serviced by a number of taxicab companies. Taxicabs are for-hire services that can provide curb-to-curb service, at the discretion of the taxicab company. In more urbanized areas, taxicabs can be hailed directly from the street. However, in smaller and less urbanized areas, such as Orange County, they are usually reserved by calling the taxicab's dispatcher. Fares will vary based on the particular taxicab company and the distance travelled.

[Taxicabs can offer both advantages and disadvantages in the provision of transportation of individuals with disabilities, seniors, low-income populations. On the one hand, taxis are able to provide reliable curb-to-curb service between most locations. However, taxis are also more expensive than public transit and fares tend to vary noticeably, very often at the will of the taxi operator.] *[Note bracketed text could be formatted as a separate side paragraph or box on the page]*

Transportation Network Companies

In recent years, ridehailing, primarily done through mobile apps (the most notable of which include Uber and Lyft), has become an extremely popular means of getting around, especially in large metropolitan regions. Known as transportation network companies (TNCs), these mobile apps allow

passengers to hail curb-to-curb rides, with payment taken care of through the apps. In 2017, the State of New York passed legislation allowing for the operation of TNCs throughout the entire state. Previously service was only available within New York City.

[The operation of TNCs in Orange County presents multiple opportunities and challenges for the provision of transportation to local residents. On the one hand, TNCs are usually cheaper and more reliable than taxis. Before a pickup occurs, passengers must first agree to the fare price, and they are also able to track their driver using an in-app GPS tracker. However, passengers must have a credit or debit card in order to use these apps, since payment is automated. This process may make it difficult for low-income and elderly populations to access these services. Additionally, not all TNCs may possess ADA capabilities to transport seniors and individuals with disabilities. Lastly, another issue is the availability of drivers. TNCs are only as effective as the availability of drivers, which may pose challenges during early morning and nighttime hours, and in rural areas.

Although TNCs do not yet play a significant role in the provision of transportation to individuals with enhanced mobility needs in Orange County, this could eventually change, especially with their expansion out of New York City and into the rest of the State of New York. Orange County's growing population and proximity to New York City and urbanized portions of northern New Jersey may further accelerate these trends.]

Rideshare

Ridesharing and carpooling in Orange County can be arranged through the 511 Rideshare website and mobile app. 511 Rideshare is a statewide initiative providing ridematching, commuter and traveler services and is accessible at <https://511nyrideshare.org/>

2.4 The Balance of Supply and Demand in Transportation

The demographics of Orange County, as well as the identification of transportation services to Orange County residents, are important steps in assessing the transportation needs of individuals with enhanced mobility needs. Through the identification of certain population groups, it becomes evident that mobility needs exist throughout all of Orange County. However, through the identification of services available to Orange County residents, the following is also evident:

- Public transportation operated under Transit Orange is available throughout large portions of Orange County, including the primary urban centers where transportation demand tends to be highest. Transit Orange does not however provide intra-county and regional service.
- A number of human services transportation options are available to Orange County residents, regardless of their geographic location within the County.
- Intra-county and regional transportation services are somewhat more limited, especially due to a limited number of daily runs.

As these current conditions indicate, many of Orange County's residents who may have enhanced mobility needs are served by some sort of transportation service. This is particularly evident based

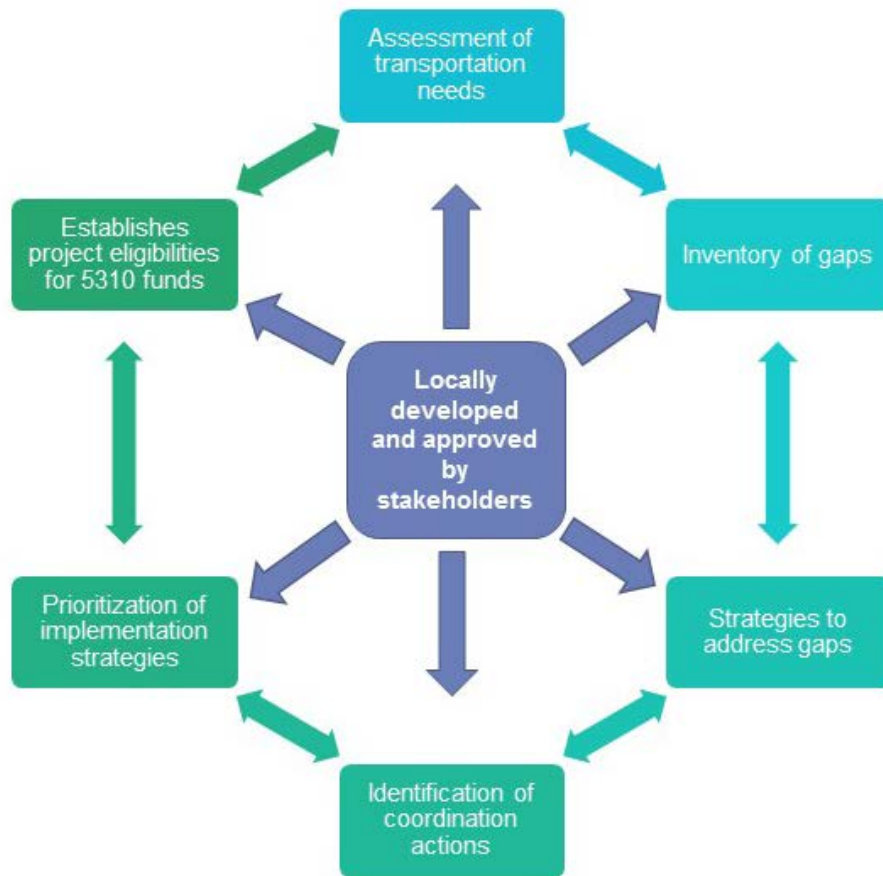
on a relatively large variety of services available to denser portions of Orange County. As the demographic profile of Orange County indicated, these areas likely generate the highest demand for health and human services transportation in Orange County.

On the other hand, those transportation services may not necessarily provide individuals access that meets their particular needs - whether those needs are appointments, employment, or groceries. This may especially be true given the rural character of many Orange County municipalities, which may lack central business districts, as well as somewhat limited intra-county accessibility. Issues could also arise with regards to physical and financial accessibility as well. As a result, the context and profile of Orange County serves as a supplement to insight garnered directly from the general public. This, and a further understanding of the coordinated health and human services transportation planning process, are the subject of Chapter 3.

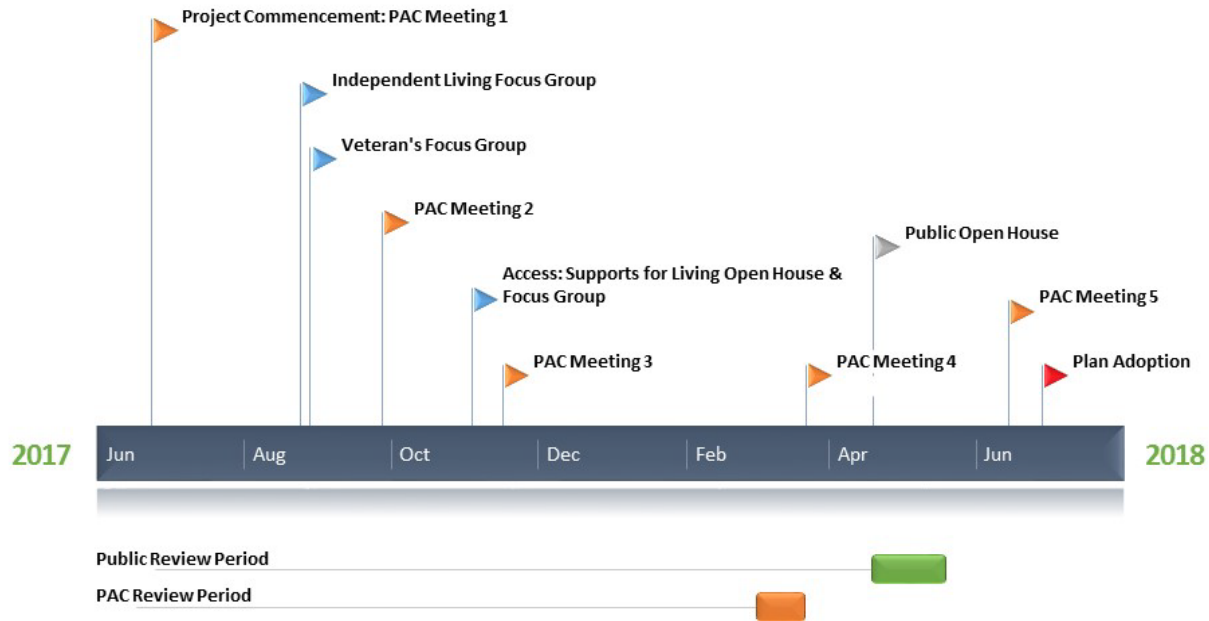
3.0 Approach, Public Outreach & the Funding of Transportation

As a major factor in the development of this plan, the project team developed an extensive public outreach program. This outreach is required for Orange County as the recipient of Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310) federal funding. However, the benefits of public outreach extend beyond federal requirements. As the users of public transportation for a diverse array of reasons, Orange County residents themselves possess perhaps the best knowledge of existing transportation systems. This includes both the functionality of these transportation systems and their usefulness (i.e. Is the current transportation system meeting their needs? Where could service be improved? Where could new services be implemented?). Such knowledge is crucial to developing a coordinated transportation plan that responds to the needs of individuals with disabilities, seniors, low-income populations, and other Orange County residents with enhanced mobility needs.

Figure 10: Coordinated Health & Human Services Transportation Planning Process



Developing an effective coordinated health & human services transportation plan also requires direct engagement with health & human service providers. This engagement provides a more in-depth understanding of the needs of Orange County residents with enhanced mobility needs. This is especially important in gauging the needs of individuals who may be reluctant, or unable to share this valuable information directly to the project team. This may be attributed to a variety of reasons, ranging from financial hardship to physical and/or mental disabilities. In developing this public outreach program and the overall strategic plan, the project team considered all of these factors, with an emphasis on community accessibility and inclusiveness.

Figure 11: Strategic Planning & Outreach Timeline

3.1 Project Advisory Committee

To begin the planning process, the project team formed a project advisory committee (PAC) to represent the providers of health and human services in Orange County, and certain community leaders. Member agencies of Orange County included the Department of Mental Health, Department of Social Services, Veterans Service Agency, Office for the Aging, as well as Employment & Training, with additional non-profit agencies also represented. The full list of the PAC is as follows:

Committee Member	Agency or Organization
Sanford Altman	Patron
Martha Boulanger	Orange County Department of Planning
Nancy Brown	Access: Supports for Living
David Church	Orange County Department of Planning
Christopher Ericson	Orange County Department of Health
Christian Farrell	Orange County Veterans Service Agency
Heidi Johnson	Access: Supports for Living
Michael Kochler	Independent Living Inc.
Irene Kurlander	Orange County Department of Social Services
Ann Marie Maglione	Orange County Office for the Aging
Marcel Martino	Inspire
Rob Parrington	Orange County Department of Planning
Kristina Patsalos	Orange County Employment and Training
Julie Richmond	Orange County Department of Planning
Lacey Trimble	Orange County Department of Mental Health
Angela Turk	Orange County Department of Mental Health
Owen Winter	Orange County Employment and Training

Throughout the entire planning process, the project team held a total of 5 meetings with the PAC. The purpose of these 5 meetings was to assess project goals and deliverables, collaborate and discuss strategies, and establish a strong foundation for future county-wide human services collaboration. The PAC meetings were held at the State University of New York (SUNY Orange) Washington Center Building in Newburgh. This site was chosen because of its ADA accessibility, proximity to public transit, and location within the central business district of Newburgh. Review materials and draft deliverables were provided to the PAC in advance of each meeting. Notes from PAC meetings were also compiled and documented as a record of the project. A record and short summary of each meeting is summarized below:

PAC Meeting 1: June, 2017

The purpose of the first meeting was to introduce the overall coordinated health & human services transportation planning process, within the scope of Orange County, to the PAC. The PAC was also given the opportunity to review the entire public outreach program before identifying and discussing what goals this strategic plan should accomplish.

PAC Meeting 2: September, 2017

With a number of public outreach activities occurring during the latter half of the summer months, the project team used the second PAC meeting to provide an update on these efforts and the information disseminated by the public. This information was then used by the PAC to develop strategies to accomplish those goals developed in the first PAC meeting. From the provider's aspect, strategy development was also guided by a self-assessment survey distributed to the PAC, as well as Dial-A-Bus operators. This self-assessment examined various topics including funding, marketing, and service operations.

PAC Meeting 3: November, 2017

The third PAC meeting aimed to prioritize the strategies developed in the second PAC meeting. Before this prioritization process, the PAC discussed the agreed-upon strategies to confirm that this was still the best means for moving forward. The strategy prioritization process was done through collaboration and dialogue amongst the PAC members, as well as the project team.

PAC Meeting 4: March, 2018

During the latter months of 2017 and the beginning of 2018, the project team wrote the first draft of the strategic plan. After the plan was written, the plan was presented to the PAC during the fourth meeting, for review and comment. The purpose of this meeting was to finalize all aspects of the plan and to make sure each member of the PAC was on board with all content. Upon finalization, based on comments from the PAC, and the public through a mandatory 30-day comment period following the 4th PAC meeting, the plan was sent to the Orange County Department of Planning for approval and implementation.

PAC Meeting 5: June, 2018

After approval by the Orange County Department of Planning, the fifth and final PAC meeting was held as a means of discussing how the PAC will move forward with the strategies put forth in the coordinated plan. Many of those strategies put forth require collaboration amongst different organizations and County departments. As a result, this final PAC meeting was aimed at acclimating the PAC to meeting and collaborating with one another and on a regular basis with a common purpose of improving health and human services-oriented transportation.

3.2 Public Outreach

The public outreach program was developed for the purposes of directly engaging users and potential users of transportation with enhanced mobility needs. Although the profile of Orange County (Chapter 2) provided a strong assessment of the transportation needs of individuals with enhanced mobility needs, the public outreach allowed the project team to further understand the issues of the current transportation system in greater detail. The public outreach program consisted of the following components:

- **Focus Groups:** Conducted at multiple locations based in part on health and human services transportation demand, with a particular emphasis on senior citizens, individuals with disabilities, and veterans.
- **Public Meetings & Review Period:** Provided the general public with an opportunity to view and comment on the planning process, strategies, and draft coordinated plan.
- **Additional Outreach Opportunities:** Meant to provide the general public, especially individuals with enhanced mobility needs, an opportunity to get involved with the planning process.

Those components of the public outreach program are elaborated on as follows:

Focus Group 1: Independent Living Inc., Newburgh

The first focus group was held at Independence Square, a recently completed affordable and accessible housing complex located in Newburgh, and accessible to fixed route bus service via Newburgh Area Transit. Marketed by Independent Living Inc., the focus group took place in a public meeting room in the complex, with a total of 8 people in attendance. Moderated by a member of the project team, the focus group discussed multiple topics including current experiences and purposes for using transportation in Orange County, physical accessibility to transportation, access to transportation information, and strategies to improve transportation.

Focus Group 2: Orange County Veterans Service Agency VA Van Service, In-Vehicle

With a focus on gaining insight on transportation needs for veterans, the project team implemented a unique strategy in coordination with the Orange County Veterans Service Agency. As described under the 'Transportation Services Provided by Other County Agencies & Organizations' section of

Chapter 2, the Veterans Service Agency operates a van service every weekday morning, transporting local veterans to and from the Castle Point VA Hospital in Wappingers Falls.

Over the course of two days and with the permission of veteran drivers and passengers, a member of the project team rode along in the vans and conducted focus group-style interviews with veterans. This also included interviews with the drivers themselves, who are also veterans, and were able to provide additional insight on the functionality of the current transportation system. Interviews with the drivers occurred prior to the pick-up and discharge of passengers, although the drivers did participate in the conversations with the passengers in some instances. The length of interviews varied based on travel time available between where passengers were picked up and discharged. For example, interviews with passengers picked from Newburgh were somewhat shorter than those from Middletown and Port Jervis, which are further away from Castle Point.

[The project team was aware that this method of interviewing could potentially produce biases in that some passengers may be hesitant to critique the van service itself. This could be the case even though the drivers re-assured the passengers to freely speak their mind. To overcome any potential biases, the project team had the opportunity to conduct a number of interviews with the passengers in the cafeteria and waiting room of the Castle Point VA Hospital, away from drivers. These interviews, also informal in nature, were conducted after the passengers had their medical appointments and were waiting for the rest of the passengers to finish their appointments before traveling back to Orange County. It should be noted that even in this environment away from the drivers, the passengers praised the Veterans Service Agency and its van service as a valuable and critical transportation link for veterans. Any critique that they had were for other transportation services in Orange County, which had already been brought up during the van rides.] In total, 13 veterans participated during the course of this two-day outreach.

Focus Group 3: Access: Supports for Living, Wallkill (Middletown)

The third focus group was coordinated with Access: Supports for Living and consisted of 2 separate interviews. The first interview was held at the Access: Supports for Living vehicle garage with the organization's bus drivers. The purpose of this focus group was twofold: to introduce the Access bus drivers to the strategic planning process and to hear their insight on what improvements could be made to the transportation system in Orange County, especially for individuals with disabilities.

After the meeting with drivers, the project team held a focus group with Access case workers and clientele. The focus group was held at the Access: Supports for Living executive office in Wallkill (Middletown) and lasted approximately 2 hours. During this time, a member of the project team moderated the discussion, with both case workers and clientele contributing to the conversation.

Public Meeting & Comment Period

After a preliminary draft of the coordinated health & human services plan was written, a mandatory 30-day public comment period commenced, with the general public invited to review and comment on the resulting document. The document was posted online on the Orange County website, as well as on Transit Orange's website.

Additionally, a public meeting was held at (location) in April, 2018, in which members of the general public were invited to provide comments in person. At this meeting, hard copies of the plan were provided, with the general public provided ample time to review the documents prior to providing input. Approximately (number) of people attended the meeting.

Additional Outreach Opportunities

In addition to the focus groups and public comment period, the general public was invited to reach out to the project team to inquire and provide input about the ongoing process. The flyer shown below was developed by the project team and distributed to members of the PAC who could then distribute it accordingly to clientele. The flyer aimed to educate the public on the ongoing coordinated health & human services transportation planning process, desired outcomes, and lastly provided contact information to allow the public to directly contact the project team.

Orange County Coordinated Human Service / Public Transportation Plan

What is the project about?

The Orange County Department of Planning is in the process of updating its Coordinated Human Services / Public Transportation Plan (the Plan). The Plan is meant to identify the transportation needs of seniors, persons with disabilities and low income populations, and develop approaches to meeting their transportation needs, coordinate and improve services, and prioritize strategies for future funding opportunities.

Why is this project happening?

A number of transportation services offered within Orange County receive financial assistance from the Federal Transit Administration under a program known as the Enhanced Mobility for Individuals and Individuals with Disabilities Program (also known as Section 5310). As a recipient of this funding, Orange County is required to develop a strategic plan through a process that includes participation and direct input by seniors, individuals with disabilities, as well as representatives of public, private, and nonprofit transportation, human services providers and other members of the public who use, or could benefit from using these services. In addition, this project provides an opportunity to educate the public on the transportation services available in Orange County.

What are the goals of this project?

To perform a comprehensive update to the Plan that:

- Identifies system gaps and the current and future needs of users;
- Establishes a series of strategies to improve the coordination of human services transportation;
- Defines the roles, responsibilities, and resources required for successful implementation, and the on-going process for continual coordination and improvement;
- Educate the public on available transportation services; and
- Leverages available public, private, and not-for-profit transportation services operating within Orange County in order to best responds to the needs of both human service transportation users and the general public alike.

When will the Plan be completed?

The Plan is scheduled for completion in the late-Spring 2018.

We Want to Hear From You!



As residents and users of transportation services in Orange County, your input is vital.

For more information about the project please contact our project team at:

(646-364-5481) or by email at: chiggins@camsys.com

3.3 The Funding of Transportation in Orange County

The funding of transportation is an important topic for consideration in the strategic planning process. This is because while reliable transportation is integral to supporting community well-being, there are a number of expenses involved in providing it. Those expenses include the following:

- **Capital Expenses:** Those costs associated with purchasing vehicles, passenger amenities such as facilities and bus shelters, and vehicle dispatching software.
- **Operational Expenses:** Those costs associated with running service, including wages for drivers, other employees, and fuel.
- **Maintenance Expenses:** Those costs associated with ensuring state of good repair of all vehicles and facilities.

As necessary functions in the operation of a transit service, whether it be a single service or entire network of routes, these expenses can easily become a burden to the transit-operating municipality, organization, authority, or agency. Fortunately, in the context of transit services in Orange County, state and federal funding is often available and utilized to offset some or most of these expenses.

3.3.1 State of New York Transportation Funding

The New York State Department of Transportation (NYSDOT) operates the Statewide Mass Transit Operating Assistance (STOA) program. Although funding will vary annually, according to NYSDOT, approximately \$3 billion is distributed each year to approximately 130 transit operators. STOA funding is allocated based on a simple formula:

- \$0.405 per every passenger
- \$0.69 per every vehicle mile

To determine how much each transit system receives, the transit operator submits these figures to NYSDOT on a quarterly basis. The STOA's program is meant for assistance with operating expenses and funding received from the program cannot be used for capital expenses. Additionally, the program is designed for public transportation services such as Transit Orange and Leprechaun Lines. Health and human services transportation services not open to the general public, with the exception of paratransit service operated through fixed route services, are not eligible for STOA funding. Additional information on NYSDOT's STOA program is available at <https://www.dot.ny.gov/divisions/policy-and-strategy/public-transportation/funding-sources/STOA#A6>.

3.3.2 Federal Transit Administration Funding Programs

Transportation providers have access to 3 Federal Transit Administration (FTA) programs designed to assist with operating and capital expenses. These programs include 49 U.S.C. 5307 (Urbanized

Area Formula Grants), 49 U.S.C. 5310 (Enhanced Mobility of Seniors & Individuals Formula Grants), and 49 U.S.C 5311 (Formula Grants for Rural Areas). Funding through these 3 programs is distributed to the states who then internally allocate it (in the case of Orange County, New York through NYSDOT). From here funding is subsequently dispersed to Orange County. As with all federal funding programs, amounts annually awarded can vary significantly, an important notion to keep in mind during the strategic planning process. These grant programs are introduced below:

Section 5307 – Urbanized Area Formula Grants

Section 5307 funding is available to transportation services operating in incorporated areas with a population of at least 50,000, as defined by the United States Census. As the designated recipient and allocator transportation funding, Orange County is defined as the incorporated area, and meets this threshold with a population of over 350,000.

Eligible activities for the use of Section 5307 funding are defined based on the size of the urbanized area. For areas with a population between 50,000 and 200,000, funding may be used for operating as well as capital expenses. However, for urbanized areas with populations over 200,000, including Orange County, use of funding is limited to non-operating expenses.³ Funding however can be used for capital expenses including investments in new facilities, vehicles, equipment, or software, as well as planning studies. The funding of these activities is also subject to the following regulations:

- Use of Section 5307 funding cannot exceed 80% of net project costs for capital expenses, 90% if related to purchasing ADA- or Clean Air Act-compliant vehicle equipment.

Section 5310 – Enhanced Mobility of Seniors & Individuals with Disabilities Formula Grants

As discussed in Chapter 1, the development of this coordinated health and human services transportation plan is required since Orange County is the recipient of Section 5310 funding. This makes it a particularly important program in the context of Orange County health and human services transportation providers. The Section 5310 program distributes funding to the states for the purpose of assisting private nonprofit groups in meeting the transportation needs of older adults and people with disabilities when the transportation service provided is unavailable, insufficient, or inappropriate to meeting these needs.

Eligible expenses under the Section 5310 program are divided into traditional and non-traditional activities. Traditional activities include the following items:

- Purchasing buses and vans
- Purchasing wheelchair lifts, ramps, and securement devices
- Transit-related information technology systems, including scheduling/routing/one-call systems

³ Unless identified by the FTA under the Special Rule of the Section 5307 program. See the FTA's website for additional information.

- Mobility management programs
- Acquisition of transportation services under a contract, lease, or other arrangement

Non-traditional activities include the following items:

- Travel training
- Volunteer driving programs
- Building an accessible path to a bus stop, including curb-cuts, sidewalks, accessible pedestrian signals or other accessible features
- Improving signage, or way-finding technology
- Incremental cost of providing same day service or door-to-door service
- Purchasing vehicles to support new accessible taxi, rides sharing and/or vanpooling programs

The funding of these activities is subject to the following regulations:

- At least 55% of funding must be directed towards traditional Section 5310 activities.
- At most 45% of funding can be used for operating assistance.
- Use of Section 5310 funding cannot exceed 80% of net project costs for capital expenses.
- Use of Section 5310 funding cannot exceed 50% of operating expenses.

The Section 5310 program is particularly important in the context of this strategic planning process because it represents the primary federal funding source available for non-profit organizations to provide transportation services. Although funding amounts vary annually, when leveraged properly, it could provide strong leverage to achieve those strategies put forth in Chapter 5.

Section 5311 – Formula Grants for Rural Areas

The Section 5311 funding program provides capital, planning, and operating assistance for rural areas with populations of less than 50,000, where residents may rely on public transit to reach their destinations. While Orange County's population is over 50,000, certain areas and public transit services of the County, given their rural profile, may qualify for Section 5311 funding.

Eligible activities include planning, capital, operating, job access and reverse commute projects, and the acquisition of public transportation services. The funding of these activities is subject to the following regulations:

- As the recipient of the funding from the federal government, each state must spend no less than 15% of its annual apportionment for the development and support of intercity bus

transportation, unless it can certify, after consultation with intercity bus service providers, that the intercity bus needs of the state are being adequately met.

- Use of Section 5311 funding cannot exceed 80% of net project costs for capital expenses.
- Use of Section 5311 funding cannot exceed 50% of operating expenses, 80% for ADA non-fixed route paratransit service.

3.3.3 Additional Sources of Funding

Although federal New York state funding sources are likely the most significant sources of related funding, there are likely other sources, including matching-based opportunities that could also be leveraged. These include:

- Grant & foundation funding from other national organizations
- Fees for service & local contributions

These additional sources of funding could or may already represent important sources of funding that could be further leveraged across the entire health and human services transportation landscape of Orange County.

3.4 Chapter Review

With the context and profile of Orange County laid down in Chapter 2, Chapter 3 provided a framework to drive the strategic planning process moving forward. This strategic planning process was driven by a number of important elements:

- A Project Advisory Committee (PAC) consisting of providers of health and human services in Orange County. These individuals have a strong understanding of their client's needs and the most pressing needs in the provision of health and human services transportation.
- A public outreach program designed to directly gauge users and potential users, with enhanced mobility needs, of transportation in Orange County.
- An understanding transportation funding programs at the state and federal levels. Given the expenses associated with providing transportation, these programs will play a vital role in realizing those strategies put forth.

With these elements in mind, Chapter 4 to follow identifies major needs related to the Orange County transportation system. These transportation needs will then be used to identify the best strategies moving forward.

4.0 Assessment of Transportation Needs

The assessment of transportation needs of individuals with enhanced mobility needs in Orange County is based on the insight gathered from Chapters 2 and 3. Chapter 2 identifies the demand for and supply of transportation with a particular focus on individuals with disabilities, seniors, low-income populations, and other Orange County residents with enhanced mobility needs. Chapter 3 outlined the overall approach to the strategic health and human services transportation planning process, including the public outreach program and the funding of such transportation services. Based on this insight, 4 core themes were identified:

- Access to Information
- Hours of Service
- Intra-County Service
- Rural Accessibility

These themes, which form the basis for the strategies to follow in Chapter 5, are elaborated on as follows:

4.1 Access to Information

Access to information was identified as one of the most significant gaps in the effective provision of transit to individuals with enhanced mobility needs. This particular gap was identified through every public outreach program focus group, and reiterated at the PAC meetings by social service providers. The challenges in accessing information stem from a number of challenges.

As Chapter 2 identified, there are at least 8 different types of transportation services available to Orange County residents. While 3 of these (municipal Dial-A-Buses, fixed-route, and paratransit) are operated under the umbrella of Transit Orange, the remaining are operated by other county agencies, municipal organizations, and private entities. Not only do these different transportation providers have different formats of displaying service information, but they also possess different websites and printed materials to share this information.

Figure 12: Means of Accessing Information



The ability to access information is complicated even further by the availability of social service transportation information. A number of human services providers (Chapter 2, Section 2.4) also provide transportation options. However, because transportation is not the primary service offered by these organizations and agencies, many times this information is not shared through printed materials or publically accessible websites. In other words, Orange County residents would likely have to be using these services already, or have an existing strong awareness of these services, to know that transportation options are additionally provided.

Under existing conditions for Orange County residents, the Transit Orange and 511 Rideshare websites most resemble centralized information portals. However, both websites contain significant flaws in the ability to provide comprehensive transportation information. The Transit Orange website provides information for all Transit Orange services and some regional and commuter services. However, information on other services is lacking, and the website is dated and difficult to access and navigate. The 511 Rideshare website allows riders to plan trips anywhere throughout Orange County, as well as the entire State of New York using any combination of public transportation services. However, the reliability of this trip planning feature is questionable, as the tool does not appear to be updated frequently enough to reflect transportation service changes. Additionally, neither website provides information on social service transportation.

4.2 Hours of Service

The need for increased and restructured hours of service was identified primarily from certain focus groups and reiterated at the PAC meetings. These issues primarily stem from the ability of individuals with enhanced mobility needs to access employment opportunities in a rapidly evolving

economic landscape. Given the economic environment of Orange County, such employment opportunities consist primarily of retail and medical jobs in and around the more populated areas of Orange County including Middletown and Newburgh.

Unfortunately, the hours of operation of the current transportation system, especially public transit operated under Transit Orange, make it difficult to access some of these jobs since the majority of service is operated between mid-morning and evening. While this makes most medical appointments and day-time jobs accessible, other opportunities may remain difficult to access. In the retail field, there is often a need to stock shelves and tally inventory during early-morning and late-evening hours of the day. In the medical field, while most medical appointments are scheduled during the daytime hours, the need for nurses, medical assistants, and practitioners also exists at night for patients requiring long-term care, as well as emergencies. Such positions are currently inaccessible without the use of taxis or an alternate form of transportation in at least one direction.

These trends are even more evident as a result of Orange County's growing distribution and warehousing cluster. Driven by the rapid rise of e-commerce, the availability of cheap land, and its proximity to New York City and other northeast population centers, Orange County has become an attractive location to site product distribution and fulfillment centers. Constructed to aid in rapid delivery of goods purchased online, these facilities operate up to 24 hours a day, including nights and on weekends.

Given the operating patterns of retail and medical centers, as well as the growing distribution and warehousing cluster within Orange County, commuting patterns for such jobs will continue to diverge from the traditional '9 to 5' workday format. However, much of the transportation service, including Transit Orange public transportation, largely serves a traditional work schedule. While this constrained service allows access to day-time employment, it is less conducive to accessing other kinds of employment.

4.3 Intra-County Service

Insufficient intra-county transportation is another issue that limits employment accessibility. This issue was identified through the passenger focus groups and confirmed by the PAC. In the context of this planning process, intra-county accessibility is the ability to travel across Orange County and from one municipality to another in a seamless manner, especially through public transportation.

As the identification of transportation services from Chapter 2 highlighted, intra-county and regional transportation across Orange County is somewhat limited. The majority of Transit Orange services (Dial-A-Bus, fixed-route, and paratransit) operate in or around one municipality, making it especially difficult to travel across Orange County. Although a number of regional routes operate throughout Orange County, those services have the following issues:

- Limited frequencies: The services do not operate frequently enough to be considered a reliable form of transportation. Certain services operate every 2 hours, and even less frequent in some instances; or

- Limited times of the day: Certain services operate primarily during the afternoon and evening rush hours, limiting their usefulness.

The issue of intra-county transportation service is particularly important given the land use patterns of Orange County. Because Orange County is primarily rural in character, many employment opportunities and healthcare services tend to be concentrated in a few areas including:

- Route 211 in Wallkill (Middletown area),
- Routes 17K and 300 in the Town of Newburgh (adjacent to City of Newburgh), and
- Route 17 corridor (Harriman/Monroe/Woodbury area).

As a result, it can be difficult even for individuals living within the city boundaries of Newburgh and Middletown to access retail, medical appointments, or employment in adjacent areas or municipalities. For individuals living outside of these areas, especially more than 1 municipality away, these challenges are further magnified. Although taxis, ridesharing, and ridehailing can sometimes help to alleviate this issue, high costs prevent them from being a truly effective means of meeting intra-county transportation demand, unless coordinated with other strategies and methods.

4.4 Rural Accessibility

Rural accessibility refers to the ability to access public transportation, health and human services transportation, and regional transportation services in lower density and isolated areas of Orange County. Area-wise and population-wise, most of Orange County, even areas within close proximity to Middletown and Newburgh, is low density in character. In fact, these urban centers of Middletown and Newburgh comprise only about 15% of Orange County's total population.

The issue of rural accessibility to transportation services was identified through certain public outreach focus groups, but was also identified from the context and profile of Orange County which showed relatively large populations with enhanced mobility challenges in areas such as the following:

- Crawford: High percentage of senior population (upwards of 15%) and moderate percentage of disabled populations (upwards of 10%).
- Deerpark: Isolation from the rest of Orange County, low-income (below \$50,000 median household income threshold) and high percentages of disabled and senior populations (upwards of 15%).
- Wallkill: High percentage of senior population (upwards of 15%) and high percentage of people with disabilities (upwards of 15%).

These observations were further reiterated and discussed at multiple PAC meetings. Transportation accessibility to rural locations is important in order to connect individuals with enhanced mobility

needs to day-to-day appointments, employment opportunities, education, and access to groceries and other shopping needs.

Although there is a necessity for such services, providing access to transportation in rural areas has been a historically challenging task. From an economic standpoint, transportation is most effective in dense, urban areas, such as Middletown and Newburgh, where more people can be picked up and transported across shorter distances. From a safety standpoint, rural areas can be difficult to access, especially for vans and buses. Outside of main highways and thoroughfares, roads can be narrow, steep, and/or poorly paved. Furthermore, residences may also be positioned far away from the actual curb, thus making physical accessibility a significant challenge. For this reason, assessing transportation in rural areas can also be difficult. On the one hand, many rural municipalities in Orange County operate Dial-A-Bus services, and are accessible through other social services transportation. However, certain roads and locations within service areas may not be accessible. Despite these challenges, rural accessibility represents an important transportation need for Orange County, given the large proportion of residents living in such areas.

4.5 Additional Transportation Needs

The following themes were identified by the project team as additional potential areas of focus. As such, these themes were brought up during the public outreach focus groups and discussed at PAC meetings. Despite their importance however, most individuals engaged with in public outreach chose to prioritize and focus on other core themes for improvement. These additional themes include the following:

4.5.1 Physical Accessibility

Physical accessibility refers to the safety and comfort of passengers, especially those with enhanced mobility needs, while boarding, alighting, and accessing their destination. This includes factors such as seat comfort, mobility lifts, and the steps used to enter and exit vehicles. Interestingly enough, in the context of Orange County transportation and based on the public outreach focus groups, physical accessibility was not deemed to be a significant issue. Although certain individuals expressed the need for more comfortable seating options, those same individuals also viewed other issues such as access to information and transportation service footprints as greater issues facing the current transportation system.

4.5.2 Financial Accessibility

Financial accessibility refers to the cost of using transportation in Orange County, primarily public transportation. Through every focus group, the project team found that most individuals using Transit Orange services were generally satisfied with the fares. It should be noted, however, that this does not include fares for intra-county and other public transit services not operated under Transit Orange, since none of the focus group participants spoke of using any of those services.

4.6 Chapter Review

The assessment of transportation needs serves as an important foundation for developing strategies to improve the provision of transportation to individuals with enhanced mobility needs. Through this chapter, transportation needs were identified related to the following areas:

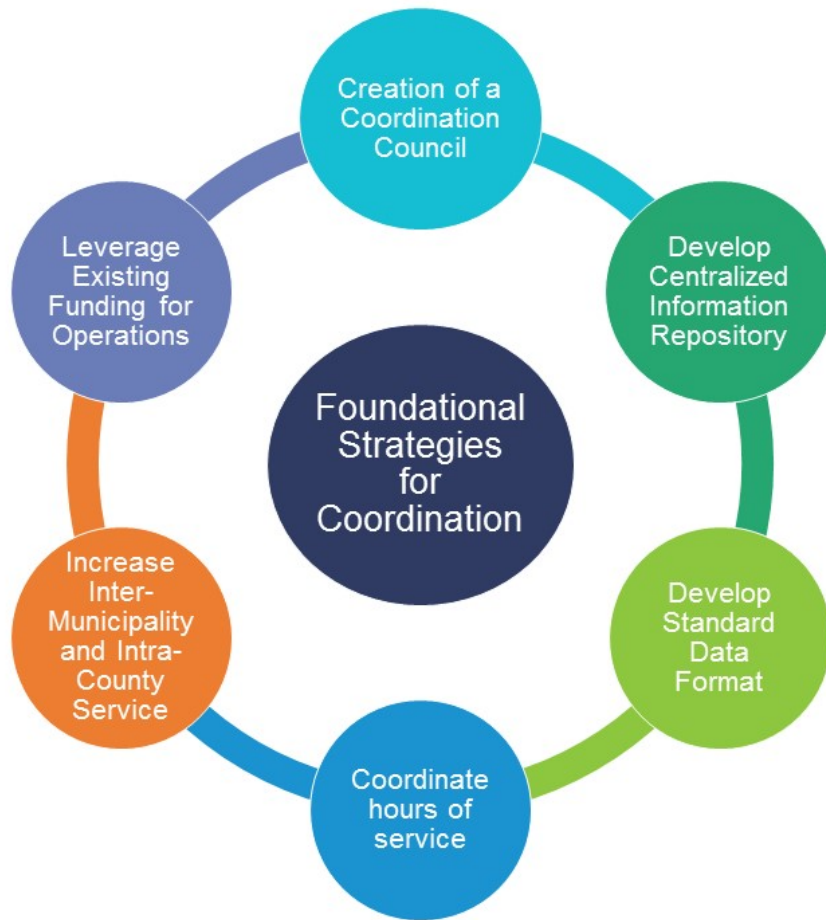
- Access to Information: The ability of Orange County residents to access information on all available transportation services.
- Hours of Service: The ability of the Orange County transportation system to operate during the times of the day when it is most needed, especially for employment purposes.
- Intra-County Service: The ability of Orange County residents to travel across Orange County and beyond municipal boundaries.
- Rural Accessibility: The ability of Orange County residents living in rural areas to access adequate transportation service.

These four identified transportation needs are interrelated. This is especially the case with regards to information availability and access. Throughout many of the public outreach program components, participants often learned of new transportation and human services options that they were previously unaware of. In fact, a greater and more widespread knowledge of available services could aid in meeting the needs in other core themes, as residents discover transportation options that could suit their needs. As such, Chapter 5 presents strategies to meet those transportation needs of Orange County individuals with enhanced mobility needs, as identified in this chapter.

5.0 Strategy Development

The strategies to improve health and human services transportation for individuals with enhanced mobility needs in Orange County stem from the profile and assessment of transportation needs discussed previously. A total of 6 strategies based on extensive input from the PAC and general public through the passenger focus groups. Once formed and documented, these strategies were again shared with the PAC, particularly at the 3rd PAC meeting, where they were further discussed and subsequently formalized.

Figure 13: Foundational Strategies for Coordination



The strategies have been broken out into primary and secondary strategies. Primary strategies set the stage for the secondary strategies. In order for those secondary strategies to be implemented, the primary strategies should continuously be adhered to. The primary strategies are as follows:

- Creation of a Coordination Council
- Leverage Existing Funding

The secondary strategies build off of the primary strategies. Leveraging existing funding and an ongoing coordination council will support the success of the secondary strategies, which include:

- Development of a Centralized Information Repository
- Creation of a Mobility Management Program
- Development of a Standard Data Format
- Expansion of Service Footprints

5.1 Primary Strategies

The primary strategies are meant to set a strong foundation for the development of additional, more in-depth strategies for improving transportation for individuals with enhanced mobility needs. Those strategies are expanded on as follows:

5.1.1 Creation of a Coordination Council

The creation of a coordination council on the part of the PAC stakeholders represents the most important step in addressing the transportation needs identified in Chapter 4. Discussed in Chapter 3, the PAC consisted of social services agencies and non-profit organizations with a common goal of improving the welfare of individuals who likely have enhanced mobility needs. Because the PAC format worked well and established common ground amongst the different provided, this strategy aims to develop a coordination council consisting of the PAC members, to continue to meet after this planning process ends.

Figure 14: Coordination Council Visualization

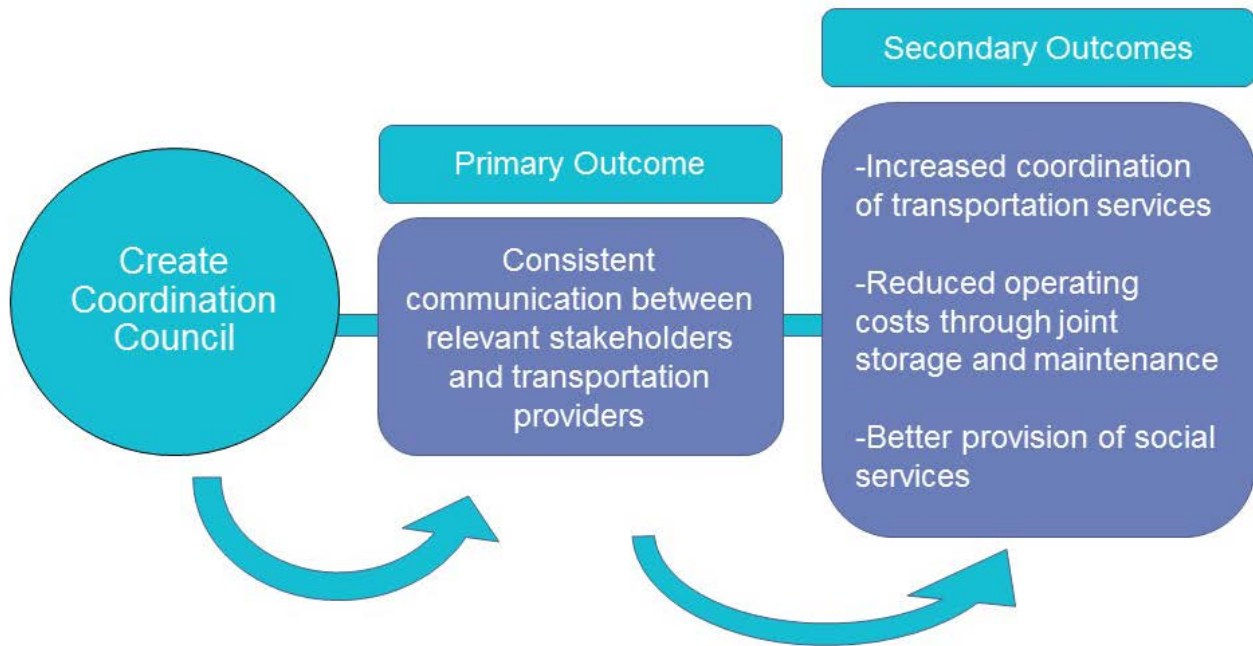


This coordination council would be charged with assembling human services and transportation providers together on a regular basis and creating opportunities for collaboration, partnership, and community outreach. The primary and most important outcome of developing this coordination council will be the realization of consistent communication amongst providers of both health and human services and transportation. Secondary outcomes as a result of this increased dialogue stem mainly from increased coordination and the potential formation of formal and informal partnerships. For example, as the coordination council members begin to better understand the transportation needs and components of each other's agencies and organizations, they may be able to collaborate on ventures such as joint vehicle storage and maintenance, joint transportation services, and other similar initiatives.

Beyond the effectiveness of the PAC, the need for this strategy grew out of the need for a more cohesive means of providing health and human services, and related transportation services.

Although certainly not unique to Orange County, providers of these services are funded through different departments, operate out of different offices, and do so with different strategies in mind. This is despite a common goal of maintaining a high quality of life amongst all individuals regardless of welfare and background. Within this common goal, transportation and the ability to physically access these services, is an integral component. Regardless of which initiatives are undertaken, providing a means for increased dialogue and collaboration, through the context of transportation, will result in the improved provision of health and human services given the wide array of providers.

Figure 15: Coordination Council Outcomes



5.1.2 Leverage Existing Funding

As Chapter 3 described, in addition to gauging expertise from providers and users, this strategic planning process was also guided through an understanding of available funding sources, especially at the federal level. A proper understanding of these funding programs is critical to realizing effective strategies. Those types of funding include:

- Public funding from the State of New York and federal government
- Grants & foundation funding
- Fees for service
- Local contributions

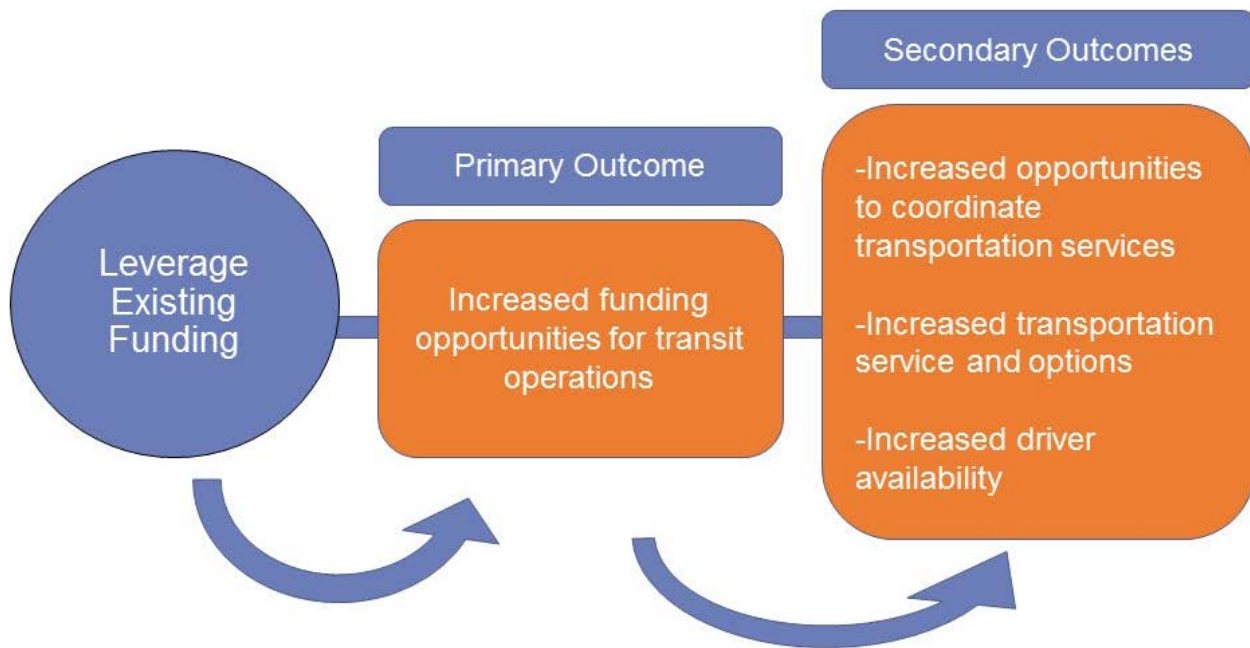
To this end, the second primary strategy calls for leveraging existing funding for operations and other pressing needs. The primary purpose of this strategy is to increase funding opportunities for those strategies and additional strategies put forth by the coordination council to improve transportation for individuals with enhanced motility and improve the overall provision of health and human services.

One of the influencing factors for this strategy was discussion regarding the self-assessment at the second PAC meeting. One of the major findings from this self-assessment was strong interest in pooling financial resources, and identifying cross-sector funding streams and opportunities. Along with this dialogue, additional dialogue focused on how to best utilize existing funding. One point that was brought up constantly was that funds are often used to purchase new vehicles, even though there may not be a pressing need for such a purchase. However, as grant money, if that money isn't used up, it would have to be returned.

The need for this strategy also stems from a practicality perspective. The ability to achieve those secondary in-depth strategies will require extra capital. Given that funding figures can vary significantly from year to year, Orange County and the coordination council cannot assume that using the same funding sources will provide all necessary capital needed to achieve each strategic undertaking. In some years, such funding will be sufficient to meet all needs, while in some years the opposite may be the case. Instead, the coordination council will need to take on the strategy consisting of the following components:

- Better allocating existing funding sources to best respond to those current gaps.
- Identify and leverage all applicable funding programs

As suggested by the PAC, an important step in this strategy would be to survey all existing transportation providers regarding additional sources of funding they receive to determine if there are additional opportunities to leverage existing funding. Those funding mechanisms could possibly be used to finance additional transportation mobility needs.

Figure 16: Outcomes of Leveraging Existing Funding

5.2 Secondary Strategies

The following are secondary strategies to be implemented as a result of the primary strategies of creating a coordination council and leveraging existing funding. They include the following:

5.2.1 Development of a Centralized Information Repository

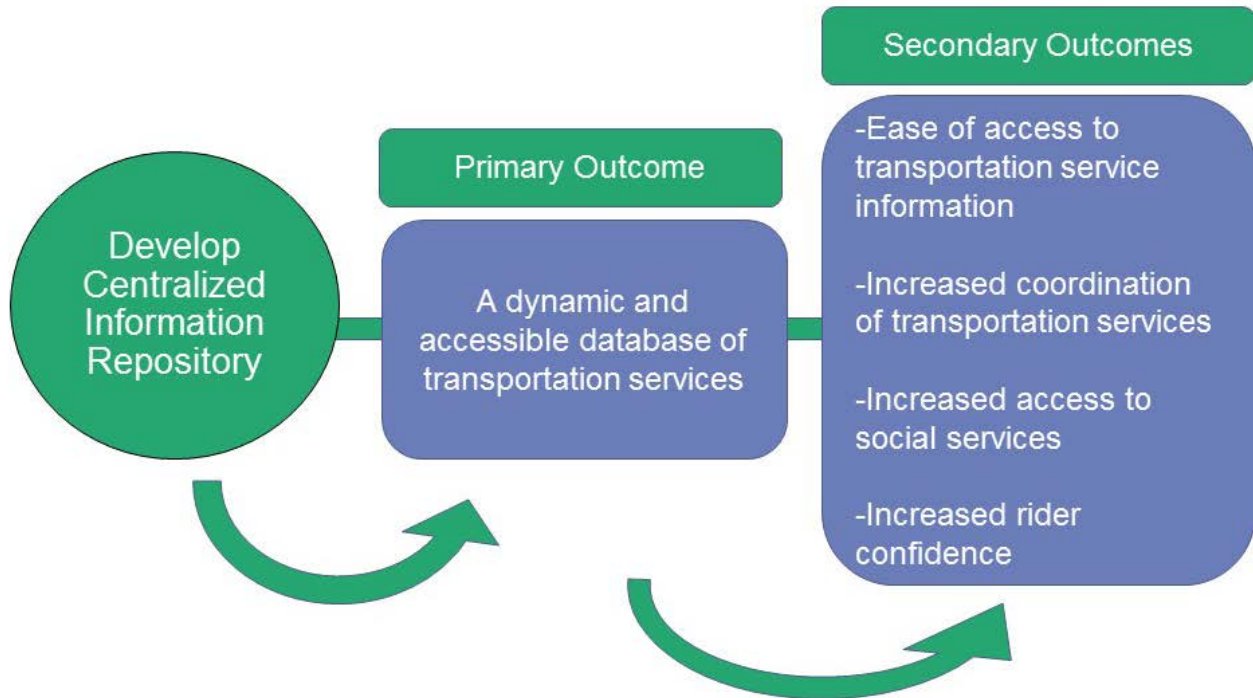
Through the entire planning process, access to information was defined as one of the most pressing issues for individuals with enhanced mobility needs. In fact, on multiple occasions, the passenger focus groups also served a role in educating individuals on available human services and transportation services that they were not previously aware of. The development of a centralized transportation repository directly addresses the issue of scattered and hard-to-find information.

A centralized information repository would incorporate all transportation service information (Chapter 2, Section 2), along with health and human services. Through the development of a user-friendly interface, the repository would be accessible to Transit Orange service providers, other transportation providers, health and human service providers, and most importantly, users. Based on the discretion of the coordination council, and through the availability of adequate funding, the repository should be accessible in web-based, phone (through a transit hotline), text message list-serve, and printed formats. Overall this strategy will accomplish the following:

- Increase access to transportation service information,
- Increase opportunities to coordinate transportation services,

- Increase access to social services, and
- Increase rider knowledge about and ability to use available transportation services.

Figure 17: Centralized Information Repository Outcomes



5.2.2 Creation of a Mobility Management Program

As identified by the PAC, the coordination council could be charged with determining the feasibility of establishing a mobility management program. This in turn would be coordinated by hiring a full-time mobility manager who would be housed in the Orange County Department of Planning. Typical duties of mobility managers include the following:

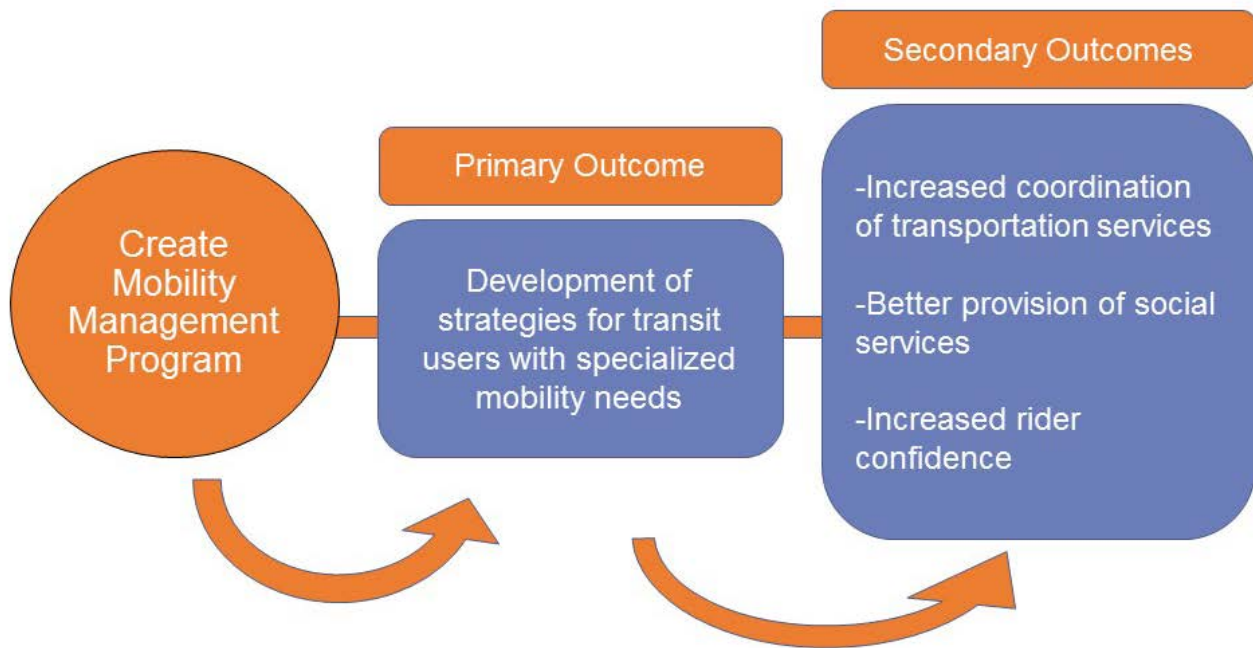
- Enhance and facilitate access to transportation service and transportation information,
- Research, promote, and support local, regional, and statewide mobility initiatives and policy,
- Analyze mobility ridership and transportation trends,
- Develop strategies for seeking other funding sources and to leverage existing funding, and
- Update the contents of the coordinated health and human services transportation strategic plan.

As these duties dictate, a mobility management program has the potential to significantly improve transportation services for individuals with enhanced mobility needs, especially in conjunction with

the coordination council. Given the expenses associated with creating a new full-time position, it would be up to the PAC to identify and leverage dedicated funding for the position. Overall, this strategy would accomplish the following:

- Increase access to transportation service information,
- Increase opportunities to coordinate transportation services,
- Increase access to health and human services,
- Increase rider knowledge about and ability to use available transportation services, and
- Allow the existing coordination council to focus on continued strategic development and use of funds.

Figure 18: Mobility Management Program Outcomes



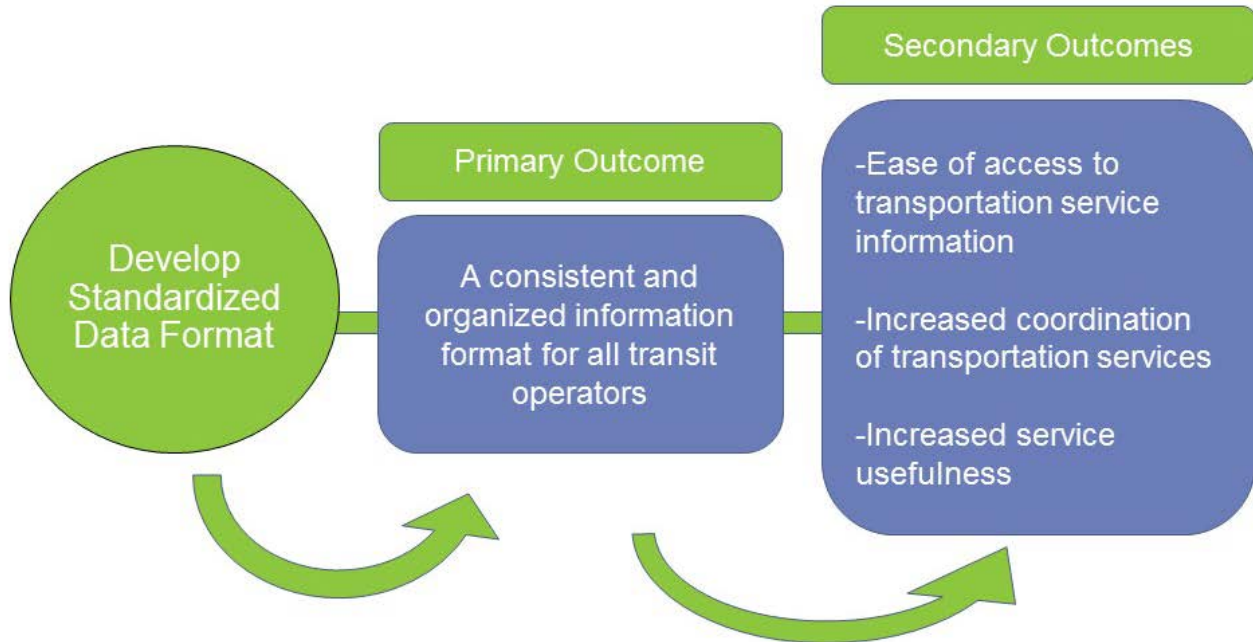
5.2.3 Development of a Standardized Data Format

One of the challenges in accessing transportation information is that each transportation provider has their own schedule, format, and design for displaying transportation information. This also makes it difficult to access transportation, especially when an individual needs to use multiple transportation services. As part of this strategy, the coordination council would be tasked with developing a standard structure for displaying data and information in all formats for transportation providers. Overall this strategy would aim to accomplish the following:

- Increase ease of access to transportation service information,

- Increase opportunities to coordinate transportation services, and
- Increase rider knowledge about and ability to use available transportation services.

Figure 19: Standardized Data Format Outcomes



Standardizing all formats of data is also meant to apply to the operations aspect of service in addition to the transmission of information to users. This includes data formats related to how transit system performance measures and vehicle maintenance are documented. Expanding this strategy to include internal operations will streamline operations and further encourage coordination amongst different transportation service providers.

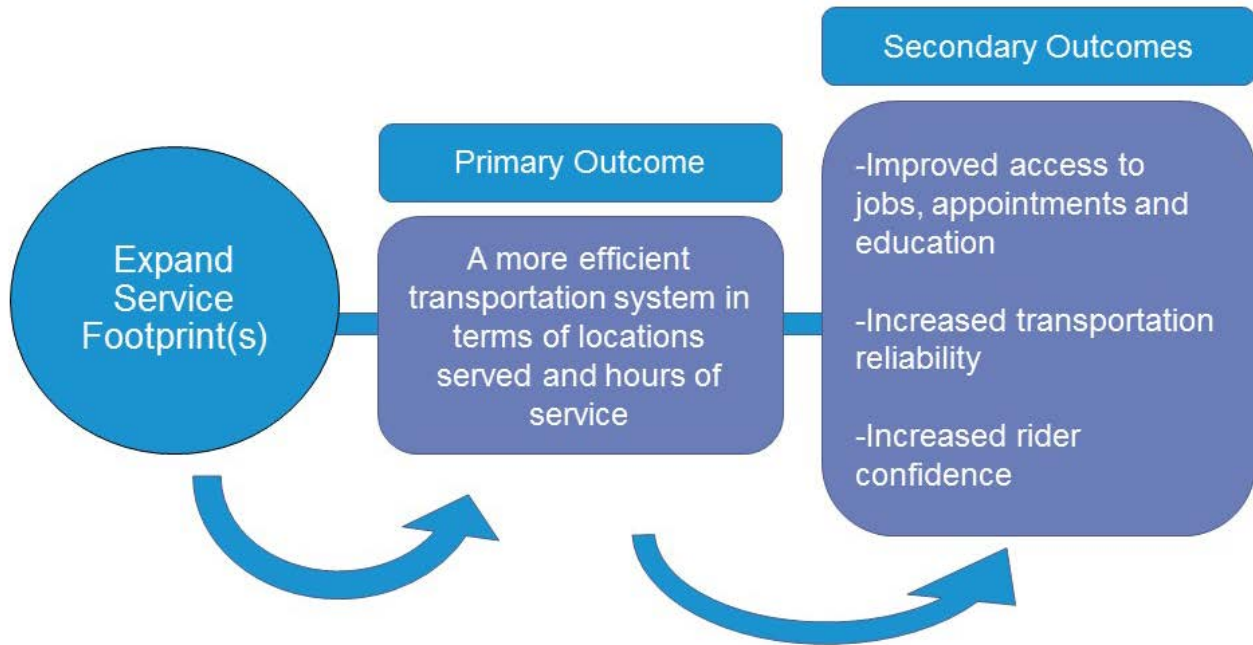
5.2.4 Expand Service Footprint

The strategy to expand existing transportation footprints stems from the need for expanded hours of services and intra-county connections as identified in the transportation needs assessment. Along with the creation of a mobility management program, the expansion of transportation service represents one of the more capital-intensive strategies for implementation. This is attributed to increased capital, operational, labor, and maintenance needs associated with added hours and locations of service.

As a result of the need to account for these expenses, the coordination council (and mobility manager if possible) would first assess the need for service based on the implementation of the previous strategies, especially those which improve information access. Once this assessment has been completed, the coordination council would identify available funding and determine how and where to increase transportation service. Overall, this strategy would aim to accomplish the following:

- Increase connectivity of the existing transportation system, and
- Increase service usefulness.

Figure 20: Outcomes of Expanding Service Footprints



5.3 Chapter Review

Chapter 5 outlined six strategies for implementation in order to improve the provision of transportation for individuals with enhanced mobility needs. Those strategies were divided into primary and secondary strategies. The purpose of the primary strategies is to set a strong foundation for the development of additional, more in-depth strategies. Primary strategies include the following:

- **Creation of a Coordination Council:** Meant to assemble human services and transportation providers together on a regular basis
- **Leverage Existing Funding:** Determine how to best allocate existing and limited transportation funding

In addition, the following secondary strategies were also introduced. Secondary strategies are meant to be implemented as a result of adhering to those primary strategies. They include the following:

- **Development of a Centralized Information Repository:** Meant to assemble all transportation into one user-friendly, accessible location

- **Creation of a Mobility Management Program:** Development of a full-time mobility management position to focus directly on the day-to-day needs of individuals with enhanced mobility needs
- **Development of a Standardized Data Format:** Meant to provide a single format of displaying all transportation information to users and providers
- **Expand Service Footprint:** Meant to increase transportation service based on re-assessment of transportation needs and available funding

These strategies will provide significant means of meeting those needs identified in Chapter 4. In Chapter 6 to follow, these strategies are further discussed, including the overall prioritization and implementation processes.

6.0 Strategy Prioritization & Implementation

The prioritization and implementation plan outlines those steps needed to effectively achieve the strategies identified in Chapter 5. These steps are broken out by means of timeline beginning after the official adoption of this plan. Primary strategies, consisting of developing a coordination council, and leveraging existing Section 5310 funding, should be implemented within a relatively short-term horizon. As those strategies become realized, secondary strategies can eventually come into play, spearheaded by a functioning coordination council, and through a sustainable funding mechanism. The implementation plan is as follows:

6.1 3-6 Months after Plan Adoption: First Coordination Council Meeting

The 3-month timespan covers the summer and fall of 2018, following the official adoption of this plan. During this time period, the main focus should be in transitioning the PAC into an official Orange County coordination council. The coordination council is central to the realization of additional strategies because Orange County has so many different stakeholders in the provision of reliable health and human services transportation. Since the PAC was likely one of the first times each of these stakeholders assembled with a truly common goal, it will be important to keep this momentum going.

Spearheaded early-on by the Orange County Department of Planning, the following logistics should be established prior to, or at the first meeting:

- Coordination Council Membership Guidelines
- Meeting Logistics, Including Location & Duration

Coordination Council Membership

Membership should consist almost exclusively of PAC members and the Orange County Department of Planning. Since the PAC helped oversee the entire strategic planning process, they will be most equipped to understand the ongoing needs of Orange County individuals with enhanced mobility

needs. Responsible for transportation planning tasks for Orange County, the Orange County Department of Planning should also take an active role in the coordination council.

Early on, the Orange County Department of Planning may also want to identify lead individual(s) based on interactions with and within the PAC. These individuals could perform roles for the coordination council such as leading and engaging discussion, meeting summaries, developing future meeting agendas, and communicating with individuals or organizations outside of the coordination council.

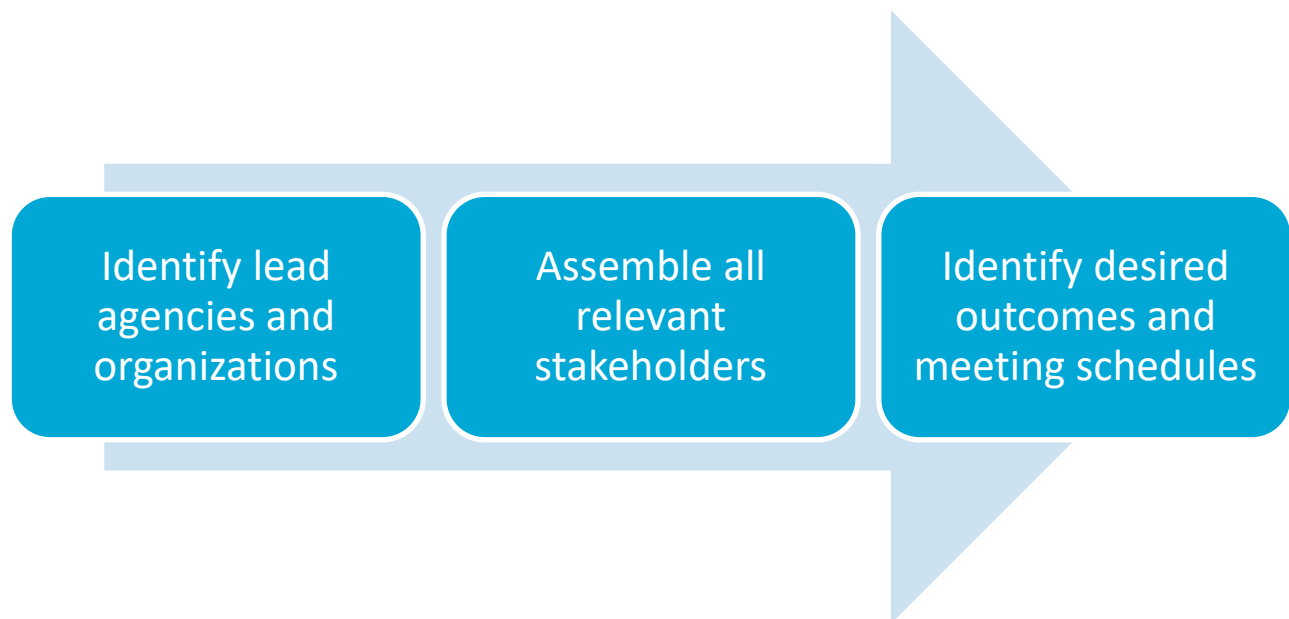
Decisions to allow additional stakeholders onto the PAC should be discussed and agreed upon by the entire coordination council. Additional stakeholders could include personnel from other human services departments and organizations operating within Orange County. The coordination council may additionally want to consider one or more active and engaged transit-riding members of the general public to be added onto the coordination council. When considering the addition of new members however, the coordination council should also make sure that it does not grow too large, which could stifle meaningful discussion.

Coordination Council Meeting Location & Duration

The Orange County Department of Planning should take on the role of setting the meeting location. This could potentially be at a conference room on-site at the Orange County Department of Planning, but could rotate as needed to ensure accessibility for every PAC member.

Coordination council meetings should last approximately 1.5-2 hours, covering topics of updates since previous meetings, current items for discussion, and action items to prepare for the following meeting.

Figure 21: Coordination Council Development



6.2 6-12 Months after Plan Adoption: Funding Mechanism Discussion

During the 6-12 month timespan following plan adoption, the coordination council should be preparing and conducting its second and third coordination council meetings. The suggested time horizon of these meetings would be in the first half of 2019. The main focus of these meetings should be on how to best leverage Section 5310 funding. This discussion will be particularly important for the coordination council to take up because it will help the council identify as a collective group, what the most pressing health and human services transportation needs are.

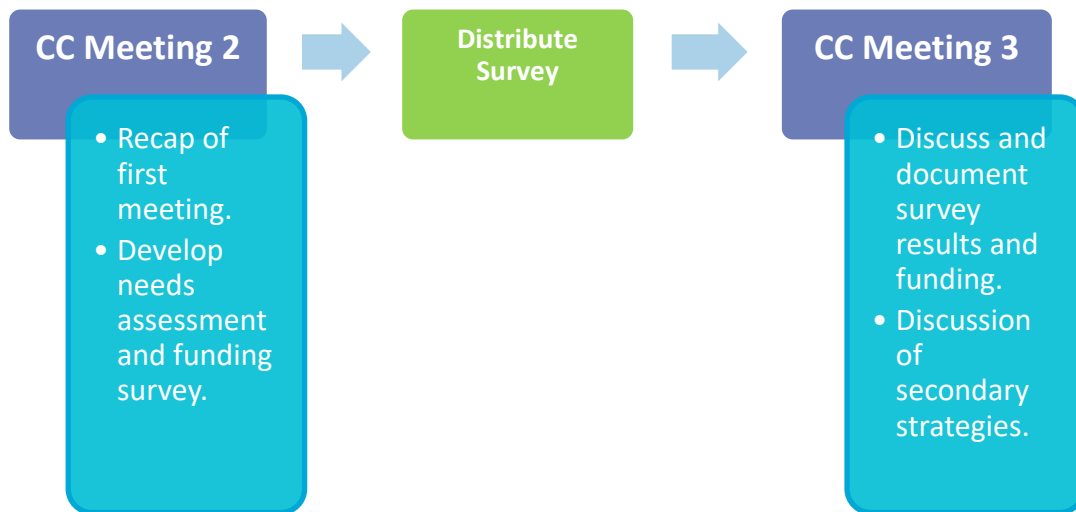
To best address funding, the coordination council should develop and internally distribute a survey asking the following questions:

1. What types of funding do you currently receive?
2. What types of grant funding have you historically applied for? Please describe the application process.
3. What are the most pressing and current needs of your agency with regards to client transportation?
4. What do you foresee being the needs of your agency with regards to client transportation in 5 years from now?

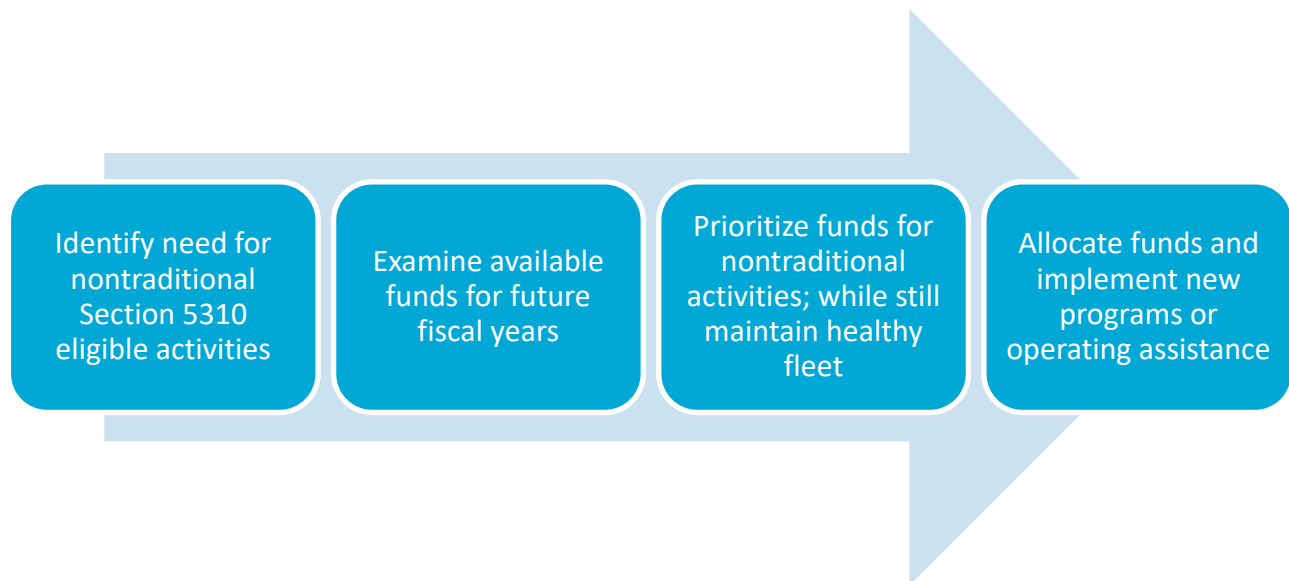
This survey will aim to accomplish the following tasks:

- Conduct a needs assessment of the collective coordination council,
- Identify potential funding opportunities for the coordination council, and
- Instigate strategic planning dialogue amongst the coordination council.

To begin the surveying process, the coordination council can begin discussing and developing the survey during the second coordination council meeting, which should occur during the latter part of 2018 or beginning of 2019. From there, the survey can be distributed for the council members to fill out on their own in conjunction with their own respective agencies. When the coordination council reconvenes, potentially in the late winter or early spring of 2019, the results of the survey should be discussed and documented. This documentation should be kept on hand and constantly referred to when discussing further strategic initiatives.

Figure 22: Coordination Council Internal Surveying Process

Based on the results of the surveying process, the coordination council can begin to discuss funding strategies and realistic funding totals for upcoming years. During this conversation, the Orange County Department of Planning should provide insight as to what funding figures from frequently utilized programs, like Section 5310, have been like in previous years. With these figures in mind, the coordination council can begin to develop a framework for more specific and in-depth strategies.

Figure 23: Process for Leveraging Existing Funding

Moving forward, the coordination council can begin to prioritize future projects in the following order:

1. **Capital Projects:** Primarily related to the purchasing of new vehicles or facilities when a specific need exists. Such expenditures are needed to actually operate transportation.

2. Operating Assistance & Secondary Strategy Initiatives: Once capital needs (if any) have been addressed, the coordination council can begin prioritizing operating assistance and those secondary strategies that were discussed.

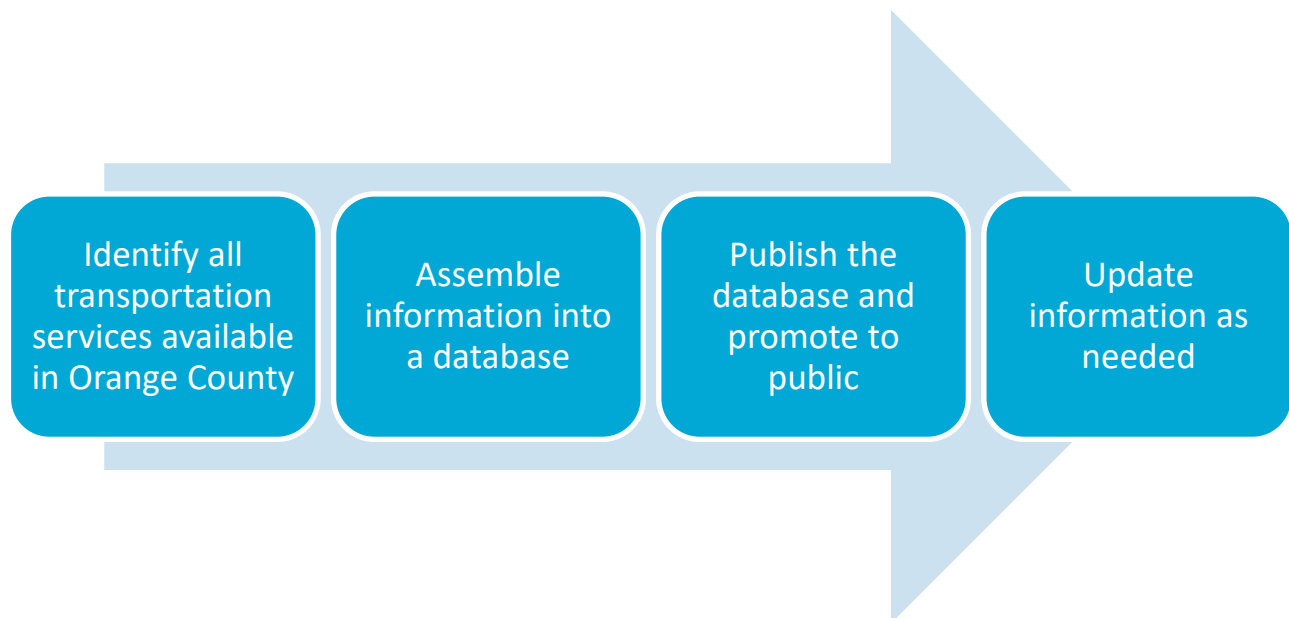
6.3 1-2 Years after Plan Adoption: Discussion of Secondary Strategies

During the 1-2 year time horizon following the adoption of this strategic plan, the coordination council can begin honing in on the secondary strategies that they identified. This amount of time will likely be needed because these strategies will require more capital and constant dialogue in order to truly be effective. Implementation of these strategies will also be a strong indicator that the coordination council is achieving its purpose.

Two of the strategies identified in Chapter 5 address the theme of information access. These include developing a centralized information repository and developing a standardized data format. Information access was also the most pressing of transportation needs, as identified in Chapter 4. As a result, the coordination council approach these strategies as part of one larger strategy.

To go about this process, the centralized information repository will need to be developed. The coordination council should devote one of its meetings to reviewing all transportation services available to Orange County residents, as identified in Chapter 2. During this meeting, the coordination council should invite staff from the Orange County Information Technology Department to discuss logistics of assembling this information into a database.

Figure 24: Process for Developing a Centralized Transportation Information Repository



Assuming the framework for a centralized information repository exists and is developed, the coordination council will need to then determine which means of transmitting transportation to

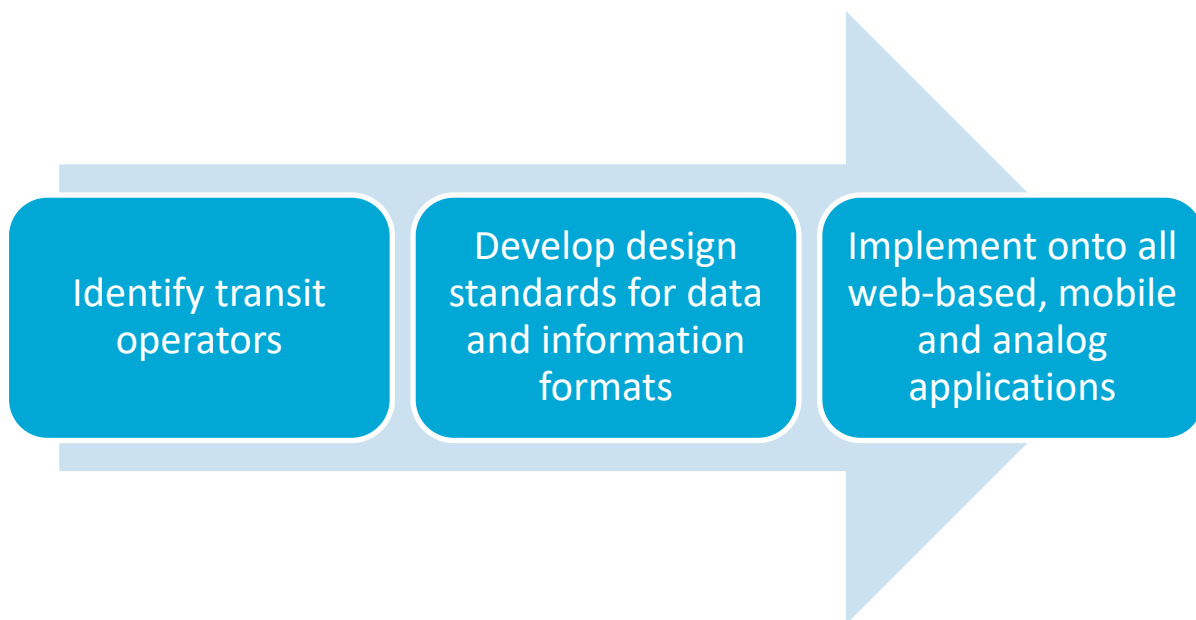
prioritize. As identified in the needs assessment of Chapter 4, means of accessing transportation include:

- Transit Orange website
- Health & human service providers' websites
- Printed schedules
- Word of mouth
- Call in numbers
- Cell phones & mobile apps

Based on these means of accessing transportation, the Transit Orange website, as well as printed schedules could serve as effective information sources to update into reliable information sources, although this will be up to the PAC given how they and their transit-riding clients communicate best.

These decisions will also help shape the approach for developing a standardized data format. During this time period, the coordination council should focus on developing standard data formats for user, as opposed to operator information. In those coordination council meetings following progress on the centralized information repository, the coordination council could move to develop standard designs for information sources including website and printed schedules.

Figure 25: Process for Developing a Standardized Data Format



Development of a centralized information repository and standardized data format are likely to take up at least the entire 1-2 year period following the plan adoption. This is attributed to a number of factors:

- As the first set of in-depth secondary strategies to be taken on by the coordination council, assembling all available transportation information and developing a standardized data format will require larger amounts of dialogue and collaboration.
- The coordination council will need to collaborate with Orange County's Information Technology Department.
- The processes for actually developing and designing data and information sources will require both time and capital resources.

Throughout this time period in which the coordination council will begin to implement in-depth secondary strategies, the council should continue or possibly increase, as needed, the number of meetings it holds. Additionally, if there isn't already an actively engaged member of the general public, they should be brought in, as described in the post 3-6 month portion of the implementation plan. This member of the coordination council could provide further guidance on the development of data- and information-related materials.

6.4 2-3 Years after Plan Adoption: Implementation of Data/Information Materials & Mobility Management Program Development

Following the 2-year mark since implementation of this strategic plan, the coordination council may want to expand those data-related strategies to include all sources of information, including the development of mobile apps. By mid-to-late 2020, the likely time period of this stage of implementation, mobile apps will likely play an even bigger role in providing transportation information. The leveraging of this technology could also be expanded to include information on general health and human services. As was the case with developing designs and data formats in the form of websites and printed schedules, the coordination council will want to consult with the Orange County Information Technology Department.

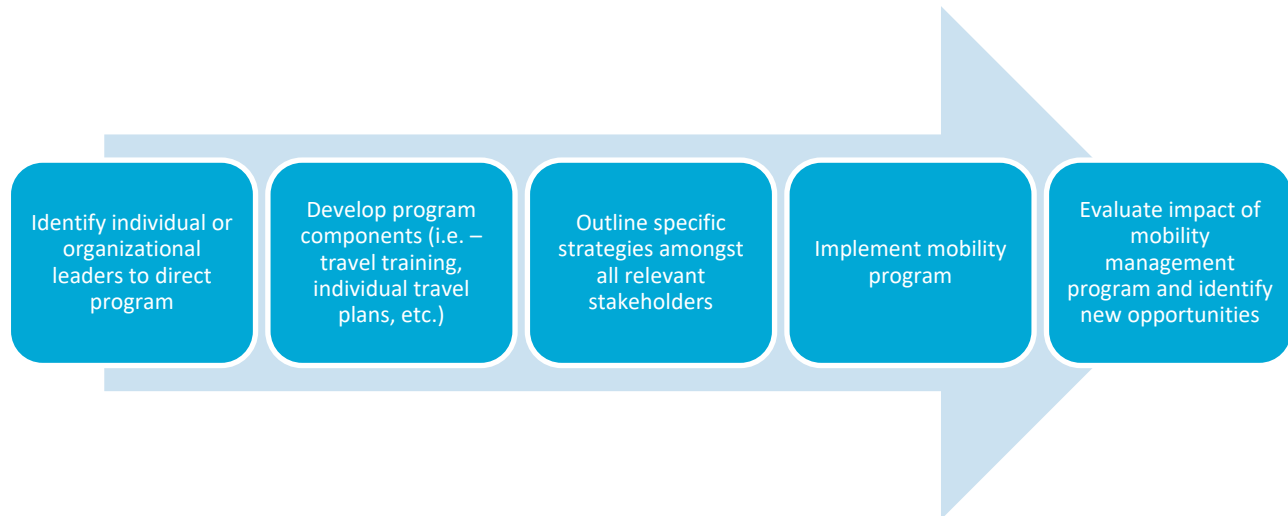
Assuming that the coordination council and Orange County Department of Planning have unveiled the centralized information repository on one or more formats, as well as standardized data formats, an evaluation process should also occur. To do so, the coordination council should reach out to both users and other members of those represented agencies and organizations who aren't on the PAC. Based on the results of this outreach process, the Orange County Department of Planning and coordination council can make necessary adjustments as needed.

The 2-year mark also represents a potentially effective time to begin developing an official Orange County mobility management program. This time period would be required because whoever would be in charge of the mobility management program would need to have access to and a firm understanding of all existing transportation services, and how they relate to the provision of health and human services. In order for this familiarity to take place, the centralized information repository would have to be implemented and accessible.

Ideally, the mobility management program would be implemented in the form of a full-time mobility manager to be stationed within the Orange County Department of Planning. In addition to promoting mobility-related initiatives, the mobility manager could serve a pivotal role as a purveyor

of transportation-related information to users and potential users. This would likely be achieved by establishing a centralized transportation information call-in number.

Figure 26: Process for Developing a Mobility Management Program



The decision making process associated with developing the mobility management program would be strongly tied to funding availability. While ideal, a full-time mobility management position based out of the Orange County Department of Planning would require constant funding, since an additional staff member would have to be hired and paid a salary. To make this decision, coordination council should dedicate a meeting or time period to identifying available grants, and other sources of funding to help establish such a position. If the full-time position turns out to not be achievable, a member of the coordination council or Orange County Department of Planning may want to take on this role with similar or limited duties.

Lastly, during the 2-3 year time period, the coordination council should consider expanding the standardized data format to include operational aspects of transportation. To achieve this aspect of the strategy, those transportation-providing organizations represented in the coordination council should share their documents used to conduct operations, including performance metrics, and maintenance. From here the coordination council can work to determine which, if any, of these formats could potentially be leveraged for use by all coordination council transportation providers. Successful implementation of this strategy could eventually pave the way for joint vehicle maintenance and service operations in the upcoming years.

6.5.3 Years & Forward after Plan Adoption: Expanding Service Footprints & Re-Assessing Needs

The final strategy to be realized is the expansion of the transportation service footprint of Orange County. In order for the coordination strategy to go about implementing any expansion of service footprints, the following need to occur first:

- The coordination council needs to be sure that users and potential transportation users have a reasonably strong understanding of available services in Orange County
- Users and potential users need to be able access transportation service on their own, and
- A defined need for service expansions given knowledge of all available transportation services, as identified through a planning study and additional public outreach process

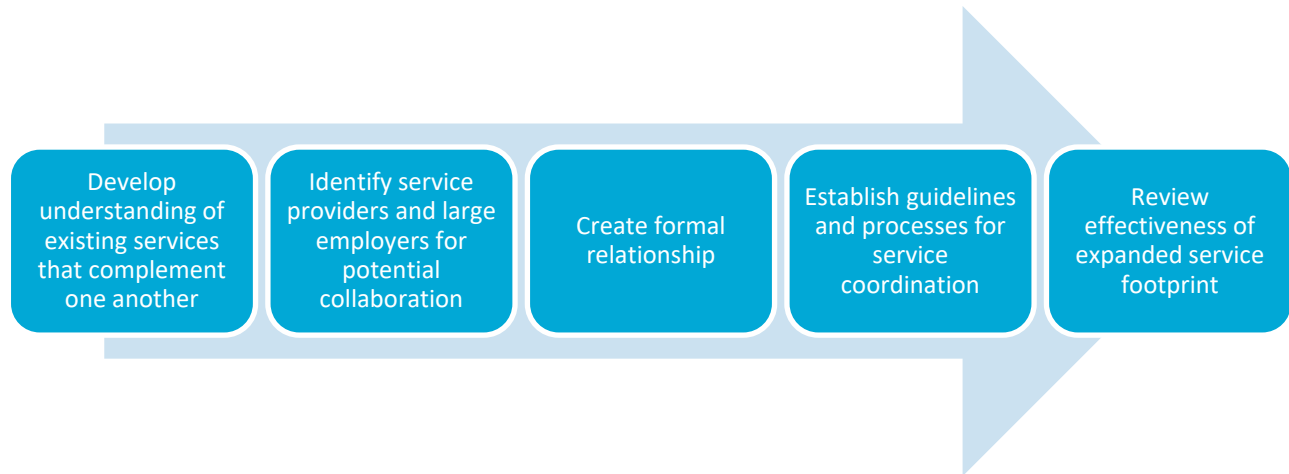
As Chapter 4 identified, access to information was perhaps the most pressing transportation-related need for Orange County. As a result, a number of the service gaps that exist in Orange County may be related to a lack of knowledge of available services. For example, a potential transit user wishing to get from Middletown to Goshen would be unable to do so using one of the 3 Transit Orange services alone. However, a number of Coach USA routes connect the 2 municipalities. Because most of these services are marketed as regional and New York City commuter-based services, it could be difficult for an Orange County local user to know how to use them to travel around intra-regionally throughout Orange County. However, since implementation of the previous strategies allows users to know that these services exist, the main decision-making process related to expanding the service footprint becomes related to whether current levels of service are sufficient to meet the needs of local riders, rather than developing a new service from scratch.

When considering methods of service expansion, the coordination council should consider partnerships with large employers. This could be done by surveying transit users and reaching out to large employers such as the following:

- **Medical centers** including Crystal Run, Orange Regional Medical Center, the Mid-Hudson Psychiatric Center & St. Luke's Cornwall Hospital,
- **Big-box retailers** along the Route 211, Route 17K
- , and Route 300 corridors including Walmart, Target, Lowe's, and The Home Depot; and
- **Large distribution and fulfillment centers** including the Home Depot Distribution Center in Montgomery, and Pep Boys Distribution Center in Chester.

The process for developing an employer partnership could vary based on the type of employer. In the case of the industrial sector consisting of distribution and fulfillment centers may consist of a dedicated shuttle van occurring at the start and/or end of major shift times. The same strategy may apply to transporting employees to and from the major medical centers. A partnership with a major retailer could result in an additional service run on one of the fixed route services, or the restructuring of current service to better meet the needs of employees.

Figure 27: Process for Orange County Service Footprints



Regardless of the type of employee partnership proposed, it will be important for the coordination council to first establish the demand and need for service expansions and modifications. This need and demand would be established through an updated planning study and with input from users, potential-users, and the general public. With 3 years of experience in recognizing the needs of all Orange County individuals with enhanced mobility needs, it will be up to the coordination council to develop establish a scope for these studies. Those scopes could include urban areas such as Middletown and Newburgh, rural area connections in Deerpark and southern Orange County, or regional and intra-county services.

This method of identifying transportation needs based on full accessibility to transportation information, on the part of users and potential users, can be applied to identify and take on additional strategies. When needs assessments are conducted again during this post-3-year time frame, there could very well be a new set of needs not identified in this current strategic planning process. For example, a new senior citizen complex could open up in a particularly isolated area of Orange County such as Greenville, Minisink, or Mount Hope. As another example, a new e-commerce facility could open up in a rural area of Wallkill or Montgomery. In a Middletown neighborhood, a close-knit non-English speaking South Asian population could develop. Each of these potential shifts and occurrences would come with its own unique transportation needs.

During the time period of this implementation plan, and beyond, the coordination council should utilize a needs-based approach, based on the one identified through this strategic planning process. The purpose of this approach will be to address any expected or unexpected shifts, trends, or occurrences that could potentially impact the demand for transportation of individuals with enhanced mobility needs. This approach should also apply to internal, operations-based strategies that the coordination council will further want to consider, including joint vehicle maintenance, service partnerships, and other methods of streamlining efficiency.

7.0 Conclusions

As mandated by the Enhanced Mobility of Seniors and Individuals with Disabilities (Section 5310) Program, this Coordinated Health & Human Services Transportation Plan was developed to address the transportation needs of individuals with disabilities, seniors, low income populations, and other individuals with enhanced mobility needs in Orange County. The resulting strategic planning process consisted of a number of steps:

- First, a general profile of Orange County was developed consisting of key geographic and relevant demographic indicators.
- Next, all transportation services, including those services provided by county agencies, available to Orange County individuals, were identified. This, along with the general county profile helped to identify the demand- and supply-side of health and human services transportation in Orange County.
- Fundamental considerations to guide the strategic planning process were identified. These included establishing a Project Advisory Committee (PAC), public outreach program, and lastly, developing a strong understanding of available funding sources.
- A needs assessment was then conducted taking into account all of the previous steps.
- Based on the needs assessment, foundational strategies were developed to improve the provision of health and human services transportation, with a particular emphasis on stakeholder coordination and collaboration. This approach was approved by the PAC and general public.
- Strategies were prioritized and expanded on through an implementation plan.

One thing this plan does not do however is recommend specific service additions or changes in transportation coverage. This is the case even though Chapter 2 identified areas of Orange County with higher concentration of individuals with enhanced mobility needs. This is attributed to a number of reasons. First, recommending specific service changes would require a lot more input and analysis of those affected transportation services. Given the time frame to develop this plan, along with the county-wide scope, this wasn't feasible. Second, and perhaps most importantly, the decision not to include any service changes was based on the needs assessment of Chapter 4. As indicated through the public outreach program and reiterated by the PAC, access to information on transportation services was the most pressing need of the Orange County transportation system. It could very well be that whatever 'service needs' exist are actually gaps in accessing information. In other words, users and potential users might not be aware of existing transportation services that could very well meet their needs. Until the Orange County Department of Planning and health and human services providers are confident that Orange County residents have a reasonably strong knowledge of the existing transportation system, it would be unwise to make any specific service-based recommendations.

Instead, a core principal of this strategic planning process is that it empowers a coordination council, made up of the health and human service providers who constituted the PAC, to make important transportation-related decisions. Since they possess perhaps the strongest understanding of health and human services needs, including those related to transportation, they are the ones most qualified to make those decisions.

Additionally, instead of proposing a 'laundry-list' of recommendations, this plan opted to hone in on a few (6) foundational strategies. This allowed for the development of a more effective and realistic implementation plan. Of the six foundational strategies, two are broad-level strategies. These 'primary strategies' include developing a coordination council and leveraging existing funding. Implementation of these strategies alone won't necessarily improve the provision of transportation for individuals with enhanced mobility needs. However, these two strategies set the stage for implementing and ultimately achieving the four remaining 'secondary' strategies.

This Orange County Coordinated Health & Human Services Transportation Plan aims to serve as a foundational bedrock for improving the provision of transportation for Orange County individuals with enhanced mobility needs. With thorough input from health and human services providers, and users of Orange County transportation services, this strategic plan was truly developed with the core principles of inclusion, collaboration, and coordination in mind. Adherence to these principles, and the strategies put forth in this plan, will ensure the effective provision of transportation for Orange County individuals with enhanced mobility needs for years to come.