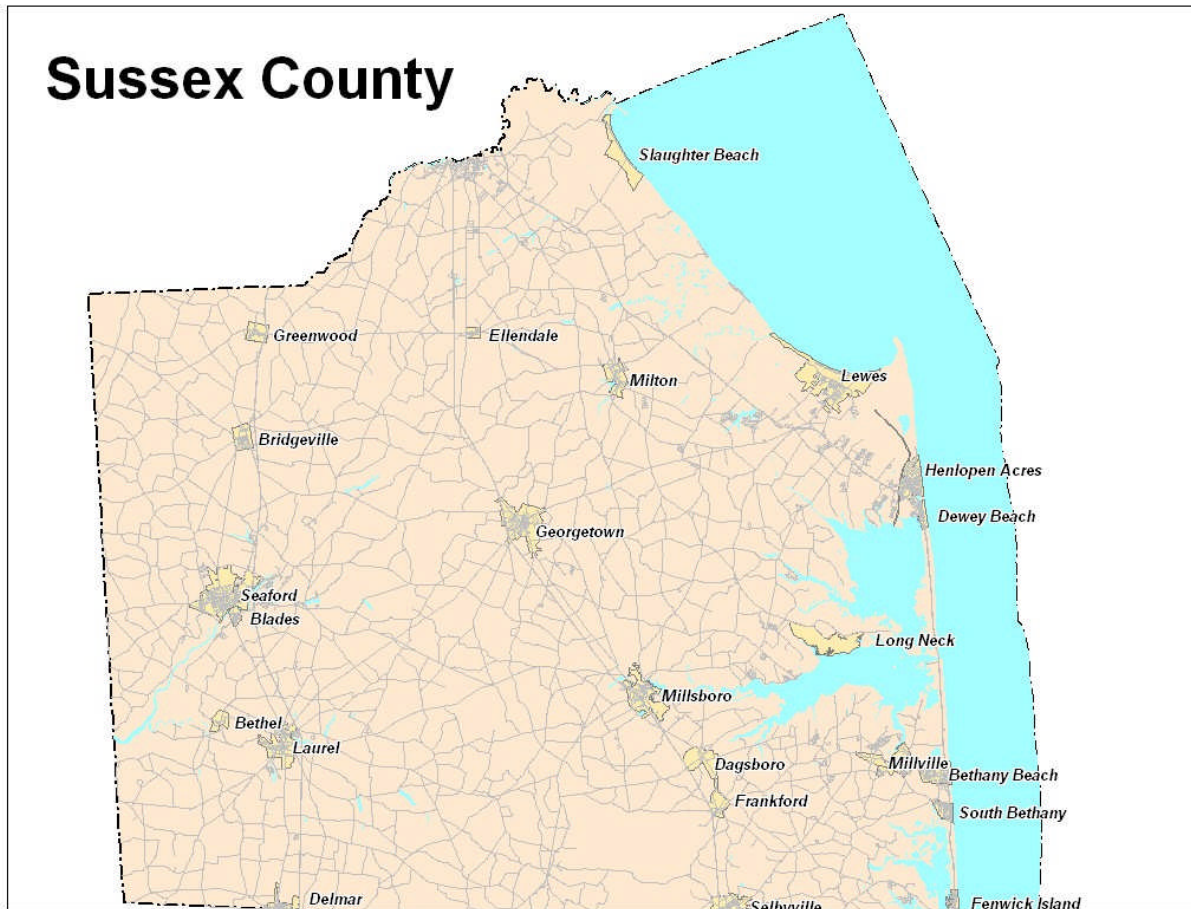


# SUSSEX COUNTY COORDINATED HUMAN SERVICES TRANSPORTATION PLAN



**August 23, 2007**

**[Updated with 2009 Input]**

**Submitted to: DeIDOT**

**Submitted by: PB**

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## **1.0 Introduction and Purpose of Plan**

This plan is submitted by the Delaware Department of Transportation (DelDOT) and the Delaware Transit Corporation (DTC) for Sussex County's response to the coordination provisions for Sections 5310 Elderly and Disabled, 5316 Job Access Reverse Commute (JARC), and 5317 New Freedom programs. This plan has been locally developed and includes input from public, private, and non-profit transportation and human services providers, as well as participation by the general public. This coordinated plan identifies the transportation needs of individuals with disabilities, older adults, and people with low incomes. Initial strategies for meeting these local needs are proposed. As required by FTA, this coordinated plan has been developed as part of the metropolitan planning process in concert with the Sussex County Transportation Plan. As it currently stands, the plan is not intended to serve as an exhaustive analysis of gaps in the County. It is expected that additional gaps may be identified and additional solutions proposed within the constraints of the program.

The goals of this plan are the following:

- Maximize the collective coverage of existing programs.
- Minimize the duplication of services.
- Maintain consistency with applicable metropolitan and statewide planning processes.

As the Sussex County plan for FY2007, this document contains the following elements required by FTA:

- Identification and assessment of existing services and service providers.
- Identification of major Sussex County transit attractors.
- Identification of gaps in service, i.e., "needs."
- Development of initial strategies to address gaps in service provision for target populations.

As part of these preliminary strategies, the plan identifies initial steps for service coordination. These concepts will be further developed and coordinated as described later in the document.

Addendums to this plan will:

- Determine whether the State of Delaware will coordinate the three counties' plans into one comprehensive plan for adoption.
- Further refine strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to improve efficiencies in service delivery.
- Identify priorities for implementation based on resources, time, and feasibility for implementing specific strategies and/or activities identified.

## **2.0 Existing Services and Service Providers**

### **2.1 Introduction**

Paratransit service tripmaking in Sussex County is growing for both public and private operators. This is the result of a number of factors. First, the number of elderly residents in Sussex County

continues to grow.<sup>1</sup> Second, DTC's door-to-door paratransit service covers all areas of the county (and state) and there are few, if any, denials of service requests for eligible users. Third, despite significant population increases, the county still lacks the densities traditionally required to boost existing fixed route ridership.

DelDOT supports a variety of transportation services in Sussex County. DelDOT serves as the designated recipient of funds, and DTC, as a subsidiary, administers these programs. DTC manages and operates DART First State as well as the Delaware Administration for Specialized Transport, Delaware Railroad Administration, and the Commuter Services Administration. DelDOT finances DTC's existing fixed route, seasonal fixed route and paratransit services within the county. DelDOT also provides vehicles and other funding to help support human services transportation providers and agencies.

Numerous transportation services are already provided by DTC and other agencies and organizations in Sussex County. Most of the existing services are oriented to serve the needs of individual client groups, resulting in significant levels of service with little or no coordination as well as the likelihood that similar trips are being provided by different organizations at the same days and times. The opportunity exists to identify inefficiencies or duplication of services as a way to ensure that these critical transportation services are provided more effectively and efficiently.

## **2.2 Existing Service Providers**

According to the Delaware Transportation Directory 2006 and the data collected through company contacts, there are 39 transportation providers specific to Sussex County. Figure 2-1 shows only those entities whose information was collected through the Transportation Directory or through individual interviews. It organizes the listing by the type of service each company provides. Of the total number of providers, 44 percent are non-profit transportation entities. These non-profit transportation entities receive funding for the provision of the majority, if not all, of transportation services for seniors, people with disabilities, or individuals with lower incomes. The myriad services currently provided by the non-profit entities are not coordinated or managed efficiently at the state or local level.

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<sup>1</sup> According to the Delaware Population Consortium, in 2000, less than 15 percent of the county's residents were over 70; this number is expected to increase to more than 20 percent by 2030.

**Figure 2-1: Sussex County Transportation Providers Summary**

	For Profit	Non-Profit	Airport Shuttle Service	Charter Service	Formal Limousine Service	Medical Transportation	Public Transportation	School Bus Transportation	Taxi Service
A&T Transportation, LLC	x			x					
Beebe Medical Center		x				x	x		
Cape Henlopen Community Center		x		x					
Calvary Baptist Church		x		x					
Cheer		x					x		
City Cab	x								x
Coastal Resort	x								x
Comfort Ride Taxi	x								x
DART First State		x				x	x		x <sup>2</sup>
Delmarva Transportation	x					x	x		
Delta Transportation	x								x
Department of Health and Social Services		x				x	x		
Division of Developmental Disability Services		x				x	x		
Delaware Technical and Community College		x		x			x		
Easter Seals		x				x	x	x	
First State Community Action Agency		x				x			
Generations Home Care	x					x	x		
Harrington Senior Center		x		x					
Heart to Heart Ambulance	x					x			
Jor-Lin, Inc.	x		x	x					
Jireh Transportation	x			x					
Kent Sussex Industries		x		x					
Kenney Transportation	x			x					
Laidlaw Transit Services	x						x	x	
Laurel Senior Center		x		x					
LifeStar	x						x		
Logisticare	x					x	x	x	
Milford Senior Center		x		x					
Millennium Transportation	x			x					
My Fathers Business Too	x								x
Nanticoke Senior Center		x		x					
Peachtree Acres		x		x		x			
Primecare Ambulance	x					x			
SMI Transportation	x			x					
Seacoast Cab Company	x								x
Surfside Limousine Service	x		x		x				
Stockley Center		x		x			x		
Transit-U / The Jolly Trolley of Rehoboth Beach	x			x			x		
Wadkin's Garage	x								x

DTC and the Department of Health and Social Services directly, or indirectly, provide the majority of trips to seniors, people with disabilities and low-income individuals. As such, a brief description of the services they provide will follow.

Figure 2-2 below shows additional organizations that may provide transportation services within the county.

<sup>2</sup> Through Senior Citizens Affordable Taxi Program

**Figure 2-2: Other Potential Transportation Providers in Sussex County**

Able Body Employment
Dunn's
Knott's
Veterans Administration Facility in Millsboro
The Church of the Body of Christ
Capitol Baptist Church
Holy Trinity Church
Mt. Zion Pentecostal
New Hope Pentecostal
Modern Maturity Center
Mamie A. Warren Senior Center

### 2.2.1 DART First State Service

DTC's system is small relative to the extensive geographic area covered by the DART First State system. The fleet currently consists of 215 vehicles, 198 of which are operated directly by the agency. Private carriers operate the other 17. Seventy percent of DART First State's fleet is concentrated in New Castle County, with the balance distributed in Kent and Sussex Counties. The relatively high proportion of paratransit services in Kent and Sussex counties reflects DTC's greater orientation toward providing basic mobility services there. Figure 2-3 lists the statistics associated with DART First State's fleet statewide.

**Figure 2-3 DART First State Transit Fleet, May 2007**

	<b>Fixed Route</b>	<b>Paratransit</b>	<b>Total</b>	<b>Fixed %</b>	<b>Paratransit</b>
New Castle	153	116	269	71.16%	52.97%
Kent	13	47	60	6.05%	21.46%
Sussex	20	56	76	9.30%	25.57%
Total	215	219	<b>434</b>		

#### **Fixed Route Services**

DTC operates two fixed routes in Sussex County: statewide public transportation service and seasonal Resort Transit Service.

**Figure 2-4 Sussex County's Transit Routes**



*Statewide Year-Round Service*

DTC operates three year-round fixed transit routes serving Sussex County. DTC is currently working toward increasing ridership for these three routes over the next two years. Table 2-5 below describes these routes.

**Figure 2-5: Sussex County Fixed Route Service Summary**

<b>Route Number</b>	<b>Description</b>	<b>Average ridership/day (2006)</b>	<b>Ridership goal/day (by 2009)</b>
303	Georgetown to Dover via Milford	111	150
206	Georgetown to Rehoboth via Beebe Medical Center in Lewes	176	225
212	Georgetown to Laurel via Bridgeville and Seaford	66	100

### *Resort Transit Service*

In addition to the statewide year-round service, DTC also operates resort transit service from late May through mid-September. The purpose of this service is to provide additional linkages between the coastal communities during the summer tourist season. DART First State resort service uses the Rehoboth Park-and-Ride lot as its hub and service is provided to Rehoboth Beach, Lewes, Georgetown, Long Neck, Pot-Nets, and Ocean City. There are a total of six seasonal routes in addition to extra operating hours on the Route 206 service. Also, DTC operates Route 305, which provides special weekend and holiday motor coach service between Wilmington, Dover, and Rehoboth.

### **Paratransit Services**

DTC operates a door-to-door demand-responsive service known as DART First State Paratransit. This service is provided statewide by DTC, though in New Castle County supplemental service is provided by organizations under contract to DTC in addition to regular DTC Paratransit service. In Sussex County, DTC provides all Americans with Disabilities Act- (ADA) compliant paratransit service. In accordance with ADA, paratransit eligibility is determined based upon a review of the individual's ability to independently navigate the fixed route system, as well as the accessibility of routes and stops to meet that individual's transportation needs.

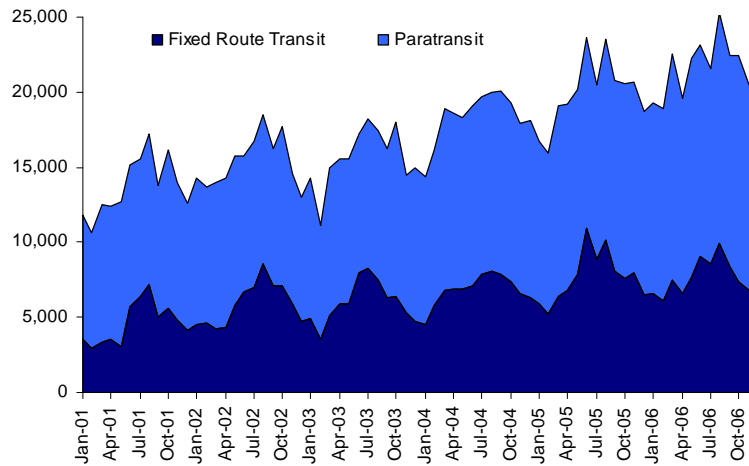
In order to use the DART First State paratransit, individuals must apply for eligibility. The application process includes an application to be completed by, or on behalf of, the applicant, and a Medical/ Professional Verification Form. Upon review of the completed application, DTC may contact individuals for an in-person interview if it is determined that fixed route service may be an option or a determination cannot be made based upon information provided. If needed, transportation to the required interview is provided by DART First State at no cost to the applicant.

DTC provides service for all ADA-eligible clients, who must pre-register with DART First State. All trips must be scheduled one day in advance. Many of the trips provided are medical-related (such as for kidney dialysis), but shopping and entertainment destinations are also popular. Weekday operations in Sussex begin at 6:00 a.m. and end at 9:00 p.m. Saturday operations begin at 9:00 a.m. and end at 4:00 p.m. No Sunday service is provided, though the reservation center is open on Sundays to schedule Monday trips. DTC has a policy to never deny a trip to eligible participants and there are no trip caps.

### *Current Service Consumption*

In 2006, 166,000 trips were provided on DART First State paratransit in Sussex County. The total number of paratransit trips greatly exceeded the number of fixed route trips provided on DART First State's year-round service (166,000 vs. 91,000). Demand for paratransit service continues to grow in the county. Figure 2-6 charts monthly paratransit tripmaking compared to fixed route service tripmaking in Sussex County from 2001 through 2006.

**Figure 2-6 Ridership**



Demand for paratransit service is currently outpacing the average population growth within the county. Over that period, the number of paratransit trips provided increased by an average of 5.4 percent annually. Between 2005 and 2006, the number of paratransit trips increased by almost 13 percent. This is occurring at a time when Sussex County's population growth is averaging 2.1 percent per year. As of June 2007, 3,191 Sussex County residents were eligible for paratransit services. This represents 24 percent of the State of Delaware's ADA-eligible participant total.

#### *System Capacity*

DTC currently houses 57 vehicles in Sussex County at the Georgetown Dispatch Yard, though the total number fluctuates daily. DTC estimates that 700 trips per day were provided in Sussex County in 2006. The DART First State fleet also has 20 resort vehicles available statewide. During the 2006 summer months, there were 580 resort one-way daily trips during weekdays and 653 on weekends.

#### **Rideshare Delaware**

Rideshare Delaware is a program administered by DART that helps commuters find and use alternative modes of transportation including carpools, vanpools, transit, and supportive bicycle or pedestrian facilities. The goal of Rideshare Delaware is to reduce the number of single occupancy vehicle trips to help improve air quality and manage traffic congestion.

Rideshare Delaware offers free ridematching services for commuters working in Delaware as well as for parents of Delaware school students, an emergency ride home benefit for registered commuters actively ridesharing to work, vanpool services, and transportation benefit assistance to employers in Delaware.

As of the end of FY2007, 22.5 percent of the 5,900 program participants lived in Sussex County. Sixty-eight Sussex County employers are represented by this percentage of participants.

## **2.2.2 Transportation Services Provided by Social Service Agencies**

In addition to DTC, numerous social service agencies provide human service transportation within Sussex County. These agencies serve a variety of clients including, but not limited to, the elderly and the disabled. DeIDOT supports these organizations either by providing vehicles or by providing some level of financial support, either directly or through a reimbursement. These agencies are all engaged in the provision of transportation services for their clients or qualified individuals. The agencies listed here are the most significant providers of human services transportation in the County.

**Department of Health and Social Services.** The Delaware Department of Health and Social Services (DHSS) administers Delaware's Medicaid program. Benefits are administered through both the Division of Social Services and the Division of Medicaid and Medical Assistance. Medicaid furnishes medical assistance to eligible low-income families and to eligible aged, blind, and/or disabled people whose income is insufficient to meet the cost of necessary medical services. Medicaid pays for doctor visits, hospital care, labs, prescription drugs, transportation, and routine shots for children, as well as mental health and substance abuse services.

Some Medicaid recipients receive transportation services to help with their non-emergency medical needs. DHSS contracts with Logisticare to administer this benefit. Logisticare is the state's manager of Medicaid transportation under an agreement with DHSS. Of the approximately 206 vehicles available to Logisticare, approximately 50 are designated for service in Sussex.

Logisticare has 47 contracted providers in Delaware that provide non-emergency medical services for eligible Medicaid recipients. Of these, six operate solely in Sussex County, and seven operate in Kent and Sussex Counties. Most of the companies they employ work exclusively for Logisticare and do not provide any service to the general public. In many instances, Logisticare provides seed money to help private transportation providers acquire vehicles. Some of the members of Logisticare's network provide services to the public and to other private parties in the form of taxi services and ambulances.

Logisticare also works with DTC to provide supplemental non-peak paratransit services when necessary. Logisticare calls upon its network of providers to serve paratransit needs at the request of DTC. Because Logisticare's contract with DHSS is based upon the number of riders eligible for service (not on the number of trips provided) they do not have reliable information on precisely when vehicles were used.

DHSS also administers the state's Temporary Assistance for Needy Families Program (TANF). While DHSS is the lead agency, program administration is accomplished through a partnership among the Division of Social Services (DSS), Department of Labor (DOL), Delaware Economic Development Office (DEDO), and DTC. The TANF Team transportation initiatives are funded by the Job Access Reverse Commute (JARC) grant program and provide specific services to meet the needs of the low income residents in each of the three counties. In the more urban New Castle County, a late night and Sunday shuttle provides work transportation; in Kent County, a fixed route service connects the more rural west side to the fixed route service in Dover. In Sussex County, demand response van service operates for welfare recipients as well as a shuttle

to connect the economically depressed towns of Delmar, Seaford, and Laurel to employment opportunities in Salisbury, Maryland. These programs, as well as additional fixed route services in each county, have been invaluable in encouraging low income residents to become more self sufficient.

**Division of Developmental Disabilities Services.** In addition to the Department of Health and Social Services, other agencies also provide transportation services for their clients. The Division of Developmental Disabilities Services operates transportation to its day centers in Milford and Georgetown and funds transportation services out of its contract sites to organizations such as Easter Seals and Kent-Sussex Industries. The main facility in Sussex County is the Stockley Center in Georgetown.

There are four minibuses at the Stockley Center, six vehicles at the Georgetown Center, and four vehicles at the First State Senior Center. Other than the four minibuses at Stockley Center, which Stockley Center owns, all the other vehicles are leased through Fleet Services (a state agency under Office of Management and Budget, Government Support Services).

First-State and Georgetown Centers are day facilities. Clients are picked up at home and taken to the center in the morning and the reverse occurs in the afternoon. Stockley Center is a residential facility with about 88 residents so they transport people around the “campus” houses and to/from medical facilities. Service is provided Monday through Friday from 7:00 a.m. to 5:00 p.m.

### 2.2.3 Private Non-Profit Agencies

A relatively large number of private, non-profit organizations provide transportation services for the elderly and disabled in Sussex County. Each of these agencies has its own area of focus and client base, but works to coordinate efforts and share information through the Sussex County Mobility Consortium (described later in this section). Table 2-7 identifies these organizations and the number of vehicles providing service.

**Table 2-7: Sussex County Private Non-Profit Transportation Providers**

<b>Organization</b>	<b>Vehicles</b>
CHEER (Sussex County Senior Services, Inc.)	10
Kent-Sussex Industries	30
Easter Seals of Delmar	19
First State Community Action Agency	3
Cape Henlopen Senior Center	1
Nanticoke Senior Center	2
Laurel Senior Center	4
Calvary Baptist Church	2
Milford Senior Center	2
Delaware Technical and Community College (DelTech)	2
Generations Home Care	5

**CHEER (Sussex County Senior Services, Inc.)** is a private, non-profit agency that serves the elderly residents of Sussex County through a variety of multipurpose programs. Their primary facility is the CHEER Community Center in Georgetown. Services provided by CHEER include transportation, entertainment, nutrition, and Home Services. CHEER's goal is to help seniors and the disabled stay in their personal residences as long as possible and, in general, support the various needs of county residents over 50 years of age.

CHEER provides transportation services for a variety of trip purposes including:

- Trips between existing senior centers and assisted living facilities to CHEER facilities for congregate meals, activities, and events.
- Trips to entertainment and shopping locations including CHEER sponsored events.
- Trips for non-emergency medical treatment.

CHEER aims to transport clients to its facilities and other senior centers as well as provide Meals on Wheels to seniors and the disabled. CHEER also provides nutrition services at its senior centers and to seniors and the disabled throughout the county. CHEER's aim is to never deny trip requests. Most transportation is provided between 8:00 a.m. and 4:00 p.m. on weekdays.

Most service is provided on a subscription basis and requests for service need to be made three days in advance. If CHEER is able to provide service, trips are provided on one of CHEER's 16 vehicles in daily operation (two spares are kept on hand). CHEER uses proprietary software to match potential riders with trips.

CHEER is a key member of the **Sussex County Mobility Consortium** (described below), an organization of human services transportation providers, and serves as a clearinghouse for paratransit tripmaking for the elderly and disabled. Through the use of their ride matching software, CHEER is currently developing protocols to match trip requests with existing trips currently provided by CHEER or the trips of other members of the Consortium. CHEER has developed a voucher system to enable all consortium members that provide trips for the clients of other consortium members to seek reimbursement on a trip-by-trip basis.

**Kent-Sussex Industries (KSI)** is a private, non-profit rehabilitation facility located in Milford that serves both Kent and Sussex Counties. Kent-Sussex Industries provides employment and training services for developmentally disabled individuals. They operate a fleet of 30 vehicles. KSI provides evaluation, training, employment, supported competitive employment, and placement to help workers enter competitive employment. KSI also provides long-term work for some individuals who are unable to work competitively.

KSI picks up and drops off clients at job locations, KSI's facility, and client homes. Where there is no cost to the riders, the funding comes from the Delaware Division of Developmental Disabilities Services (DDDS) and other fundraising efforts. KSI operates primarily Mondays through Fridays from 8:00 a.m. to 6:00 p.m. with some Saturday service.

**Easter Seals of Delmar** is a work and treatment center for mentally impaired residents in Sussex County. The client center is in Millsboro and is open from 6:00 a.m. to 6:00 p.m. weekdays. Easter Seals provides transportation between client homes and residential facilities and its center

in Millsboro daily on a subscription basis. Service is also provided for school-aged children to the Kent-Sussex Technical High School. Easter Seals also provides trips for DSS clients under contract to Logisticare.

**First State Community Action Agency** is a private, non-profit agency based in Georgetown which provides services to lower income persons in Kent and Sussex Counties. The majority of the transportation service provided by the organization is in support of its Head Start pre-kindergarten program. First State Community Action has a three-vehicle fleet and reserves one vehicle to operate non-emergency Medicaid transportation a subcontractor to Logisticare.

**Cape Henlopen Senior Center**, located in Rehoboth Beach, provides a variety of support services for seniors and the disabled in Sussex County. Services include social and recreational programs such as shopping and entertainment as well as educational programs. Much of the service is provided via the facility in Rehoboth Beach and must be scheduled in advance.

**Nanticoke Senior Center**, located in Seaford, provides a variety of support services for seniors and the disabled in Sussex County. Most of the service is provided via the facility in Seaford.

**Laurel Senior Center** is a private, non-profit agency located in Laurel. The agency provides a number of services to seniors, including adult day care, congregate nutrition, meal delivery, and transportation. The majority of transportation services are provided to and from the Laurel facility and transportation is provided for medical appointments, shopping, and other entertainment events. The Laurel Senior Center operates two separate routes and provides service on a subscription basis through the use of five vehicles.

**Cavalry Baptist Church** has one van used for transporting elderly to special meetings at other locations, transporting members of the choir to sing at nursing homes, and transporting people to conferences. Members of the church are not charged for this service and it is funded through the church's budget. The vans are only used three to four times a month and the church would be willing to provide additional transportation services, if needed.

**Milford Senior Center** owns two vehicles—an 8-passenger van and an 18-passenger bus—one of which was provided under the 5310 program. Vehicles are used for a variety of purposes, such as transporting seniors to and from home, running errands, and some long distance trips. The service is funded through a grant from Kent County and is free to seniors. Most of the trips occur from Monday through Friday with occasional trips to the Poconos on Saturdays. The Senior Center is not always able to fulfill transportation requests, particularly for door-to-door trips.

**Delaware Technical and Community College (DelTech)** is the contractor for Delaware's Welfare to Work program, administered by the Delaware Department of Labor. Applicants for benefits under the State's Temporary Assistance for Needy Families (TANF) program in Sussex County are directed to DelTech for job training or educational placement. Recipients are required to participate in four weeks of employment or educational assistance before they are expected to achieve employment or successfully enter an educational program. Childcare is provided as part of the TANF benefit.

Transportation for TANF recipients in Sussex County is primarily directed at transporting individuals from their home to the DelTech campus in Georgetown for job training. If necessary, transportation can be provided to job interviews, educational institutions, and to volunteer opportunities. Transportation is provided through the use of two vehicles employing two part-time drivers. The vehicles are checked out daily from the State of Delaware Fleet Services facility located in Georgetown.

Transportation services are provided from Monday through Thursday between 8:00 a.m. and 2:30 p.m. After those hours the vehicles are returned to Fleet Services. The service averages approximately five round trips per day. TANF recipients remain in the program for 12 weeks. The first four weeks are comprised of job training or educational preparation. For the final eight weeks of the program, recipients are expected to procure their own vehicles or use public transportation services. In some instances, recipients are directed to Generations (described below) for transportation after the first four weeks. DelTech staff offers extensive case management support for recipients during their period of assistance.

**Generations Home Care** provides transportation services under four different programs and offers the following services:

- Welfare to Work Program (WTW) with approximately 60 round trips a week,
- 60+ Program (60+) with approximately 18 round trips a week,
- Ticket to Ride Program (TR), and
- Private Pay Program.

Generations has one 14-passenger bus; two vans used exclusively for the Welfare to Work program; and one van used in the private pay option in addition to one 5310 Handicapped Van used for the 60+ program, TR program, and private pay. Through the WTW program, Generations picks up customers at home and transports them to work based on a weekly "manifest" from Delaware Department of Health and Social Services (DDSS), DTC, and DelTech, and drops them off at scheduled work places. Through the 60+ program, Generations picks up patients at home and transports them to a place of medical service. Finally, through the TR program, the patients are picked up at hospitals and taken home.

Generations receives its funding through DDSS, DTC, and DelTech for its WTW program. Its 60+ program is funded by a grant from AstraZeneca and United Way. Finally, the TR program is funded by 5310 monies (patients have to subscribe to Generations' Home Health Services). No funding comes from medical insurance coverage and the customers are never charged directly except for trips in the private pay program, where market rates are assessed.

Most of the services are provided Monday through Friday with WTW services also offered on Saturdays. Generations notes an unmet demand in Sussex County for additional transportation services for the elderly—particularly related to day-to-day activities for the elderly rather than medical trips.

The **Sussex County Mobility Consortium** is the organization of *participating* non-profit human services transportation providers in Sussex County. The consortium is comprised of the following organizations and “friends”:

- The Delaware Community Foundation
- The Delaware Aging Network
- Sussex County Council
- Delaware Transit Corporation
- Sussex County Senior Services
- Kent Sussex Industries
- Delmarva Easter Seals
- Sussex County Community Action
- Generations Home Care, Inc.
- Luther Towers of Milton
- Laurel Senior Center
- Nanticoke Senior Center
- Lewes Senior Center

The consortium is an advocate of the organizations that serve the county’s elderly and disabled. Because transportation expenditures for all members are fairly substantial and rising, the consortium aims to serve as a clearinghouse of information to help ensure that human services transportation services are provided in a coordinated, cost-efficient manner.

Consortium members are expected to furnish their vehicle schedules to CHEER to ensure that all trip information is available in one centralized database. This database has been developed to serve as a locus of information on existing trips to further help social service agencies meet the transportation needs of their clients. Using a single dispatch center, consortium members can direct trip requests to vehicles already scheduled to operate to or near a requested origin or destination. Clients of one consortium member can travel in a vehicle of another consortium member as one way to help manage limited resources. A voucher system helps ensure that consortium members are reimbursed for trips they provide to other consortium clients.

#### 2.2.4 Private Transportation Service Providers

Sussex County also has numerous organizations that provide private (for profit) transportation services for the elderly and disabled. Many of these organizations primarily support Logisticare, though some provide transportation services in addition to Medicaid-eligible trips. Figure 2-8 identifies private transportation providers currently operating service in Sussex County.

**Figure 2-8: Sussex County Private Transportation Providers**

<b>Organization</b>	<b>Vehicles</b>
A&T Transportation, LLC	5
Comfort Ride Taxi	2
Delta Transportation	5
Jireh Transportation	1
Kenny Transportation	2
Millennium Transportation	2
Primecare Ambulance	2

<b>Organization</b>	<b>Vehicles</b>
SMI Transportation	3
Heart to Heart Ambulance	5
LifeStar Ambulance	10

### 2.2.5 Taxi Service

DelDOT's Division of Motor Vehicles maintains a listing of licensed taxicab companies in the state. Several additional companies advertise service, but are not included in this listing. Figure 2-9 identifies a listing of licensed taxicab companies providing service in Sussex County.

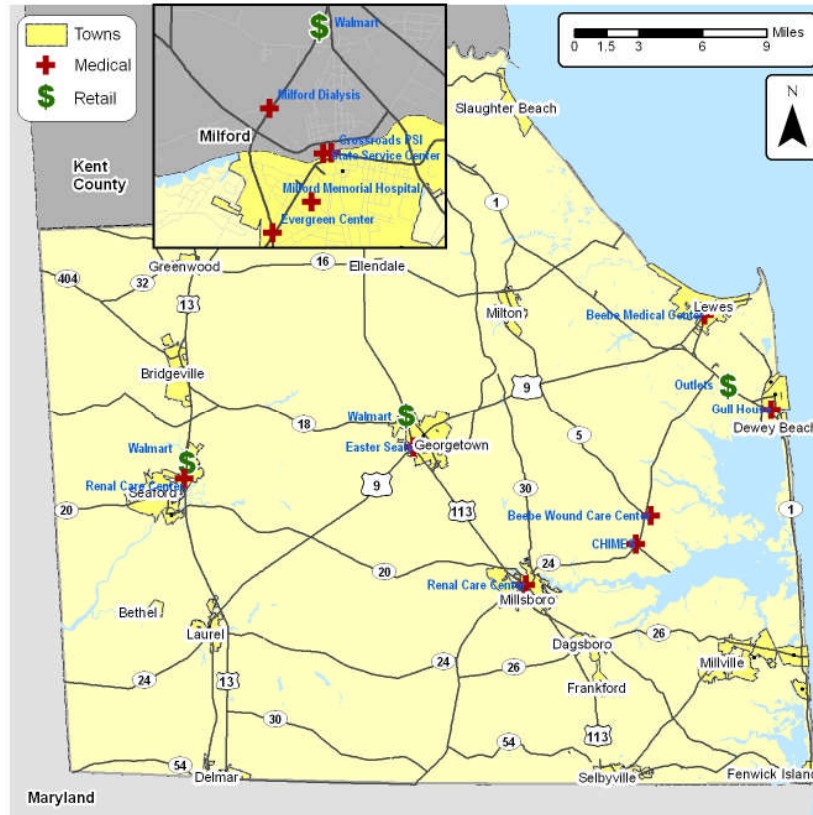
**Figure 2-9: Sussex County Licensed Taxicab Companies**

<b>Company Name</b>	<b>Location</b>
City Cab	Seaford
Coastal Resort	Ocean View
My Fathers Business Too	Houston (Kent County)
Seacoast Cab Company	St. Georges
Wadkin's Garage	Milford

To help eligible seniors use participating taxis for travel, DTC operates Senior Citizens Affordable Taxi (SCAT). DTC sells \$10 worth of taxi service vouchers for \$5 to eligible seniors, who then can purchase taxi services. Recipient taxi operators then provide vouchers back to DTC for reimbursement.

### 3.0 Major Sussex County Transit Attractors

Figure 3-1 Major Paratransit Destinations



As expected, most transit attractors in the county are located in the areas with higher densities and, hence, higher concentrations of medical and retail facilities. Figure 3-1 presents a map of key retail and medical attractions as noted by DTC’s Paratransit Operations Division. There are four major retail centers and 12 medical facilities in the county that are commonly traveled to by paratransit users.

The towns of Milford, Georgetown, Seaford, and Rehoboth Beach have a variety of medical and retail attractions that are highest paratransit trip attractors in the county.<sup>3</sup> Several other medical facilities are located in other locations of the county. Most of these trip attractors are dispersed throughout the county, thus requiring longer travel times for the transportation providers.

Medical centers, hospitals, and dialysis centers require frequent trips during the week. Dialysis centers usually require routine trips six times a week for their patients (drop off and pick up for three visits per week). State Service Center (through Delaware Health and Social Services), Evergreen Center, Milford Hospital, and Milford Dialysis, as well as Crossroads PSI, attract

<sup>3</sup> Based on the information provided by DTC’s staff

most medical trips in Milford. Gull House, Beebe Medical Center, and Beebe Wound Care Center are major medical trip attractors in the resort areas of Lewes, Rehoboth Beach, and Dewey Beach. Finally, Easter Seals in Georgetown, Renal Care in Seaford, and CHIMES in Millsboro are additional destinations requiring daily trips. The county's aging population can only increase number of medical trips in the beach area throughout the year.

Paratransit trips also go to major shopping destinations in the county. Some of the major retail attractors are located in Seaford, Georgetown, and Milford (Wal-Mart stores); several retail stores, particularly outlets, are located in Rehoboth Beach. While more trips are usually expected during the summer season, many trips occur throughout the year given the high permanent population of elderly residents in the county.

In addition to the paratransit trips, types of land use dictate the demand for other transit services. As such, generally, the following categories of land uses require transit connections and serve as potential transit attractors:

- Employment locations (business parks)
- Schools (colleges)
- Medical destinations
- Shopping centers
- Park and ride locations
- Residential areas

Figure 3-2: All major transit attractors

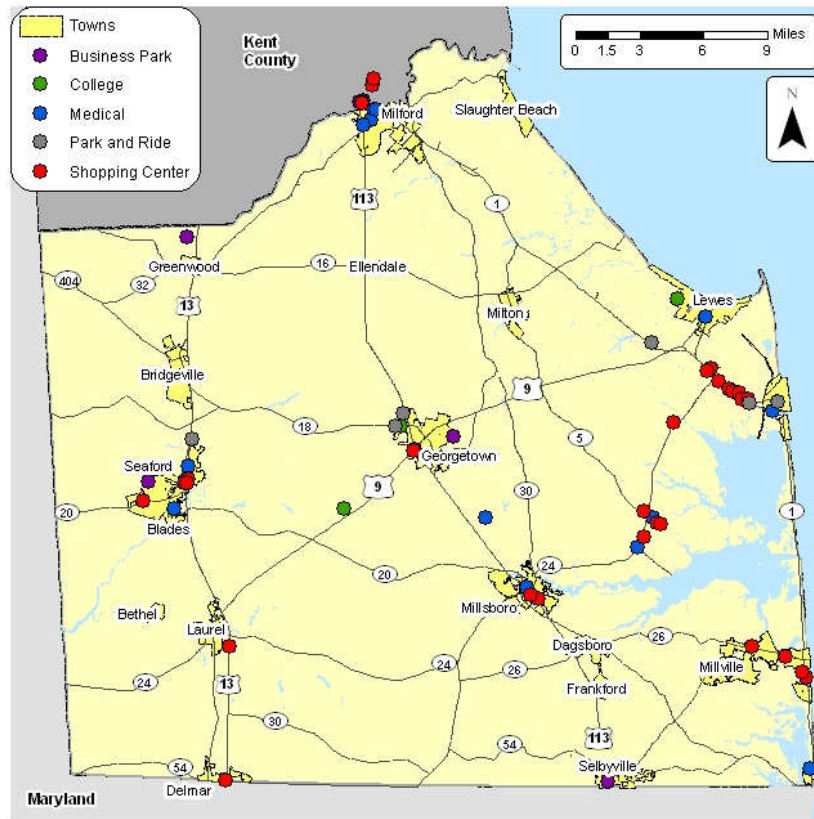


Figure 3-2 demonstrates key transit attractors in the county based on 2005 ADC mapping sources. Major towns are shown as well, because transit trip origins are usually residential areas while transit destinations are the other items outlined above.

Most transit attractions are located in areas with higher density, such as Georgetown, Lewes, Rehoboth Beach, Milford, Seaford and Millsboro. Business parks are primarily located in the Georgetown, Selbyville, and Seaford area, while educational facilities are clearly concentrated in Georgetown with the College of Marine Studies in Lewes. Hospitals, dialysis centers, and other medical facilities are spread equally throughout the county, while shopping centers are clearly concentrated in the Rehoboth Beach area along Route 1 and have been growing in that area in the last decade. Furthermore, additional large shopping areas are present in other coastal areas.

The fact that transit attractions are spread throughout the county creates a more difficult problem to address with transit routing alignment. If most attractions are in the same geographic area, transit routes can be designed to concentrate connectivity to that one region from various residential communities in the county. However, sprawling transit destinations throughout the county creates a more challenging pattern to accommodate with fixed route transit.

## 4.0 Gap Analysis

With approximately 942 square miles, Sussex County is the largest county in the State of Delaware; however, it is also the most rural and the least populated county with a population of 173,111<sup>4</sup> persons. Accordingly, Sussex County has the least amount of DART First State fixed route transit miles in operation (81 miles). However, as described in Section 3, Sussex County currently provides the most paratransit service per person in terms of number of trips when compared to the other two counties.

Many of the gaps identified below pertain to the general population as well as to the specific target groups cited. One of the opportunities in expanding coordination of Sussex County human services transportation is to extend service to the general population. This can be done through innovative programs that avoid the restrictions attached to some grant programs defining rather narrowly who may be transported. Conversely, coordination may bring opportunities to “mainstream” populations initially targeted by specific funding programs.

### 4.1 Barriers to Efficient Service Provision

The Sussex County Mobility Forum has identified a number of challenges to providing efficient service to meet the demand for transportation. These include:

- **Centralized Information:** In general, there is perceived to be a lack of knowledge about transportation services that are available throughout the county. The lack of one central source for information affects residents’ ability to locate and access all the transportation services that are available. Access, whether it be physical, verbal, or both, is integral to sustaining a successful transportation network. The Mobility Forum has stated that the transportation-dependent population needs to continually be made aware and reminded about the transportation services that are at their disposal. A centralized source for information is considered necessary for persons already using these resources, as well as people seeking new and/or expanded mobility options.
- **Coordination:** Another gap identified at the Sussex County Mobility Forum is the lack of coordination among the various agencies operating transportation services within the county. Most social service agencies in the county independently operate vehicles for their clients, duplicating services, and consequently reducing efficiency throughout the entire transportation network. By maximizing current vehicle usage there is potential to accommodate trips for welfare clients and low income persons at little or no additional cost.
- **Funding:** The Mobility Forum also identified the lack of funding for all modes of transportation in the county. New and innovative funding sources, whether for pilot projects or expansion of current services, would allow greater access for persons requiring transportation for employment.
- **Lack of Service on Weekends and Evenings:** A significant percentage of the services currently operate only during weekdays between approximately 8:00 a.m. and 5:00 p.m. As a result, specific trips cannot be served, particularly work-related trips. Service and retail jobs, a growing sector within Sussex County, often extend beyond traditional business hours.

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<sup>4</sup> [2005](#) American Community Survey

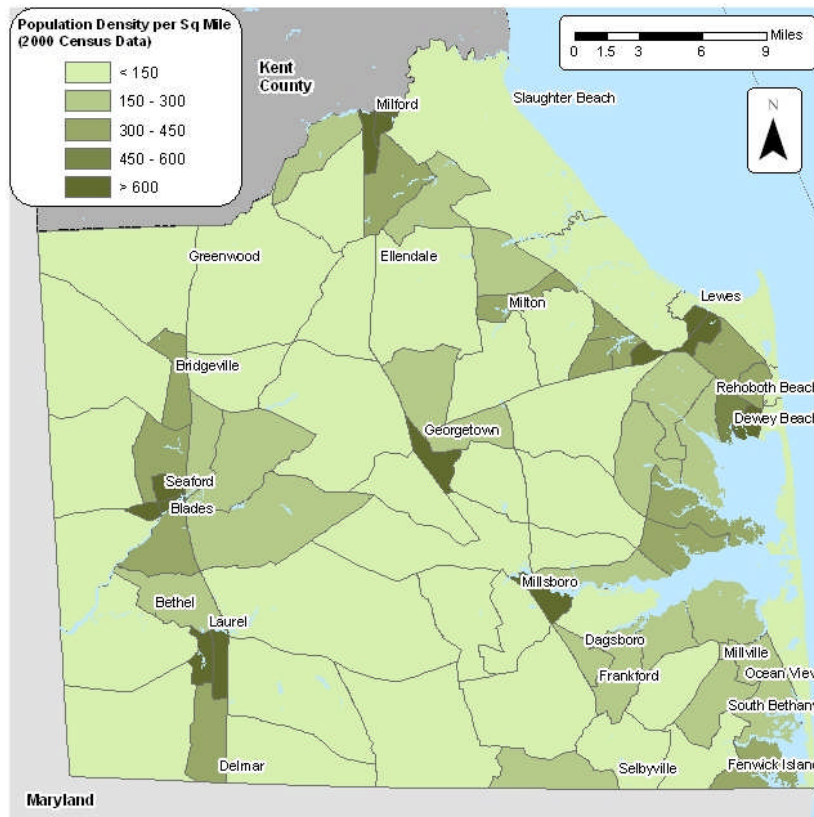
As a result, existing paratransit services may not be available to employees in certain industries.

- **Lack of Accessible Taxis:** Taxicabs often fill service gaps by providing transportation during non-work hours. However, not all taxicabs meet ADA requirements for accessibility and cannot be used by some ADA-eligible participants.

## 4.2 Assessment of Needs and Demographic Profile

With the nation's seventh-highest population density, the state of Delaware has a population density of 401.1 persons per square mile. The population density for Sussex County is 184 persons per square mile. Figure 4-1 depicts the population density associated with Sussex County.

**Figure 4-1: Sussex County Population Density per Square Mile**



## 4.2.1 Population Characteristics

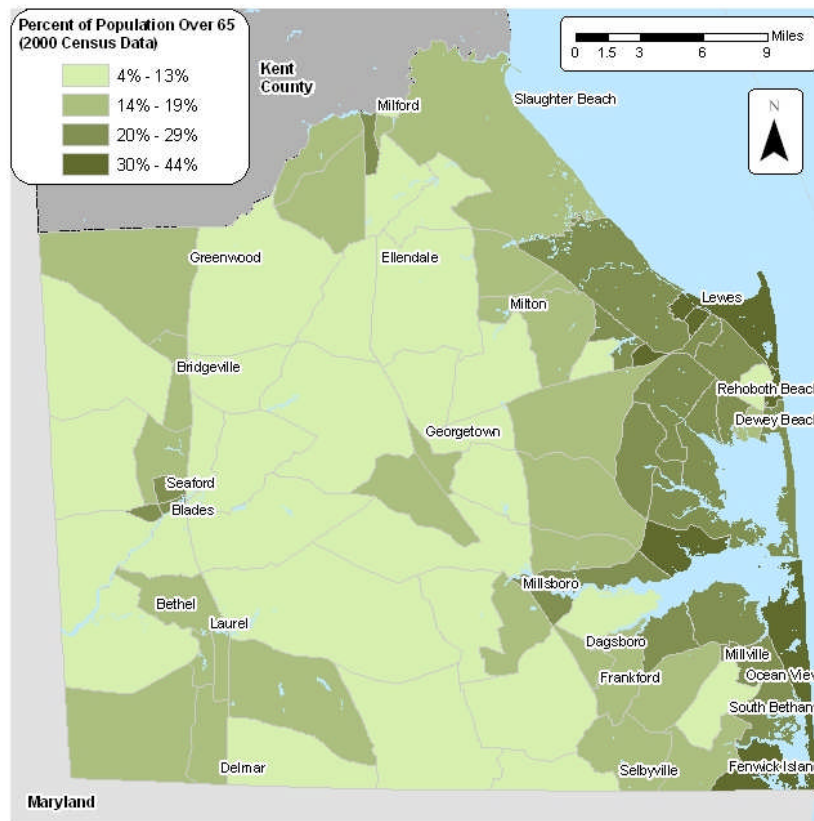
Figure 4-2 Population Characteristics

Area	Total Pop.	% of State Population	% of Persons age 65+	% of Persons w/ Disability	% Persons Below Poverty Level
Delaware	818,587		13%	14.3%	10.4%
New Castle	505,271	61.7%	11.3%	14.1%	10.1%
Kent	140,205	17.1%	11.9%	17.6%	10.7%
Sussex	173,111	21.1%	19.0%	14.4%	11.0%

## 4.2.2 Older Adults

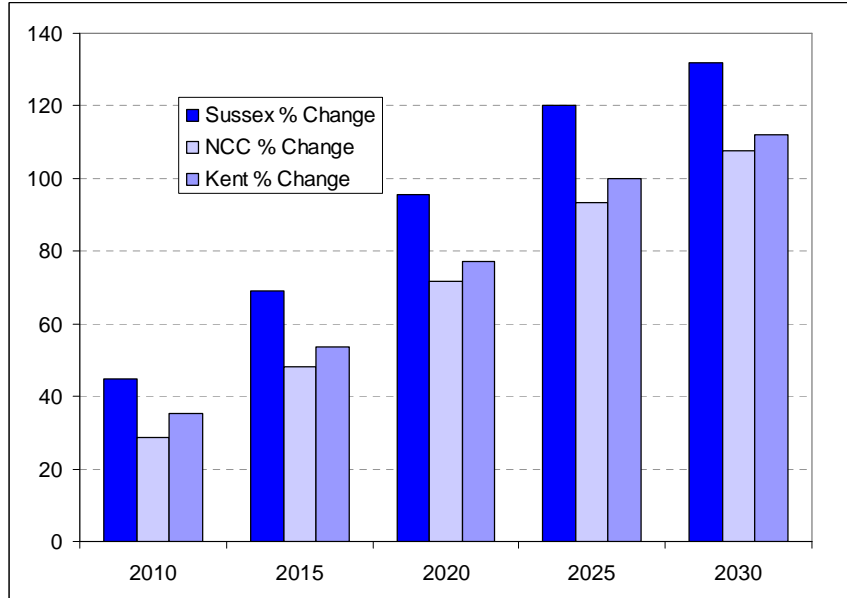
Elderly residents make up 13 percent of Delaware’s population. Census data for 2005 estimates older adults comprising approximately 19 percent of the population in Sussex County.

Figure 4-3: Sussex County Elderly Population by Census Block Group



The graph below depicts the projected population growth for persons 60 years of age and older. The projected percentage change between 2000 and 2030 for Sussex County is 132 percent. In 2030 there will be approximately 296,739 elderly citizens in Delaware representing a percentage increase of 120.8 percent.

**Figure 4-4: Percent Growth in Population > 60**



In the year 2025 the projected increase of persons 60 years and older will represent nearly one-third of Delaware’s population. Elderly citizens will comprise 36 percent of the residents in Sussex County.

### **4.2.3 Persons with Disabilities**

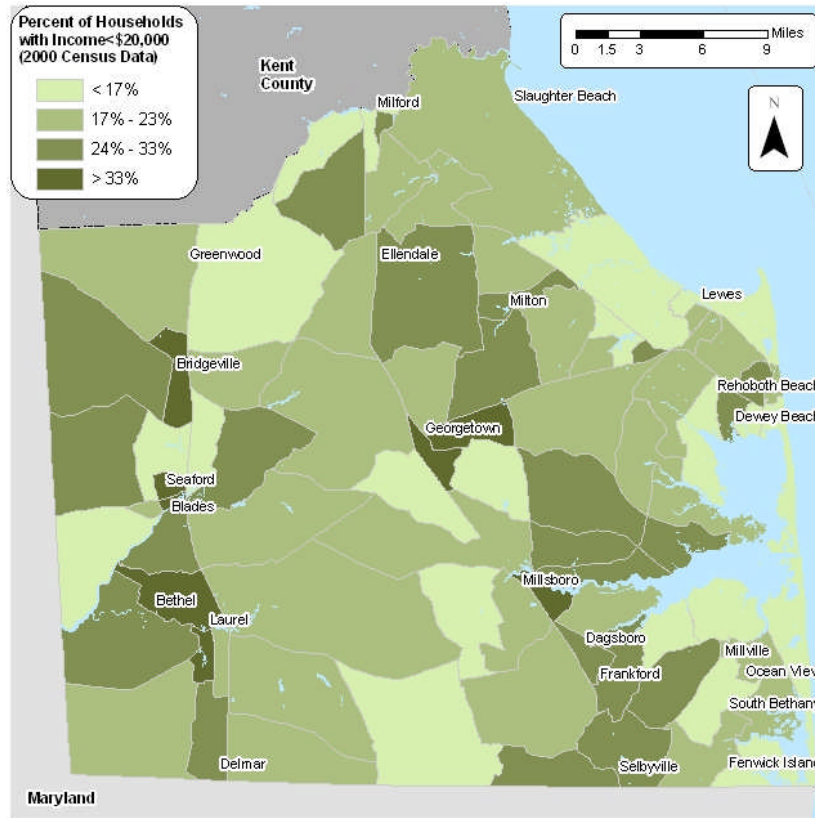
Attempting to solidify the definition of, and develop metrics for, disability has been an ongoing effort of the Census Bureau and other statistical bodies for many years. The challenges of developing reliable statistics are complex and numerous. The information cited in this document is consistent with the Census 2000 and 2005 estimates. According to the census bureau disability is defined as, “A long-lasting physical, mental, or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can impede a person from being able to go outside the home alone or to work at a job or business.” The disability statistics cited in this document differ from the definition and process used to determine eligibility for paratransit services at DTC. According to the Americans with Disabilities Act, data about disabled persons experiencing difficulties going outside the home and holding down a job are important to ensure comparable public transportation services for all segments of the population.

### **4.2.4 Low Income**

The U.S. Census uses income thresholds by family size and composition to determine who is in poverty. If the total income of the family is below the threshold, then every person considered a member of that family is considered in poverty.

Nationwide, approximately 13.3 percent of Americans are considered in poverty. Statewide and Sussex County statistics for individuals considered below the poverty line is below the national average.

**Figure 4-6: Sussex County Low Income Population by Block Group**



Another measure for estimating statistics of individuals or families who are low income is the Temporary Assistance for Needy Families (TANF) funding administered by the Department of Health and Social Services (DHSS). TANF is Delaware’s main cash assistance program. It is administered through a joint effort of the Division of Social Services (DSS), Delaware Department of Labor, Delaware Department of Transportation, and the Delaware Economic Development Office. The goal of TANF is to give people temporary help until they get a job. Within the program both the state and the TANF client have responsibilities. The state provides positive incentives for the family to become self sufficient, and the family must accept responsibility to become self sufficient and self-supporting.

**Figure 4-7: TANF Population**

Month	#	% Change Since Jan. 1993	% Change Since April 1994
Feb-07	6186	-45.18%	-47.59%
Feb-06	6114	-45.82%	-48.20%

The statistics in Figure 4-7 show that since January 1993 the caseload of TANF clients decreased 45.18 percent from 11,285 to 6,186. These statistics illustrate Delaware’s success in assisting people toward a path of financial independence.

On August 22, 1996, "The Personal Responsibility and Work Opportunity Reconciliation Act of 1996" (P.L.104-193, also known as PRWORA) became law. This comprehensive, bipartisan legislation changed the nation's welfare system into one requiring work in exchange for time-limited cash assistance. It created the Temporary Assistance for Needy Families (TANF) program, which replaced the Aid to Families with Dependent Children (AFDC).

The new law succeeded in reducing the number of recipients receiving TANF funds. However, according to the report of the Public Assistance Task Force, “The Realities of Poverty in Delaware 1999 Update,” poverty continues to escalate. One key aspect of poverty in Delaware is the location factors that contribute to the need for public assistance. Lack of evening and weekend service, and transit service facilitating travel between suburbs, prevent low income persons from accessing jobs in the suburbs and rural areas throughout Delaware. In an effort to meet this demand, DTC utilizes JARC funds to support the bus routes listed below.

**Figure 4-8: TANF Routes in Sussex County**

Route #	Implementation Date	Revenue Trips	Total Hours	Total Miles	# of Trips	# of Days/wk
206	24-May-01	15	20	465.1	4	5
206	4-Sep-01	15	20	465.1	1	5
206 Express	03-Dec-01	15	20	465.1	1	5
212 a.m. Express, Local	03-Dec-01	13	18	458.4	5	5

### **4.3 Disabled Population Service Gaps**

DTC records indicate that all trips are accommodated and their policy is to never deny a trip to eligible participants. However, it is likely that hours of service are generally known among the disabled and service requests for needed trips outside of current service hours simply are not made to the provider agencies. Thus, a gap may well exist during night and weekend hours. It is difficult to estimate the size of such a gap for a number of reasons, including the fact that census data do not enumerate the size of the population with disabilities that specifically make the use of specialized public transportation services necessary.

### **4.4 Employment-Related Service Gaps**

A gap is evident with employees’ ability to access transit service to get to their employers in Sussex County. Transportation linkages between areas where concentrations of low income individuals and families reside and areas where job opportunities are prevalent, particularly in the resort communities, are weak to nonexistent in many cases. Gaps also exist in the time of day when fixed route service is offered. For all practical purposes, night and weekend transport to job opportunities for shift and weekend workers is also lacking.

## **4.5 Medical Transportation-Related Service Gaps**

Agencies interviewed indicated that medical-related transportation needs were generally accommodated adequately, at least for targeted populations. As the proportion of seniors in the population grows, however, demand may begin to exceed available capacity.

## **4.6 Other Service Gaps**

### **Fixed Route Service**

#### *Service Frequency/Extended Hours*

Three DART First State bus routes currently service the county, running Monday through Friday and offering five or fewer daily runs. This service does not afford any opportunities for second or third shift employment even among the TANF families who do reside within the one-quarter mile of a fixed transit route. It also limits opportunities for using fixed route transit service for medical or senior trips.

#### *Weekend Service*

For transit-dependent populations seeking employment, especially in the retail and food service industries, weekend hours are often required. The lack of fixed route service on weekends is also a challenge for general mobility, as medical, shopping, leisure, and other activities cannot be achieved via bus by transit-dependent persons.

#### *Inter-urban Connections*

Welfare clients and the working poor tend to cluster in the established urban centers. Employers are also located in and between these urban areas. For example, the City of Milford contains a concentration of both low income populations and employers, and there is no direct fixed route service connecting this area easterly to Lewes and Rehoboth, nor westerly to Seaford and Laurel via Georgetown. Other gaps in the fixed route network are found in Millsboro, where extending fixed route service southward from Georgetown and providing direct Laurel to Millsboro service, along with direct service from Delmar to Laurel and Georgetown, could help fill this gap. With these connections, it would be possible to get to many major employment opportunities in the county (and beyond) with direct service or through a transfer at Georgetown.

#### *Rural Areas*

There is no DART First State fixed route service in Sussex County outside of Bridgeville, Lewes, Milford, Georgetown, Seaford, Delmar, and Laurel. DTC (under JARC) does operate the Delmar-Seaford-Laurel shuttle during weekdays, providing fixed route service for TANF clients. Demand-responsive service is available in all areas, but only at certain times and for certain people. Service is provided for clients of specific programs, not the general public. The service is operated on weekdays with limited evening and weekend service. While population densities do not warrant fixed route service, the limited hours of demand-responsive services restrict its use for a variety of trip purposes, and gaps exist.

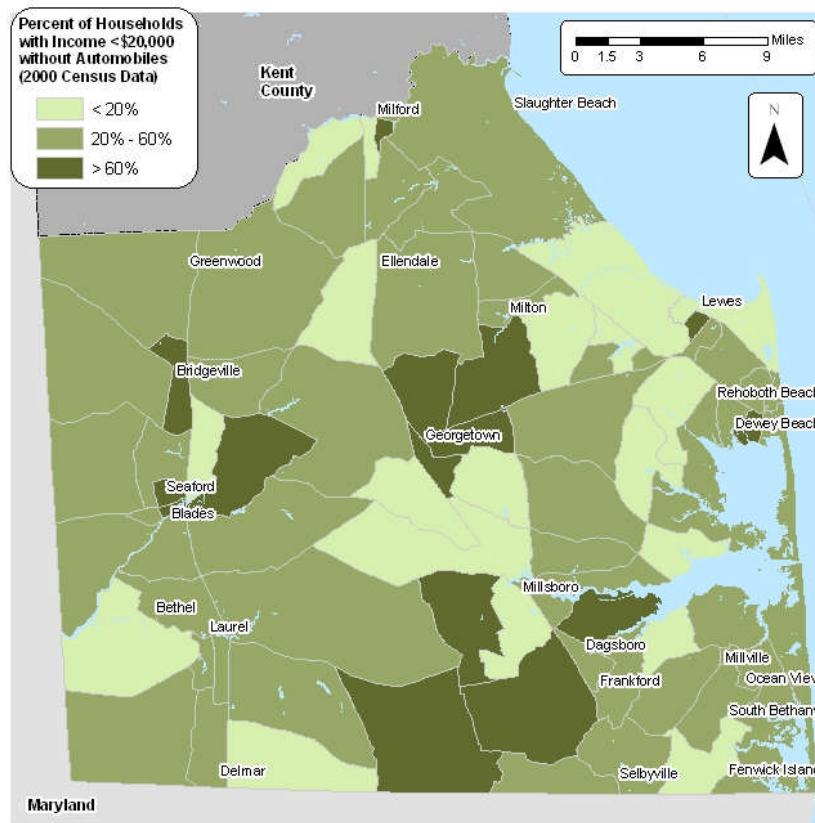
#### *Temporary Assistance to Needy Families (TANF)*

DTC has conducted analyses to gauge the number of Sussex County low income/transit dependent residents who are currently served by fixed route service by mapping the location of low income residents along with fixed route bus service. One-quarter- and one-half-mile buffers

were shown for each bus route in Sussex County, using one-quarter mile as the maximum distance a person would reasonably be expected to walk in order to reach fixed route transit service. With this approach it was determined that approximately 373 of 1,330 TANF families (28 percent) in FY1998 were located within one-quarter mile of a DART First State bus route, and 474 TANF families (36 percent) were located within one-half mile of a fixed route bus service. The remaining 856 TANF families, 64 percent of the county total, live beyond one-half mile of fixed route bus service in Sussex County. These families, as well as a majority of the families living between one-quarter and one-half mile of fixed route bus service, are considered to be in a service gap area. This would imply that approximately 73 percent of all TANF families in Sussex County are without adequate fixed route transportation service.

Beyond the TANF transportation analysis, additional means of correlating transit need and transit availability were undertaken. Median income and automobile ownership were also examined. Low automobile ownership was particularly prevalent in the urban areas of Seaford, Milford, Georgetown, Bridgeville, Lewes, and Dewey Beach. More rural areas on the southern border with Maryland also show low automobile ownership rates as Figure 4-9 demonstrates.

**Figure 4-9: Sussex County Percent of Low Income Population with No Automobiles**



Travel patterns indicate that most trips are made within the county, and of the 39,207<sup>5</sup> persons employed in the county, 81.3 percent<sup>6</sup> drive alone. This is in stark contrast to the estimation that

<sup>5</sup> 1990 data from Center for Applied Demography and Survey Research, <http://www.cadsr.udel.edu/DOWNLOADABLE/DOCUMENTS/Florida7.pdf>

<sup>6</sup> *ibid*

only 16 percent of all expected TANF employment trips will be made by personal automobile in 2007.

A significant number of TANF client trips are classified as “other means,” meaning that they are not expected to utilize fixed route transit or private auto. Annually, 24,985 trips are used for employment, 30,866 trips to training centers, and 24,833 trips to day care centers. Altogether, in 2007 there are more than 80,000 TANF client trips estimated to be taken in Sussex County for employment, employment training, and day care that are not served either by fixed route transit or private automobile.

#### 4.7 2009 Input Regarding Unmet Needs/Service Gap

The input in this section was provided as a result of the 9/30/09 “United We Ride (UWR)” Transportation Conference. The UWR Program focuses on inter-agency coordination of transportation for low-income, disabled and senior individuals. [Initially, DART First State hosted a conference in 2006 highlighting the objectives of UWR. This 2009 conference provided an update to the counties’ Coordinated Human Services Transportation Plans.]

This input is related to Sussex County unmet human services transportation needs. Each unmet need also includes the type of customer that would benefit (in parentheses) at the end of each bullet (i.e. elderly, disabled and low income). [Finally, if there was a specific suggestion provided for an unmet need, it has been included in blue.](#)

##### Unmet needs/service gaps identified as a Sussex issue:

- Dramatically expanding the elderly and economically disadvantaged population in rural areas underserved. Service gaps expanded each year – [Support coordination through action, policy and funding to increase utilization of existing mobility capacity.](#) (elderly, disabled, low income)
- No transportation south of Georgetown which then means no transportation to the East after Georgetown. Specifically RT24 which is a major roadway with heavy residential and shopping areas – [Bus service should be provided.](#) (elderly, disabled, low income)
- Transportation to outlying areas – [include a clause in all future transportation contracts that requires the selected vendor to provide linkage on a set schedule from an outlying DART area to a main DART route. The money paid by riders from these outlying areas can help subsidize this effort.](#) (elderly, disabled, low income; Kent and Sussex)
- Weekend bus service in Kent & Sussex Counties and Middletown - [Review need and cost of service. If feasible pilot service in both counties.](#) (elderly, disabled, low income; Kent and Sussex)
- More options for **Sussex Co.** esp. rural areas – [provide more transportation](#) (elderly, disabled, low income; Kent and Sussex)
- Time Mgmt/Scheduling (getting riders to location in a timely manner esp. workers) - [scheduling - automated system](#) (elderly, disabled, low income; Kent and Sussex)
- Better customer service – [customer service training](#) (elderly, disabled, low income; Kent and Sussex)

- Millsboro, Longneck area fixed route service year round - [Extend 207 seasonal/resort route into full year or create a new year round route.](#)
- State/county/local meeting times for public hearing and programs are scheduled in the evenings. Some last past the time of the last Para transit pick-up. This prevents those interested in attending (i.e. meeting start time of 7pm ending between 9 & 10pm) - [Extend last pick-up times to coordinate with state/county/local governments. \[Note: At the conference it was recommended that he use the additional evening and weekend transportation provided by Generations and paid for via New Freedom Grant funds.\]](#) (elderly, disabled)
- A one-stop clearing house for clients to call to find out all available transportation options – [Secure a grant to hire a coordinator and software to schedule trips among the various providers.](#) (low income)
- Clients don't budget to save for transportation in the future - [DSS should mandate a portion of TANF to go in a savings plan specifically for transportation.](#) (low income)
- Buses don't run often enough to entice riders – [Use federal funds \(stimulus funds\) to increase the number of trips. \(Realize this is an issue of money v. ridership\)](#) (low income)
- Current bus stops are inaccessible and dangerous - [Accessible pathways study should help alleviate some of these problems.](#) (low income)
- We need bus service from Georgetown to Millsboro and from Millsboro to the beach area on Rt. 24. We have had numerous housing developments appear in this area as well as Lowes and BJ's which has offered employment to folks. We need to be able to provide transportation to people in Sussex County who do not have any – [Increase bus service from Georgetown to Millsboro.](#) (low income)
- Establishment of fixed bus routes in Sussex County – [More bus stops](#) (disabled)
- No fixed route designation in Sussex County (disabled)
- Transfers are time-consuming (disabled)
- Sunday service in Kent and Sussex Counties (disabled; Kent and Sussex)
- Use New Freedom to pay for and deliver more services when needed. - [Use other providers for day time service.](#) (disabled; NCC and Sussex County)

Unmet needs which were identified as a statewide issue:

- Subcontracting of 5310 vehicles to expand Para transit services - [Utilize idle 5310's by having agency drivers take on specific DART trips. Have DART pay drivers' agency route and mileage.](#) (elderly, disabled, low income)
- Increase safety when crossing multi-lane traffic roadways to/from bus stops: gives information when to cross and gives more time to cross for those with physical limitations (walkers, canes, etc) - [Accessible pedestrian signals with no right on red and ability to adjust volume](#) (elderly, disabled, low income)
- Reduced ticket cost for New Freedom Program. At \$5/ride, it can be expensive for low income and disabled riders. (elderly, disabled, low income)
- On-time delivery of riders. ADA report states 70% OTD. - [Use existing capacity from community systems to improve delivery. Retain more vehicles. Move eligible disabled to transit.](#) (elderly, disabled, low income)
- Take all complaints and not just late trips (elderly, disabled, low income)
- Take action on the 2007 Action Plan (elderly, disabled, low income)

- On-time performance needs improvement. - [utilize existing technology capabilities for dispatch/AVL scheduling](#). (elderly, disabled, low income)
- Non-medical, after hours wheelchair accessible transportation - [Create a pool of wheelchair accessible vehicles from existing non-profits. Recruit drivers and formulate fee schedule from/with agencies](#) (elderly, disabled)
- Provide a "client-sharing" pool for 5310 providers. This would provide greater service for all riders in Delaware - [Work with 5310 providers to coordinate trips. The State should provide dispatch function to facilitate](#). (elderly, disabled)
- \$5/trip fee if client is utilizing service everyday - [Discount tickets if rider is buying tickets in bulk](#). (disabled/low income)
- Late hour service (disabled)
- Neighborhood based van pools administered by community civic assoc. and subsidized through DART - [Gauge interest through contact with civic associations and community groups. Create template for pool operation including driver requirements, fees, reporting, etc.](#) (low income)
- Improve on-time delivery – [Use technology DeIDOT has to maximum advantage through aggressive use of Trapeze software and AVL](#).

## 5.0 Preparing For Service Coordination

The gap analysis in the preceding section indicates that available data are not complete enough to form the basis for a definitive statement of unmet transportation needs. Among the reasons:

- Census data on the disabled have not addressed the question of transportation needs, nor do the definitions of "disability" in common use address inability to use conventional transit service (fixed route, fixed schedule) or complementary paratransit. Thus, the size of the market is indeterminate.
- Lack of unfillable transportation requests does not necessarily imply a lack of transportation. It may simply reflect public awareness of those limits, for example, the limited hours during which service is provided. If everyone knows no service is provided on Sundays, persons needing transportation on Sundays are not likely to call the provider.
- Other eligible individuals qualified to request service may have no need for paratransit service because a friend or relative is able to fill those needs. That situation may change over time.

Similarly, ascertaining the unused capacity of existing human services transportation and other paratransit operations in Sussex County is an incomplete effort at present. It will be important to understand the perceptions and realities that currently exist with service providers on opening up their service to different client groups. The commonly held belief that insurance riders prohibit providers from expanding their services in this manner should be further investigated. For example, there may be potential for providers to partner and form a buyers' group to purchase insurance coverage that would include non-clients of member agencies. This could eliminate the restriction of providing coverage to only the agency's clients. Additional work on this issue is expected to be an on-going element of the proposed service coordination planning process.

The indeterminate nature of the market actually strengthens the case for service coordination, for these reasons:

- Expanding the hours and days of service may be more easily achieved with provider coordination.
- Sharing costs of a specific trip between, for example, New Freedom-eligible passengers and low income workers not eligible for services under the New Freedom program, may make it possible to provide service that requires trips outside the normal limits for individual providers.
- Pooling information on locations and itineraries of providers' vehicles should reveal greater potential for coordination, resulting in lower costs to all providers.
- With proper planning, acquiring information on unmet needs as generated in the course of coordinated operations may be a more cost effective way of determining the market size than doing more studies.

The purpose of the service coordination planning process is to exchange information on travel demand and supply, to minimize the cost of supplying transportation, and maximize the quantity of service. The intent is to create a mechanism that will enable providers and other stakeholders to exchange information on a regular basis and to work together where appropriate to minimize resources needed to provide an improved level of mobility for human services transportation users.

Steps in preparing for service coordination should include:

- Convene a service coordination mobility board.
- Implement the position of "Mobility Manager."
- Develop a competitive grant application process.
- Examine "best practices" to determine what coordinated service model is most appropriate for Sussex County.
- Develop a method for evaluating candidate proposals.
- Identify performance measures and reporting requirements.

As the service coordination process is further developed, it is anticipated that additional needs will be identified, as well as potential solutions that are not currently contained within this plan. DelDOT and DTC will consider these additional proposals throughout the service coordination process.

## **5.1 Convene a Service Coordination Mobility Board**

A Mobility Board should be convened for Sussex County. Its composition should include transportation providers, providers of human services, and members of the public (e.g., individuals with disabilities, older adults, and low income individuals) who can provide insights into local transportation needs. This board should be overseen by the Mobility Manager position described below.

Organizations that could comprise the Mobility Board include representatives from DelDOT, DTC, CHEER, Delaware Department of Health and Social Services (DHSS), DHSS Division of

Services for Aging and Adults with Physical Disabilities, Logisticare, Kent-Sussex Industries, Generations Home Care and DelTech, FTA, members of the business community, members of the public, and appropriate state and local elected officials. DelDOT and DTC participation would be headed by the Mobility Manager.

It is important that Sussex County have a dedicated process for transportation service review and advisory, similar to that currently provided by the MPOs and their sub-committees functioning in Kent and New Castle Counties. It is recommended that the Mobility Board bring together providers, agencies and consumers to articulate the need for and benefits of coordinated transportation services. The Mobility Board would discuss issues related to identifying underserved communities, service gaps, and service provision. The Mobility Board should serve as a forum to discuss issues related to dispatch and trips scheduling, as asset management, and payment strategies to help Sussex County reduce service duplication and maximize the use of existing assets.

The Mobility Board should assist in the marketing of services and, if necessary, provide technical assistance to grant applicants and recipients.

The Mobility Board would help DelDOT and DTC identify candidate projects to ensure compliance with the metropolitan and statewide planning regulations (49 USC 5303 and 5304). These regulations require that projects selected for funding must be “derived from a locally developed, coordinated public transit-human services transportation plan” that was “developed through a process that includes representatives of public, private, and non-profit human services providers and participation by members of the public.” The board would ultimately serve as an advisory organization to DelDOT and DTC to help provide guidance on ongoing service coordination planning and assist potential grant recipients.

Adequate outreach to potential participants should include invitation letters to other government agencies, transportation providers, human services providers, and advocacy groups. Public meetings on the plan should be held in a place and at a time where accessible transportation services can be provided. Electronic and mail notices of meetings, flyer postings in community centers, newspaper, and radio announcements are all recommended means of outreach. Provision to receive input by mail, e-mail, telephone, and in person should be arranged.

Tasks would include the development of a letter of participation to grant recipients, program guidance, and any agreements on vehicle sharing, if necessary.

One of the initial tasks of the Coordination Mobility Board would be to help DelDOT and DTC assess the supply of the vehicle inventory available within the county and the availability of these vehicles for additional service.

It is crucial that the Mobility Board have a clear picture of the available supply of vehicles. This analysis has to be done organization by organization with a specific goal of assessing what hours during a day these vehicles are utilized and when they are not. This detailed analysis of the inventory usage can help the Department understand the supply currently available and any

specific limitations at the current time. A snapshot of what this proposed supply availability template may look like is shown in Figure 5-1.

**Figure 5-1: Sample Vehicle Inventory**

Provider	Vehicle ID	Year	Make	Monday																					
				AM											PM										
				12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
Kent-Sussex Industries	150		DODGE Minivan			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	151		DODGE Minivan			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	152		DODGE Minivan			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	153		DODGE Minivan			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	154		DODGE Minivan			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	155		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	156		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	157		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	158		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	159		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	160		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	161		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	162		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	163		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	164		CHEVY VAN			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	165		FORD Lift-Bus			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	166		FORD Lift-Bus			X	X	X	X	X	X	X					X	X	X	X	X	X			
Kent-Sussex Industries	167		FORD Lift-Bus			X	X	X	X	X	X	X					X	X	X	X	X	X			

## 5.2 Implement Mobility Manager Position

In working to accomplish the activities listed in Preparing for Service Coordination, it is appropriate to have one individual responsible for many of the duties county-wide, and possibly even statewide. This individual, identified as the “Mobility Manager,” would serve as the state’s chief point of contact on issues related to Coordinated Human Services Transportation Planning. The Mobility Manager would be responsible for the following tasks:

- **Lead Statewide (or Countywide) Service Coordination Efforts**
  - Convenes meetings of the Mobility Board and represent DeDOT/DTC.
  - In consultation with Mobility Board members, prepares agendas, schedules meetings, takes and circulates minutes, and provides general logistical support as directed.
  - Maintain liaison with FTA, other granting agencies, and DeDOT regarding reporting and grant application requirements and deadlines.
  - Disseminates information to Mobility Board members, transportation and human services providers, etc.
  - Ensures that submission to FTA and other granting agencies are consistent with Delaware state policy and federal rules and regulations.
  - Coordinates, as necessary, with similar staff in New Castle and Kent Counties
  
- **Data Collection**
  - The Mobility Manager is responsible for collection of data relevant to human services transportation coordination and service delivery in Sussex County. In consultation with DeDOT, DTC, and service providers, the Mobility Manager identifies needed data, develops reporting schedule and report formats, and advises providers on how to prepare reports. Examples of types of relevant data include:
    - Vehicle inventory, condition, and utilization
    - Service area boundaries; hours and days when service is operated
    - Number of passenger-trips per unit of time
    - Number of passenger trips by purpose
    - “Top Ten” trip attractors

- Passengers served by classification (e.g., elderly, disabled, general public, TANF, etc. – program paying for trip may be equally informative)
  - Trip requests unmet, by reason (e.g., outside normal operating hours, no vehicle available, requestor not certified as eligible for trip requested, etc.)
  - Data on provider’s costs of service provided (as appropriate)
  - “Farebox” revenue received; other sources and amounts of funding for service
- **Data Analysis**
  - Tabulates received data and prepares performance indicators (e.g., utilization rates, cost per trip, average trip length, number of different individuals served, average number of trips per user per time period, etc.).
  - Tracks demographic and geographic data on target populations for trend analysis, areas with growing service needs, etc.
  - Prepares periodic reports on service gap changes, plans for expanded service, etc.
  - Reports on vehicle condition and utilization as they affect capital needs planning.
- **Service Coordination Mobility Board Staffing**
  - Assists in arranging and/or providing technical support for grant applicants and recipients related to application preparation and data reporting.
  - Represents and/or provides staff support to Mobility Board at coordination meetings with Kent and New Castle Counties’ respective MPOs and other organizations concerning human services transportation.
  - Generally promotes and advocates for coordination by providers; tracks cost savings or increases in clients served and reports success stories and lessons learned.

### **Implementation Options for Mobility Manager Position**

A number of options exist for implementing the Mobility Manager concept. First, the position could be created within state government, presumably as a new DelDOT job. While it is intended for the position to focus solely on Sussex County, it could potentially be expanded in the future to include efforts in Kent and New Castle counties in coordination with their respective MPOs.

Second, a contractor or consultant could be hired to provide the Mobility Manager functions. Presumably, this strategy would make a broader range of resources available to Sussex County for work elements like data collection and analysis and would enable the Mobility Manager to focus on building cooperation, field contacts, and similar tasks. The contractor would not be permitted to also be a service provider in Delaware.

Finally, it might be possible to select, through a competitive application process, an existing service provider or agency to perform most of the Mobility Manager’s functions. If the position is funded with FTA Section 5317 New Freedom money for the start-up period (one or two years), appropriate measures will have to be taken to ensure that no conflict of interest exists as a result of the affiliation between the Mobility Manager and the agency. DelDOT would have to maintain oversight and ultimate responsibility for the Mobility Board in any case, to monitor compliance with funding agency regulations as well as performance of the tasks listed in the job description.

### **5.3 Develop a Competitive Grant Application Process**

DelDOT and DTC currently manage competitive grant application processes for FTA Section 5310 and FTA Section 5316 funding programs. It is expected that the competitive grant application process for FTA Section 5317 funding will utilize a similar process. As the programs are updated for FY 2008, necessary changes will be applied to ensure compliance with FTA rules and regulations.

### **5.4 Examine “Best Practices”: What Coordinated Service Model Is Most Appropriate For Sussex County?**

Currently, other states and regions are engaged in efforts to develop Coordinated Human Services Transportation Plans to comply with FTA United We Ride guidance. In some areas, existing compliant plans have been implemented and can help inform Delaware’s process.

Selected Coordinated Human Services Transportation Plans are described below:

- **Southwest Washington Regional Transportation Council:** The MPO of southern Washington State adopted a coordinated plan that addresses the mobility needs of residents of a growing three-county area. The plan contains urban, suburban, and rural areas and roughly follows the United We Ride program guidance.
- **Tri-Met (Portland, OR):** TriMet is the Tri-County Metropolitan Transportation District of Oregon, located in Portland. TriMet convened a large group of concerned citizens, stakeholders and transportation providers to develop a Coordinated Human Services Transportation Plan. Their plan was adopted in December 2006. While the Portland metro area has significant fixed route transit service penetration and acceptance, the TriMet plan can serve as a model of how a regional coordinated services mobility board can be used as a platform for service integration and knowledge-sharing.
- **Atlanta Regional Council:** The Atlanta Regional Council Draft Coordinated Human Services Transportation Plan provides a good example of how thematic mapping can be used to identify potential unmet needs. By showing the concentrations of elderly and disabled residents, the plan shows where transit services are likely to be needed.

### **5.5 Develop a Method for Evaluating Candidate Proposals**

DelDOT and DTC already have a grant evaluation process in place for consideration of Section 5310 applications. Questions that need to be answered for evaluation of candidate applications can include:

- Has the applicant identified the population to be served and the unmet need to be addressed?
- Would their service represent a duplication of any existing service?
- Can they provide data on critical performance issues such as ridership, cost per rider and on-time performance?
- Is customer satisfaction information collected?
- How do they track fare payment?
- How will they interface with a centralized dispatch location?

In addition to assessing the completeness and adequacy of individual grant applications, DeIDOT and DTC should begin to consider what changes in the application process may be needed to enable evaluation of the relative merits of one grant versus another. As the need for human services transportation grows, the ability to fully fund all applicants is likely to decrease. A rational, equitable, objective basis for apportioning the available funds and a transparent evaluation process will increase confidence in and support for the Mobility Board, its staff, and the service coordination process itself.

## **5.6 Stakeholder Participation and Public Outreach**

Stakeholder participation and public outreach will be crucially important. After receiving notification of the United We Ride grant in January 2005, DTC already created an internal working group to develop a planning agenda for the Statewide United We Ride Conference. Between August 2005 and March 2006, presentations were given to the Elderly and Disabled Technical Advisory Committee (EDTAC), the Governors Commission on Community Based Alternatives, and the TANF Team.

This conference concentrated on Kent and New Castle counties; a similar process should be undertaken for Sussex County by the Mobility Board. The Kent and New Castle Counties conference results included:

- Stakeholders were educated on the requirements stipulated by SAFETEA-LU.
- Identification of key points of available transportation services.
- Identification of gaps in services and unmet needs.
- Identification of potential strategies.
- Prioritization of solutions based on the availability of resources.

Similar results should be achieved by the United We Ride public outreach program for Sussex County.

## **5.7 Identify Performance Measures and Reporting Requirements**

A number of performance measures can be identified that allow comparisons among providers in terms of efficiency and effectiveness. For purposes of performance evaluation, efficiency measures generally compare inputs to outputs, with the most efficient operation being the one that requires the least input per unit of output, other things being equal. Effectiveness measures typically compare service provided with service used; the most effective operations are those that have the highest proportion of utilization to capacity.

The Mobility Board is an appropriate forum for identifying the measures to be used. Guides to selecting the appropriate measures include:

- Measures should be easily understood by all, not just the providers.
- Comparability across providers should be easily achieved.
- Measures required for National Transit Database summaries should be included.

- The Mobility Board should know what it will do with the data before requiring providers to collect and submit it.
- Some measures are important for understanding the scale of an operation but not helpful for evaluating it, and vice versa.

Examples of performance measures that are in common use include:

- Passenger Trips per Vehicle-Hour
- Driver Hours per Passenger Trip
- Administrative Staff Hours per Passenger Trip
- Cost per Vehicle-Hour
- Cost per Vehicle-Mile
- Cost per passenger trip (both to agency and to passenger)
- Passenger Trips per year per service area population
- Average Passenger Trip length (miles)
- Average Passenger Trip length (minutes)
- No-Show Rate
- Refused Trip Rate
- Total Annual Passenger Trips
- Total Annual Seat-Miles

Various ratios may be derived from combinations of the measures cited above, to give more information on specific aspects of efficiency or effectiveness. For example, total annual passenger miles can be computed from total annual passenger trips times average passenger trip length; annual passenger miles divided by annual seat-miles equals capacity utilization rate.

### **Reporting Requirements**

The model used in the Commonwealth of Pennsylvania appears to be appropriate for Delaware to some extent. Recipients of public transportation grants, whether capital or operating assistance, are required to report their operating statistics annually as a condition of being funded for the next year. In fact, the report is viewed as a part of the funding application. PennDOT's Bureau of Public Transportation compiles the statistics and publishes them annually for the larger providers of urban public transit services. The statistics for smaller, demand-responsive operators in rural territories are published in alternate years. Biennial reporting may be adequate for a small agency with a stable client base and programs. However, a main purpose of the coordination process is to induce change, which suggests that annual reporting is more appropriate even for the smaller agencies.

## **5.8 Program Implementation**

The steps in preparing for service coordination were listed in the opening section of this chapter, including convening a Mobility Board, establishing a Mobility Manager position, etc. A detailed plan for implementing the service coordination program should emerge, as the information developed by the Mobility Manager provides enough information about the current state of affairs to indicate where improvements are necessary and possible. The planning process should

proceed under the leadership of the Mobility Board, with the Mobility Manager as a key staff member. In outline, the program should be developed in several sections, including:

- **Efficiency Improvements:** Duplication of services should be fairly easily identified through the information about specific service origins, destinations, frequency, and timing provided to the Mobility Board as part of the coordination process. A strategy can then be developed for reducing duplication by load-sharing or similar techniques.
- **Effectiveness Improvements:** Analysis of service gaps will draw the Mobility Board's attention to ways to extend service, either in hours or geography or both, to unserved and underserved areas. The Mobility Manager may be in a position to facilitate suggested arrangements for extending service.
- **Financial Implications:** Budgets should be developed for proposed cooperative agreements. If the cost of proposed service exceeds existing costs, a funding plan to fill the gap should be a part of the plan. At this point the Mobility Manager may be in a position to advise as to funding sources, although it will probably be more appropriate for the individual agencies proposing to provide the expanded service to identify the funding sources.

The overall service and funding plan for Sussex County coordinated human services transportation should be assembled, endorsed by the County Council or other appropriate body representing the County's interests, and implemented by the cooperating agencies.