



**TRANSIT COMMITTEE**  
**Wednesday, May 5, 2021**  
**9:30 a.m. – 11:00 a.m.**  
**ZOOM Meeting**

**Agenda**

**1) Call to Order**

**2) Public Comment**

Members of the public in attendance of today's meeting have an opportunity to provide public comment on today's agenda items.

**3) Approval of February 3, 2021 Meeting Minutes (Attachment A)**

**4) Staff Report (Attachment B)**

**5) Ridership Report (Attachment C)**

Ridership data for fixed route through March 31, 2021.

***Proposed Action:*** *For Discussion Only*

**6) FY21 YTD Financial Report (Attachment D) - Debbie Laurie**

The financial report includes an income statement showing budget to actual operating expenses and revenues, status of approved capital projects, local contributions carried forward from FY2020 to FY2021, capital reserve balances, and CARES Act and American Rescue Plan funding status as of March 31, 2021.

***Proposed Action:*** *For Discussion Only*

**7) FY22 Budget (Attachment E) - Debbie Laurie**

The fiscal year 2022 proposed budget for the Community Connector totals \$4,365,415, with a local share of \$1,687,946 required. A capital improvement program for 2022-2025 is presented showing total proposed expenditures. The 'Community Connector Fleet Replacement Plan' proposes annual amounts of reserve funding by partner from fiscal year 2022 through fiscal year 2037.

***Proposed Action:*** *For Discussion Only*

**8) Transit Program of Projects and BACTS Workplan Development - Sara Devlin**

Each year in July, the BACTS Policy Committee is required to approve a list of all federally-funded projects to be submitted to MaineDOT to be included in the State's workplan. In August of each year, MaineDOT begins their review and analysis of all projects statewide. The project lists are finalized and "locked" in the system by October 31 becoming the draft workplan for MaineDOT and the official S/TIP project listings. The workplan is a three-year plan and the TIP is a four-year plan. Therefore, it is essential that the coming fiscal year transit program of projects and the next three year projected projects be planned, submitted to the Transit Committee for review and discussion, and recommendation to the Policy Committee for inclusion in the BACTS workplan prior to the Policy Committee vote in July on the workplan submission to MaineDOT.

***Proposed Action:*** *For Discussion Only*

**9) Community Transportation Association of America (CTAA) Updates (Attachment F) - Laurie Linscott**

Laurie Linscott will provide a brief update on what she learned at a recent CTAA meeting related to the proposed Census updates to the urban area criteria, the INVEST Act in relation to transit funding, and COVID-19 Stimulus funding.

***Proposed Action:*** *For discussion only*

**10) Municipal Partner Updates**

Members will provide updates on any transit initiatives or projects in the region.

***Proposed Action:*** *For discussion only*

**11) MaineDOT Update**

MaineDOT staff will provide an update on any MaineDOT projects, policies, or plans.

***Proposed Action:*** *For discussion only*

**12) Other Business**

Discussion of other items not on today's agenda.

**13) Next Meeting –     **June 23, 2021** - 2022 Program of Projects and 3 year Projected Workplan  
                                  **August 4, 2021** - Regular Meeting**

**14) Adjournment**

## Attachment A



### ***Transit Committee Meeting*** **February 3rd, 2021** **ZOOM Meeting**

<b>Committee Members</b>	<b>Affiliation</b>
Richard Cromwell	Bangor
Debbie Laurie	Bangor
John Theriault	Bangor
Karen Fussell	Brewer
Linda Johns	Brewer
Laurie Linscott	Community Connector
Kyle Drexler	Orono
Belle Ryder	Orono
EJ Roach	Old Town
Thomas Spitz	University of Maine
<b>MaineDOT</b>	
Lori Brann	
<b>Members of the Public</b>	
Darcy Cooke (TFA)	
<b>BACTS</b>	
Sara Devlin, Connie Reed	

#### **1) Call to Order**

Meeting was called to order by Karen Fussell at 9:35 A.M.

#### **2) Public Comment**

There were no public comments.

#### **3) Approval of November 18th, 2020 Meeting Minutes**

Karen Fussell asked if there were any comments or corrections to be made to the minutes. Seeing none, the minutes were accepted unanimously.

#### **4) Staff Report**

Laurie Linscott -

- Provided an update on ADA vans, proposal went to Council February 1st, approved. Hoping to get the vans into service in February or early March, primary focus for Community Connector at the moment.
- Bus barn heaters have been installed and are working well.

- Seven buses have been ordered, five are scheduled to be delivered in November or December of 2021.
- Presidential Order for federal mandate that masks must be worn on all public buses. Community Connector is updating all posters on buses with the verbiage of the Executive Order.

Richard Cromwell -

- Provided an update regarding the transit center at Pickering Square, the project is updated on the City website. City is working with the architect on some utility areas at the moment. City is being mindful of the budget throughout the course of this project.

Darcy Cooke asked for an update regarding bus stop designations. Connie Reed provided an update, BACTS is in the process of writing the policy and design guidelines that will be the template for what the designated stops will be developed with, anticipated timeline of finishing up the guideline is in April, hoping to go to public comment in mid-March. Karen Fussell asked for clarification regarding the approval process for the bus stop designation policy. Connie Reed stated there is a workgroup with members representing each municipality that is impacted that are working together to create the document. BACTS has been presenting a brief presentation to each Town/City Council giving an overview of the bus stop policy and design guidelines and timeline. Belle Ryder asked if Darcy Cooke was asking about policy approval or bus stop designation. Karen Fussell asked for both. Belle Ryder stated that once the initial phase is done, new stops that are identified due to ridership would come to this committee for a recommendation. Stops that are requested by new development would go through their local municipality as part of the site plan review.

## **5) Presentation - Transit Agency Structural Analysis Study**

Sara Devlin introduced Laura Brown, the project manager from RLS regarding the Transit Agency Structural Analysis Study.

Laura Brown gave a brief presentation introducing RLS to the committee. Laura Brown touched on the goals of the study including increased collaboration and cooperation, strengthening the administrative and governance structure, and responding to public needs for increased accessibility and mobility. Laura Brown gave an update on Task 1 (January) - Peer Review, they have identified models and lessons learned in effective administration practices and structures. RLS has started Task 2 (January-February) - Governance and Administrative structure analysis, Laura Brown mentioned the next step for this task is to interview the members and individuals who work for the Community Connector to gain a better understanding. Task 3 (March-April) is the Alternative Analysis, looking at options to help increase efficiencies of roles and suggestions for changes to operating processes, planning, reporting, etc. The findings from this task will be presented at a later meeting. Task 4 (May-June) is implementation.

Darcy Cooke from TFA asked what possible changes to decision making authority would be considered. Laura Brown responded there could be procedural changes or authority changes. Laura Brown clarified this will be touched on during the interview process in Task 2.

Karen Fussell asked if there is a list of questions that will be used for each interview or if it is just a conversation. Laura Brown clarified that she will send the list of questions prior to the meetings, the list will be used as a guide for the conversation that will occur.

Darcy Cooke asked if she could have a copy of the presentation. Laura Brown said she would be happy to share the presentation. Sara Devlin mentioned she is happy to have a follow up conversation with Darcy Cooke as well regarding the specific goals.

## **6) Ridership Report**

The ridership report shows data from July 1st, 2020 through December 12th, 2020. Fiscal year 2020 data is provided for comparison purposes.

Connie Reed provided an update. Overall figures are about half of the prior year, primarily driven by COVID. Laurie Linscott provided an update that they are not running the Capehart 3 route currently. Also routes are continued to be run at reduced schedules. Linda Johns asked if reduced schedules are related to COVID or driver shortage, Laurie Linscott clarified it is related to driver shortage.

Connie Reed asked if the Black Bear Express was still on a reduced schedule. Laurie Linscott said yes, they are starting a little later and ending a little sooner than the 'normal' schedule. This is also driven by a large amount of classes being online. This is a trend for other colleges in the area as well.

## **7) FY21 YTD Financial Report through December 31, 2020**

The financial report includes an income statement showing budget to actual operating expenses, a report showing local contributions carried forward from FY2020 to FY2021, capital reserve balances, CARES Act funding estimated expenditures, and capital project expenditures as of December 31, 2020.

Debbie Laurie provided an update. Financial review is over six months (therefore actual % as % of budget is expected to be around 50%), provided explanations for greater or less than 5% of budget to actual. Most variances noted are related to timing or seasonal expenditures. One area to note is the City of Bangor had money left for advertising related to a grant so Community Connector was given the opportunity to advertise, causing revenue increase. Belle Ryder asked regarding the supplies line being over expected actual figures. Debbie Laurie said this was driven by PPE for transit drivers.

Debbie Laurie also provided clarification on the additional information she provided the Committee regarding the local share amounts, capital reserves, and the Cares Act Funding status.

Karen Fussell asked for clarification if there had been spending out of the capital reserve, Debbie Laurie said that is correct there has not been any spending out of the capital reserve to date.

Debbie Laurie provided a chart to the Committee showing how the Cares Act Funding was allocated. the remaining balance to be obligated (which is subject to change if the FY21 budgeted operations change) is \$778K. Debbie Laurie stated that with the new economic relief packages coming out, Community Connector will not be receiving additional funds due to receiving more funding in round 1 (Cares Act Funding) than expended. Belle Ryder asked where the FY21 Budgeted operations figure in the Cares Act Funding Status comes from. This figure ties to the income statement budgeted figure for Community Connector Federal Operating plus \$5,000 allocated to the Black Bear Orono Express. Belle Ryder also asked for clarification that they are using the Cares Act Funding for FY21, this allows them

to save the FTA Section 5307 funding for subsequent years. Debbie Laurie said, yes this is correct. Figures were just released for FY21, Community Connector was allocated a similar figure to the past few years. Belle Ryder asked if there was a time frame where they had to expend all Cares Act Funding by. Debbie Laurie said they have been told to spend it sooner rather than later, they are to spend those funds down first. Debbie Laurie also provided clarification regarding Section 5307, the other \$500k to 'close the gap' is two pieces. Decreased revenue driven by lower ridership, and increased expenses related to labor costs and health insurance costs. Debbie Laurie said they will have to look at possibly increasing fares to help cover the difference. They are going to work on a three year projection to help minimize the increases that may go through to the local level. Karen Fussell asked when they will have an estimate for FY22 contributions. Debbie Laurie anticipates having these figures in March and wants to have a conversation with members to discuss. Karen Fussell asked if the remaining \$778k of Cares Funds, if there is an opportunity to use this as a credit for the partners to help offset increased costs. She recommended having a meeting to hold this discussion.

Debbie Laurie also provided an update on current capital projects and their funding sources. Karen Fussell clarified that there is an additional local share contribution for the transit center and why that isn't going through the capital fund. Debbie Laurie clarified that per last year's discussion that was what was decided. The grant received for the transit center requires a 20% match.

#### **8) 2015-2019 Transit Performance Metrics**

MaineDOT has tasked MPOs with coordinating the collection of the most recent five years of data reported to the NTD for urban transit agencies in the MPA and examine and consider the performance measures as part of future programming. This information will be forwarded to MaineDOT. MaineDOT will review and share the measures with the Public Transit Advisory Council.

Connie Reed summarized how the Community Connector compares to federal benchmarks such as the % of fleet exceeding useful life (National 20%, Community Connector 44%) and the fare recovery ratio (National 21%, Community Connector 20%).

#### **9) Community Connector Title VI LEP Survey**

Laurie Linscott provided an update regarding the LEP survey, this will be used to update the Title VI plan. She has requested members complete the survey to help provide information. The Community Connector Title VI Plan update is due in May. Laurie Linscott will send these to members after the meeting.

#### **10) Municipal Partner Updates**

No members had items to report.

#### **11) MaineDOT Update**

No items to report.

#### **12) BACTS Update**

Sara Devlin let the committee know that the BACTS TIP will be posted for a public comment period later this week. She encourages everyone to provide comments, specifically regarding the FTA portion, as soon as possible. There will be another public comment period after BACTS adopts this and it goes to the Maine DOT.

**13) Other Business**

None noted.

**14) Next Meeting – May 5th, 2021**

**15) Adjournment**

Belle Ryder motioned to adjourn, Linda Johns seconded. The motion was approved unanimously. Meeting ended at 10:45 A.M.

**Staff Report  
May 2021**

**Service Updates**

**Transit Center Update**

**ADA Vans**

**Anything Else from Bangor**

**RLS Structural Analysis Update** - RLS has completed their initial interviews with Community Connector partners. They have also completed the peer review of similar transit agencies. Currently, RLS is developing recommendations for possible administrative structural changes for consideration. The study team anticipates scheduling a meeting with the partners in June to discuss the recommendations.

**Penobscot Indian Island Transit Service Request** - Penobscot Indian Island contacted BACTS staff inquiring about the process to apply for FTA Section 5310 funding through the MPO. They have been working with the Community Transportation Association of America (CTAA) on developing a transit program, which includes providing their elderly and disabled residents transportation. Ultimately they would like to provide all residents public transportation options that would allow them to connect to the Community Connector system so that they can travel throughout the greater Bangor region. Because Indian Island falls within the MPO, they do not qualify for the Tribal Transit Program and other rural transit programs. Generally, MaineDOT does not provide Section 5310 funding to recipients that are not also Section 5311 recipients of federal transit funding, which is a rural transit program. MaineDOT has been working with FTA to brainstorm different ways in which they could provide funding to assist Penobscot Indian Island. BACTS staff will be coordinating with the Community Connector staff to determine what options may be feasible for Community Connector to serve Penobscot Indian Island.

**American Rescue Plan Act of 2021** - Available for obligation until September 30, 2024 at 100% federal share for payroll and operations. Apportioned to provided urbanized areas amounts necessary to receive 132% of 2018 operating expenses when combined with CARES Act and CRRSAA funds previously received. Bangor has been apportioned \$56,632.

**Bus Stop Policy and Design Guidelines Update** - Presentations on the draft Bus Stop Policy and Design Guidelines and next steps were made to Municipal Councils through the months of March and April. The public comment period on the draft document ends April 30. If significant public comments are received, the work group will meet to review and discuss the comments and respond accordingly. This document is the first step in transitioning the Community Connector from a flag-stop system to a designated stop system as recommended in the 2019 Transit Study prepared by Stantec.

The Bus Stop Policy and Design Guidelines were developed through the efforts and input of a Work Group consisting of Community Connector staff, Municipal Staff from each community participating in the Community Connector system, and MaineDOT Transit staff. The Work Group feels strongly that in order to finalize the Policies of how bus stops will be managed and



maintained, it is necessary to understand the total number and scope of bus stops and facility requirements in the system.

Therefore, while there is agreement on, and it is the intent of the Work Group to follow the design guidelines within this document to complete the initial system-wide designation of bus stops, it is the intent of the Work Group that the Policies be revisited and this document be finalized and presented for final approval only after the Bus Stop Designation Plan is completed.

**Bus Stop Designation Plan** - BACTS will be developing the Bus Stop Designation Plan in consultation and collaboration with Community Connector Staff, the municipal partners, and an Advisory Work Group which will also include community representatives. Desktop data collection has begun and fieldwork will begin later this spring with onboard data collection and driver interviews. It is anticipated that the workgroup will begin meeting this summer.

Data will be collected and guidelines applied to each route in the Community Connector bus system to site locations of stops. Once stops have been identified, the project manager will connect with the appropriate municipal planner, engineer, or public works director to schedule a meeting to review the site locations. After the municipal staff reviews and agrees with the proposed locations, a draft bus stop map will be developed for the route.

Public outreach and education will be a big part of this project as well. Municipal staff will have an opportunity to review and comment on any proposed plan prior to public release. There will be several outreach events to educate and obtain public feedback on the proposed plans. The final Plan will include maps of each route detailing the location and type of each bus stop.

Once each route has been completed, a bus stop inventory will be developed. In addition to the inventory, a facility improvement and amenity needs plan will be developed to outline the identified required improvements and amenities required for each designated stop type based on the Bus Stop Policy to assist in developing a fiscal/capital plan.

As things progress throughout this project, information will be posted on the project page on the BACTS website

<https://bactsmpto.org/bangor-comprehensive-transportation-system-programs/bangor-transportation-studies/bangor-transportation-bus-stop-designation-plan/>

Attachment C

	FY 2021 MONTHLY RIDERSHIP BY FIXED ROUTE															ADA	Black Bear	TOTAL FY21	
Month	Hampden	Brewer North	Brewer South	VOOT 1	VOOT 2	Capehart 1	Capehart 2	Capehart 3	Hammond Street	Center Street	Center/ Hammond	Mall Hopper	Stillwater Ave	Mount Hope	Total	Paratransit	Orono Express	SYSTEM RIDERSHIP	
July	1,678	2,720	2,413	2,168	2,141	2,413	2,002	1,438	3,059	2,740	271	1,923	3,558	2,515	31,039			31,039	
Aug	1,600	2,774	2,378	2,133	2,483	2,187	2,138	1,382	3,027	2,436	469	1,920	3,473	2,857	31,257		32	31,289	
Sep	1,480	2,598	2,473	2,578	2,729	2,131	2,304	1,378	3,043	2,777	378	2,132	3,578	2,846	32,425		965	33,390	
Oct	1,587	2,846	2,680	2,569	3,086	3,111	3,057	138	3,277	3,004	503	2,229	4,194	3,050	35,331		914	36,245	
Nov	1,146	2,474	2,364	1,973	2,621	2,746	2,634		2,778	2,668	392	1,756	3,674	2,527	29,753		720	30,473	
Dec	1,234	2,793	2,706	1,988	2,237	2,755	2,622		2,887	2,795	347	1,915	3,921	2,970	31,170			31,170	
Jan	1,189	2,582	2,411	1,773	2,116	2,668	2,605		2,480	2,573	437	1,981	3,860	2,581	29,256				
Feb	1,128	2,467	2,307	2,032	2,321	2,470	2,704		421	436	3,116	1,996	3,680	2,296	27,374				
Mar	1,299	3,016	2,993	2,499	2,635	3,327	3,002				4,944	2,363	4,380	2,521	32,979				
Total YTD	12,341	24,270	22,725	19,713	22,369	23,808	23,068	4,336	20,972	19,429	10,857	18,215	34,318	24,163	280,584		2,631	283,215	
	FY 2020 MONTHLY RIDERSHIP BY FIXED ROUTE															ADA	Black Bear	Express	TOTAL FY20
Month	Hampden	Brewer North	Brewer South	VOOT 1	VOOT 2	Capehart 1	Capehart 2	Capehart 3	Hammond Street	Center Street	Center/ Hammond	Mall Hopper	Stillwater Ave	Mount Hope	Total	Paratransit	Orono Express	Bus	SYSTEM RIDERSHIP
July	3,066	4,468	3,805	4,113	4,770	4,642	4,573	2,771	6,945	4,825	792	2,784	6,137	5,186	58,877	697			59,574
Aug	3,049	4,675	4,010	4,142	4,864	4,698	4,573	2,564	6,933	4,974	1,068	3,052	6,915	5,311	60,828	712			61,540
Sep	2,939	4,259	3,656	4,475	5,386	4,185	4,117	2,359	6,169	5,057	833	3,406	6,063	5,027	57,931	737	3,926		62,594
Oct	3,255	4,915	4,264	5,149	5,692	4,769	4,628	3,077	7,110	5,245	763	3,540	7,028	5,650	65,085	823	4,397		70,305
Nov	2,898	4,574	4,005	4,225	5,064	4,085	4,064	2,607	6,401	4,728	858	3,270	6,610	5,557	58,946	655	4,075		63,676
Dec	2,981	4,531	3,975	3,935	4,372	3,848	3,674	2,401	5,969	4,456	722	2,901	6,474	4,758	54,997	701	3,411		59,109
Jan	3,016	4,731	3,899	4,149	4,901	4,196	3,882	2,569	6,247	5,087	773	2,771	6,256	5,081	57,558	798	2,337		60,693
Feb	2,653	4,518	3,800	4,077	4,838	3,693	3,819	2,421	5,965	4,554	1,011	3,003	6,126	4,836	55,314	768	5,121		61,203
Mar	2,179	4,011	3,049	3,146	3,473	3,169	3,128	2,061	5,314	3,666	603	2,330	5,131	4,076	45,336	597	2,609		48,542
Apr	1,084	2,387	1,833	1,221	1,373	1,692	1,810	1,101	3,056	1,668	405	1,184	2,734	1,954	23,502	322		137	23,824
May	1,182	2,574	2,121	1,387	1,567	1,855	2,074	1,167	2,711	1,866	433	1,410	2,752	2,182	25,281	484		133	25,898
Jun	1,462	3,009	2,405	1,755	2,049	2,446	2,290	1,508	3,316	2,578	466	1,990	3,305	2,550	31,129	581			31,710
Total	29,764	48,652	40,822	41,774	48,349	43,278	42,632	26,606	66,136	48,704	8,727	31,641	65,531	52,168	594,784	7,875	25,876	270	628,805
	FY 2021 MONTHLY RIDERSHIP BY FIXED ROUTE															ADA	Black Bear	TOTAL FY21	
Month	Hampden	Brewer North	Brewer South	VOOT 1	VOOT 2	Capehart 1	Capehart 2	Capehart 3	Hammond Street	Center Street	Center/ Hammond	Mall Hopper	Stillwater Ave	Mount Hope	Total	Paratransit	Orono Express	SYSTEM RIDERSHIP	
July	-45.27%	-39.12%	-36.58%	-47.29%	-55.12%	-48.02%	-56.22%	-48.11%	-55.95%	-43.21%	-65.78%	-30.93%	-42.02%	-51.50%	-47.28%				
Aug	-47.52%	-40.66%	-40.70%	-48.50%	-48.95%	-53.45%	-53.25%	-46.10%	-56.34%	-51.03%	-56.09%	-37.09%	-49.78%	-46.21%	-48.61%				
Sep	-49.64%	-39.00%	-32.36%	-42.39%	-49.33%	-49.08%	-44.04%	-41.59%	-50.67%	-45.09%	-54.62%	-37.40%	-40.99%	-43.39%	-44.03%		-75.42%		
Oct	-51.24%	-42.10%	-37.15%	-50.11%	-45.78%	-34.77%	-33.95%	-95.52%	-53.91%	-42.73%	-34.08%	-37.03%	-40.32%	-46.02%	-45.72%		-79.21%		
Nov	-60.46%	-45.91%	-40.97%	-53.30%	-48.24%	-32.78%	-35.19%		-56.60%	-43.57%	-54.31%	-46.30%	-44.42%	-54.53%	-49.52%		-82.33%		
Dec	-58.60%	-38.36%	-31.92%	-49.48%	-48.83%	-28.40%	-28.63%		-51.63%	-37.28%	-51.94%	-33.99%	-39.43%	-37.58%	-43.32%				
Jan	-60.58%	-45.42%	-38.16%	-57.27%	-56.83%	-36.42%	-32.90%		-60.30%	-49.42%	-43.47%	-28.51%	-38.30%	-49.20%	-49.17%				
Feb	-57.48%	-45.40%	-39.29%	-50.16%	-52.03%	-33.12%	-29.20%		-92.94%	-90.43%	208.21%	-33.53%	-39.93%	-52.52%	-50.51%				
Mar	-40.39%	-24.81%	-1.84%	-20.57%	-24.13%	4.99%	-4.03%				719.90%	1.42%	-14.64%	-38.15%	-27.26%				
Total YTD																			

## Attachment D

**Community Connector  
Income Statement  
3/31/2021**

	<b>Fixed Route/ADA Operations</b>				<b>Black Bear Orono Express</b>		
	<b>Budget</b>	<b>Actual</b>	<b>Actual as % of Budget</b>		<b>Budget</b>	<b>Actual</b>	<b>Actual as % of Budget</b>
<b>Expenditures:</b>							
Wages	1,556,746	1,161,729	74.63%		56,938	24,480	42.99%
Fringes (all Other)	319,754	204,677	64.01%	<i>b</i>	12,806	4,520	35.30%
Health	402,972	248,302	61.62%	<i>b</i>	11,942	5,463	45.75%
Supplies	27,500	31,637	115.04%	<i>c</i>	-	-	
Contractual Services	184,075	180,271	97.93%	<i>d</i>	4,387	3,043	69.36%
ADA	40,000	55,038	137.60%	<i>e</i>	-	-	
Utilities	9,750	11,533	118.29%	<i>f</i>	-	-	
Interfund (all Other)	10,000	2,412	24.12%	<i>g</i>	-	218	
Maintenance	663,486	405,572	61.13%	<i>h</i>	55,000	22,452	40.82%
Fuel	276,000	181,928	65.92%	<i>i</i>	10,000	3,839	38.39%
Printing	18,500	6,773	36.61%	<i>j</i>	-	-	
Other	200	-	0.00%		-	-	
Office & Bus Equipment	72,500	17,942	24.75%	<i>k</i>	-	-	
Local Share Depot	160,750	160,750	100.00%	<i>k</i>			
BBOE Admin	(22,841)	(16,765)	73.40%		22,829	16,765	73.44%
Total	3,719,392	2,651,799	71.30%		173,902	80,780	46.45%
<b>Revenues:</b>							
Operating							
Fares	427,500	301,338	70.49%		-		
Advertising/Other	40,000	82,053	205.13%	<i>l</i>	-		
Subtotal	467,500	383,391			-		
Grants							
Federal Operating	1,961,636	-	0.00%		5,304		
State Grants	101,109	101,109	100.00%		-		
Subtotal	2,062,745	101,109		<i>a</i>	5,304		
<b>Budgeted Local Share</b>	<u>1,189,147</u>				<u>168,598</u>		

<p style="text-align: center;"><b>Community Connector</b>  <b>Income Statement</b>  <b>3/31/2021</b></p>
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**Commentary Fixed Route:**

- a** Drawing down of state grant fund typically occurs during the third quarter of operations. Federal grant funds will be drawn down at the completion of the fiscal year.

**Variance Report - Fixed Route**                      Items that are +/- 5% of YTD %                      75.00%

- b** Fringe amount is impacted by payment for MPERS that does not occur until June, health insurance costs are below estimates due to the chronic driver shortage.
- c** Includes one time cost of \$11,000 for K95 mask purchase for drivers
- d** Includes a number of accounts that are not incurred on a pro-rata basis (i.e. vehicle insurance, travel for new buses). overall vehicle insurance costs increased due to value of new buses and increased cleaning protocols in accordance with CDC guidelines remain in place both of which will likely result in a year end negative variance of \$72k.
- e** The budget anticipated the purchase of ADA vehicles and to move away from rentals. Therefore the variance appears high as the budget does not anticipate a full year of rentals.
- f** Heating costs represent 31% of the total utility budget and was underestimated by approximately \$4k, limited experience with the building when FY 21 budget was prepared.
- g** Interfund (all other) budget is to pay for services from public works. These services include building and electrical repairs and maintenance. Actual repairs and maintenance to date are lower than anticipated.
- h** Year to date, there have been no significant repairs required. Also a number of the busses are still covered by warranty which is also contributing to year to date lower costs to the system.
- i** Fuel usage is below normal due to some route reductions caused by driver shortages.
- j** To date not significant printing costs i.e. tickets, schedules, maps etc. This work is performed as needed.
- k** Capital costs have not yet been incurred. However, the required local share of the federal transit center grant has been transferred to the capital project for this purpose.
- l** Significant one-time unexpected ad campaign was purchased, therefore revenues exceed estimates.

**Commentary - BBOE:**

The budget was based on a "typical" operating year, which would equate to March operations being 83.33% of the total. The number of actual weeks in operation through March represent 85.19%. Actual operating expenses well below budget, which is directly related to a driver shortage, resulting in one less shuttle in operations.

**Community Connector  
Additional Information  
3/31/2021**

**Local Share Amounts Carried Forward from FY 2020**

Fixed Route	Applied to				BBOE	Applied to			
	6/30/2020	2nd Qtr FY 2021	3rd Qtr FY 2021	Balance		6/30/2020	2nd Qtr FY 2021	3rd Qtr FY 2021	Balance
Hampden	33,407	23,702	9,705	-					
Brewer	76,555	53,987	22,568	-					
Veazie	6,367	4,493	1,874	-					
Orono	25,808	18,225	7,583	-		31,891	23,575	8,316	-
Old Town	26,193	18,481	7,712	-					
UMaine	18,909	13,333	5,576	-		31,891	23,575	8,316	-
	<u>187,239</u>	<u>132,221</u>	<u>55,018</u>	<u>-</u>		<u>63,782</u>	<u>47,150</u>	<u>16,632</u>	<u>-</u>

**Capital Reserves**

**Community Connector - Fixed Route**

Balance	6/30/2020	177,352
FY 21 Partner Funding		
	3 Qtrs - from Partners	50,948
	FY 21 - Bangor	107,030
Balance	3/31/2021	<u>335,330</u>

**BBOE**

Balance	6/30/2020	19,545
FY 21 Community Funding		
	3 Qtrs	15,000
Sale Proceeds		2,300
Balance	3/31/2021	<u>36,845</u>

**Individual Partner Funds**

Fixed Rte	Hampden	75,216	Old Town	7,631
	Veazie	1,855	UMaine	5,509
	Orono	7,519		
BBOE	Orono	23,852		

**Cares Act Funding Status**

Award Amount	4,003,122
FY 20 Actual Operations	959,953
FY 21 Budgeted Operations	1,966,940
FY 21 Capital - ADA Vans	148,914
FY 22 Proposed Operations	<u>927,315</u>
Balance to be Obligated	<u>-</u>

**American Resue Plan Funding Status**

Award Amount	56,632
FY 22 Proposed Operations	<u>56,632</u>
Balance to be Obligated	<u>-</u>

**Community Connector  
Additional Information  
3/31/2021**

**American Rescue Plan Information**

Nearly all partners will be receiving American Resuce Plan funding. At this time there is minimal guidance on the allowed uses beyond the broad definitions (covid related expenses, replace lost revenue, essential worker pay and infrastructure). Each of us will be determining how the awarded funds are to be allocated. If a partner chooses to apply these funds towards this function, please contact Debbie Laurie via email at [debbie.laurie@bangormaine.gov](mailto:debbie.laurie@bangormaine.gov) or call 992-4253 to obtain any detailed information needed.

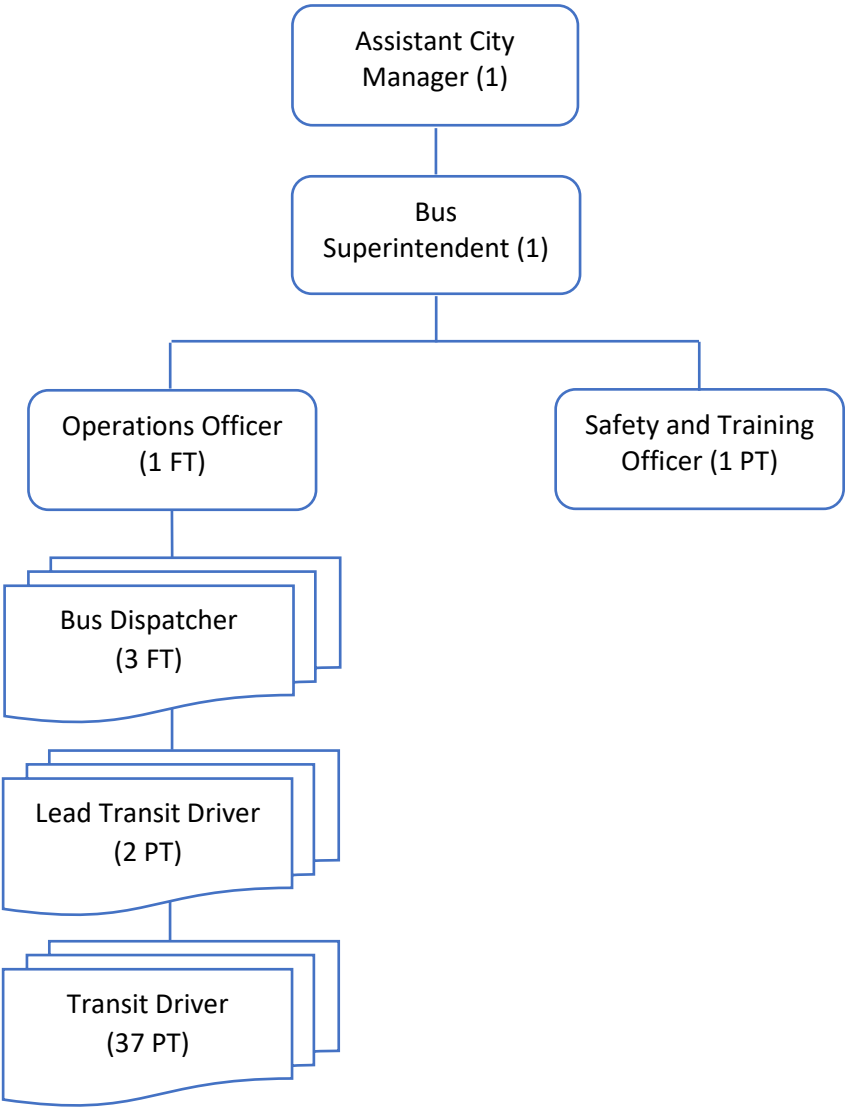
**Status of Approved Capital Projects**

Project	ADA Vans*	7 Buses	Transit	Stop Proj	Gov Stdy
Budget	148,914	3,542,853	1,607,500	43,713	27,976
Expenditures - 3/31/2021	150,914	-	95,192	1,262	-
Fund Sources:					
Federal	CARES Act			43,713	
	5339 D	2,890,000	1,286,000		
	5339 Allocation				
State					25,000
Other	VW Settlement	519,000			
Local					
	Operating - FY 21		160,750		2,976
	Additional - FY 22		160,750		
	Additional - FY 24				
Capital Reserve					
	FY 2024	133,853			
Total Funding	200,000	3,542,853	1,607,500	43,713	27,976
Timeline	3 - Feb 21	5 - 2021	Bid to be		
		2 - 2023	Issued		
			May 2021		

\* Only purchased three ADA vans with CARES Act funding, 4th van was purchased with City of Bangor CDBG entitlement funding, which allows for the balance of the transit CARES Act funding to be redirected to support FY22 operations.

Attachment E

Community Connector



## Community Connector

### Department Highlights FY 2022 Budget



CITY OF BANGOR

Current Year Accomplishments	Significant Challenges	Major Goals and Objectives
<ul style="list-style-type: none"> <li>Developed protocols to protect the health and safety of the bus drivers and passengers throughout the pandemic, allowing for the continuation of service.</li> <li>Utilized 4 million dollars in Cares Act Funds to support the effort to protect drivers and passengers through the pandemic as well as support bus operations in FY 20, 21, and 22.</li> <li>Continued replacement buses that have expired their useful life, will take delivery of five buses in FY 22 and two in FY 23 utilizing grant funding and VW settlement funds to purchase the buses.</li> <li>Purchased four ADA vans (two are plug in hybrids) to support paratransit services, utilizing funds received from Cares Act Grant.</li> <li>Architect's design of transit hub to be completed by FY 21 end, RFP for contractor to construct the building to begin FY 22</li> <li>Municipal Partners working with BACTS towards the development of a stop policy and recommended stop placement as an alternative to the current flag stop system.</li> </ul>	<ul style="list-style-type: none"> <li>Impact of a nationwide driver shortage in addition to employee leaves of absence, resulted in operating services with 28% fewer employees than necessary and the need to reduce services.</li> <li>Maintaining compliance with health and safety guidelines related to the pandemic, such as sanitizing the buses, responding to employee and customer concerns regarding masking and distancing, limiting passengers on buses, etc.</li> <li>Cleanliness of bus amenities such as shelters, staff responding to improper use of shelters, personal items left behind, and response to needle removal.</li> <li>Unable to maintain temporary restroom facilities for bus riders due to misuse and damage to facilities put in place.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to work towards short term goals provided through the transit study; construction of the transit center, transition from flag stop to defined stop service, introduce technology such as vehicle locator and smart pass to improve rider experience and title VI compliance.</li> <li>Complete the Structural Analysis, determine next steps in the organization and oversight of the transit system.</li> <li>Hire and maintain a staff of 35 bus drivers. Working with Human Resources to determine alternative recruitment areas and training opportunities.</li> <li>Implement the FTA required (PTASP) Public Transportation Agencies Safety Plan staff developed in FY21</li> <li>Complete the transit center at Pickering Square, completion date is to be determined.</li> </ul>



<ul style="list-style-type: none"><li>• Develop and approved the Public Transportation Agency Safety Plan (PTASP)</li><li>• Upgraded on-board security camera technology, improving ability to quickly capture and retrieve video documentation used for accident or investigative purposes.</li><li>• Upgrade heat in bus barn, to reduce work related injury due to slips during winter months.</li></ul>		
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### Community Connector

**Includes the following: Fixed Route and Paratransit Services in Bangor, Brewer, Hampden, Veazie, Orono, Old Town, Umaine and the Black Bear Orono Express**

	2020	2021	2022	FY 2022 Revenue by Source	
<b>Expenditures</b>					
Wages	1,447,861	1,613,682	1,710,569	Fines, Fofeit. Penalties	-
Health	389,299	414,914	508,532	Rev from Use of Money/Prop	-
Other Fringes	309,589	332,550	359,646	Intergovernmental	2,922,536
Subtotal Personnel	2,146,749	2,361,146	2,578,747	Charges for Service	532,500
Supplies	23,000	27,500	36,600	Transfers In	107,030
Insurance	38,500	45,275	64,484	Other	-
Cleaning	40,000	45,000	60,000		3,562,066
Other Contractual Service	300,400	138,187	122,391		
Fleet Maintenance	628,462	718,486	710,392	<b>Change in Net</b>	
Vehicle Fuel	324,100	286,000	246,000	FY 2021	727,355
Other Interfund/Utilities	42,251	38,250	63,750	Merit Increases	21,233
Reserve Funding/Other	67,971	68,171	250,200	Cola/CBA Increases	34,034
Capital	60,193	233,250	232,851	Health Insurance increase	93,618
	3,671,626	3,961,265	4,365,415	Payroll increases (full yr and OT)	68,553
				Insurance increase	27,020
<b>Revenues</b>	2,944,470	3,233,910	3,562,066	Replacement reserve increase	46,770
				Partner community increases	(59,205)
<b>Net (Bangor Share Only)</b>	727,156	727,355	803,349	FTA grant funds for operations	(1,080,000)
				American Rescue Plan 1x Fund	(56,632)
<b>\$ Change (year over year)</b>		199	75,994	CARES Act Revenue decrease	1,039,711
				Fare increase	(35,000)
<b>% Change (year over year)</b>		0.03%	10.45%	Advertising Revenue increase	(30,000)
				Other	5,892
<b>FTEs</b>	37.65	37.65	37.65	FY 2022	803,349

**Proposed Local Share by Partner  
Community Connector  
Fixed Route, ADA, BBOE and Capital Reserve Funding**

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We are all in different phases of preparing our annual budget. In recognition of that we wanted to provide our base estimate of the local share of all public transit operations listed above.

As we did last year, we will provide projected operating revenues and expenses as well as the capital plan including reserve funding at an upcoming partner's meeting.

FY 22 %	61.52%	15.55%	6.85%	5.45%	5.37%	1.32%	3.93%	100.00%
	<b>Bangor</b>	<b>Brewer</b>	<b>Hampden</b>	<b>Old Town</b>	<b>Orono</b>	<b>Veazie</b>	<b>Umaine</b>	<b>Total</b>
Fixed Route & ADA	756,580	191,236	84,242	67,019	66,089	16,295	48,351	1,229,812
BBOE					94,067		94,067	188,134
								-
Capital - Fixed Route	153,800	38,875	17,125	13,624	13,435	3,312	9,829	250,000
Capital BBOE					10,000		10,000	20,000
								-
Total By Partner	910,380	230,111	101,367	80,643	183,591	19,607	162,247	1,687,946



Community Connector

Dispatcher for NEW TRANSIT CENTER

**Request**

✓ New                      Increase                      Decrease                      Eliminate

**Description of Program Request**

A full time dispatcher for the NEW TRANSIT CENTER. The transit center is schedule to open December 2021. This dispatcher would be at the transit center to cover the day to day operations when it would be open to the passengers. The primary functions would be to provide customer service to the passengers, providing assistance to the transit drivers, and monitoring the transit center. The funding for this position is for half of the fiscal year due to the construction of the building.

**Service / Citizen Impact**

The impact of the new transit center will be amazing for the whole community. The need to have it staffed with a dispatcher is imperative. The need to keep the facility in a state of good repair is required the dispatcher will help with that. The dispatcher will be the person to welcome you to the new facility. The dispatcher will be able to answer questions and concerns from passengers. The dispatcher will be the staff person who can assist transit drivers will lunch breaks, and maintenance issues. The dispatcher will answer phone calls and help with trip planning. The dispatcher will assist with cleaning and some housekeeping tasks. The dispatcher will work with the security staff to keep everyone safe. Having the new transit center staff with a full time dispatcher is a necessity. The safety of the passengers and the public depends on it.

**Fiscal Impact: Increase / (Decrease)**

FTEs:

Capital:

Operating Costs: 34,836

# Program Request Form



CITY OF BANGOR

Community Connector

Safety and Training Officer Full Time

## Request

New

✓ Increase

Decrease

Eliminate

## Description of Program Request

The Safety and Training Officer going from part-time 25 hours a week to full-time 40 hours a week.

## Service / Citizen Impact

The Safety and Training Officer will improve the assurance that all Community Connector employees are adequately trained and safety is our top priority. In 2020 FTA required all Public Transportation Agencies to have an Agency Safety Plan (PTASP). The PTASP plan has been developed and approved now it needs to be implemented by July 30, 2021. The details are outlined in 49 CFR Part 673. Community Connector is a small public transit agency who is required to provide a Safety Officer for 25 hours a week at minimum to perform the duties in the PTASP regulation. Making the position full time will give the person more time to cover the other essential requirements listed below.

The Safety and Training Officer position provides all new driver training, all annual refresher training, and will re-train drivers when needed. FTA requires training based on driver's proficiency. FTA requires all new vehicle training for both fixed route and ADA vehicles. This position is responsible for on board evaluations of the bus drivers at least once a year and at minimum half of a scheduled shift, then writes a report and communicates the findings with Operations Officer and Driver. On board evaluations are required by FTA to ensure the ADA service standards are being met. This position maintains, updates, and implements the safety policies and procedures that are required from MDOT, City of Bangor, FMCSA, OSHA, and FTA. The person is responsible for maintaining all training records for the Community Connector to comply with FTA requirements for Triennial Review. This person will work closely with Risk Management and Environmental departments to maintain the HazComm, SWAPP, Material List, and MSDS-GHS policies and procedures and all other new programs that comes along. This position will work with the City of Bangor's Risk Manager to facilitate the workers comp, light duty assignments, along with first report of injuries report. The position investigates all accidents. This position will maintain the COVID-19 safety precaution as long as they remain.

## Fiscal Impact: Increase / (Decrease)

FTEs:

Capital:

Operating Costs: 27,303

Community Connector Capital Improvement Program 2022-2026						
Project	2022	2023	2024	2025	2026	Totals
Capital Reserve	153,800	199,940	246,080	292,220	338,360	1,230,400
Transit Center	803,750	-	-	-	-	803,750
Bus Stop Project	-	496,000	-	-	-	496,000
Transit Technology	241,025	-	-	-	-	241,025
Platform/Technology	151,981	-	-	-	-	151,981
Transit Buses	-	-	1,072,965	262,500	262,500	1,597,965
ADA Vans	-	-	-	110,000	110,000	220,000
<b>Total</b>	<b>1,350,556</b>	<b>695,940</b>	<b>1,319,045</b>	<b>664,720</b>	<b>710,860</b>	<b>4,741,121</b>
Funding Source						
City Manager Recommended Budget	Amount Funded	Annual Budget	Grant	Reserve	Other	Description
Capital Reserve	153,800	46,770	-	-	107,030	Bgr Bus Reserve
Transit Center	803,750	160,750	643,000	-	-	5339D - FY 18
Transit Technology	241,025	29,205	116,820	-	95,000	5339/Existing
Platform/Technology	151,981	30,396	121,585	-	-	5339
	<u>1,350,556</u>	<u>267,121</u>	<u>881,405</u>	<u>-</u>	<u>202,030</u>	
Requests Not Funded	Amount	Description				
	<u>-</u>					
<b>Total Funded and Unfunded</b>	<u><b>1,350,556</b></u>					

## Community Connector Fleet Replacement Plan

The Community Connector fixed route system operates 13 routes within partner communities, as well as the Black Bear Express Shuttle Service.

With the recent success in obtaining discretionary capital grant funding, the system will be in a position where all front line busses are replaced by FY 2024.

While this was a great benefit, it will require an accelerated capital funding strategy as multiple vehicles will need to be replaced at closer intervals. This need to ramp up funding was further exacerbated by the unknown fiscal pressures each partner faced as a result of the pandemic. The partners will work to ensure that where possible, replacements are staggered to develop a long-term sustainable replacement plan.

The annual replacement reserve funding will be reviewed by partners annually.

Below is the estimated annual Reserve funding requirement for the fixed route operations.

### Assumptions:

- \* Transit system operations remains unchanged - pending implementation of potential adjustments based on the transit study (i.e. stops, etc).
- \* Bus acquisition cost \$525,000/each
- \* Delivery of last two FY 18 discretionary grant buses occurs FY 2024.
- \* Must assume all future acquisitions will be 100% locally funded.
- \* Capital funding by community partner is based on the % used for operating.
- \* Capital plan addresses busses only, does not include ADA vehicles, facilities or support equipment etc. It is anticipated such purchases could be accommodated with annual 5339 funding award.
- \* FTA recommended fleet size is 14 (includes shuttle) with a 2% spare ratio, or 3 vehicles, for a total of 17. The fleet has been significantly larger due to the age and state of the fleet. This plan does reduce the overall fleet to 20 buses. The ability to reduce by additional units will be assessed in advance of future purchases.
- \* Excludes future shuttle funding and purchases.

**The proposed fleet replacement funding and acquisition plan is clearly not a final strategy, but it does demonstrate the need to increase annual funding, while providing the opportunity to revise annually based on changing needs.**

		<b>Funding</b>	<b>Purchase</b>	<b>Balance</b>
Balance	6/30/2021	351,612		351,612
	FY 2022	250,000		601,612
	FY 2023	325,000		926,612
	FY 2024	400,000	(214,593)	1,112,019
	FY 2025	475,000		1,587,019
	FY 2026	550,000	(525,000)	1,612,019
	FY 2027	625,000	(1,050,000)	1,187,019
	FY 2028	700,000	(1,050,000)	837,019
	FY 2029	700,000	(1,050,000)	487,019
	FY 2030	700,000	(1,050,000)	137,019
	FY 2031	700,000	(1,050,000)	(212,981)
	FY 2032	700,000	(1,050,000)	(562,981)
	FY 2033	700,000	(525,000)	(387,981)
	FY 2034	700,000	(1,050,000)	(737,981)
	FY 2035	700,000	(1,050,000)	(1,087,981)
	FY 2036	700,000		(387,981)
	FY 2037	700,000	-	312,019

**Community Connector Fleet Replacement Plan**

**Reserve Funding by Partner**

	15.55%	6.85%	16.08%	61.52%	100.00%	
	<b>Brewer</b>	<b>Hampden</b>	<b>VOOT*</b>	<b>Bangor</b>	<b>Total</b>	<b>Shuttle**</b>
FY 2022	38,875	17,125	40,200	153,800	250,000	28,500
FY 2023	50,538	22,263	52,260	199,940	325,000	35,000
FY 2024	62,200	27,400	64,320	246,080	400,000	41,500
FY 2025	73,863	32,538	76,380	292,220	475,000	48,000
FY 2026	85,525	37,675	88,440	338,360	550,000	48,000
FY 2027	97,188	42,813	100,500	384,500	625,000	48,000
FY 2028	108,850	47,950	112,560	430,640	700,000	48,000
FY 2029	108,850	47,950	112,560	430,640	700,000	48,000
FY 2030	108,850	47,950	112,560	430,640	700,000	48,000
FY 2031	108,850	47,950	112,560	430,640	700,000	48,000
FY 2032	108,850	47,950	112,560	430,640	700,000	48,000
FY 2033	108,850	47,950	112,560	430,640	700,000	48,000
FY 2034	108,850	47,950	112,560	430,640	700,000	48,000
FY 2035	108,850	47,950	112,560	430,640	700,000	48,000
FY 2036	108,850	47,950	112,560	430,640	700,000	48,000
FY 2037	108,850	47,950	112,560	430,640	700,000	48,000

	8.24%	33.42%	33.89%	24.45%	100.00%	
<b>VOOT*/Shuttle** (50/50)</b>	<b>Veazie</b>	<b>Orono</b>	<b>Old Town</b>	<b>U Maine</b>	<b>Total</b>	
FY 2022	3,312	27,685	13,624	24,079	68,700	
FY 2023	4,306	34,965	17,711	30,278	87,260	
FY 2024	5,300	42,246	21,798	36,476	105,820	
FY 2025	6,294	49,526	25,885	42,675	124,380	
FY 2026	7,287	53,557	29,972	45,624	136,440	
FY 2027	8,281	57,587	34,059	48,572	148,500	
FY 2028	9,275	61,618	38,147	51,521	160,560	
FY 2029	9,275	61,618	38,147	51,521	160,560	
FY 2030	9,275	61,618	38,147	51,521	160,560	
FY 2031	9,275	61,618	38,147	51,521	160,560	
FY 2032	9,275	61,618	38,147	51,521	160,560	
FY 2033	9,275	61,618	38,147	51,521	160,560	
FY 2034	9,275	61,618	38,147	51,521	160,560	
FY 2035	9,275	61,618	38,147	51,521	160,560	
FY 2036	9,275	61,618	38,147	51,521	160,560	
FY 2037	9,275	61,618	38,147	51,521	160,560	



## Attachment F

### Census Proposes Updated Urban Area Criteria

*Prepared by Chris Zeilinger, Community Transportation Association of America*

**March 2021**



For transit agencies, planning agencies, their partners and funders, and their other stakeholders, one of the most important things that happens every ten years is that the Census Bureau takes the latest census results and determines which parts of the country are in which urban areas, and which are not. The results of these urban area determinations set the course for how the next decade's urban and rural transportation funds are allocated, so they're pretty important.

In general, here's how that works. The US is made up of more than 11 million census blocks; these are pretty small geographic units, often only a city block or two in built-up areas, and a bit larger in less developed areas, but generally with anywhere from zero to only a few dozen or maybe a hundred or so people in most cases. After each decennial count, Census uses some established criteria to look at every one of those blocks to determine which ones are urban, and which aren't urban.

On February 19, 2021, Census proposed the criteria it is considering to use when determining urban areas under the 2020 decennial population count. Census is accepting comments on its proposal through May 20, 2021. Here's a link to that day's Federal Register notice: <https://www.federalregister.gov/documents/2021/02/19/2021-03412/urban-areas-for-the-2020-census-proposed-criteria>.

This notice does not identify which places are going to be considered urban areas with populations greater than 50,000. However, when Census finalizes these criteria, as informed by comments submitted in response to its proposal, that's how those urban areas will be determined.

To help you think about this topic, we've compiled a "redline" document which you'll find at the end of this analysis, that shows what's proposed to be changed from the current urban area criteria, which were established in response to the 2010 decennial census. In that document, proposed new text is italicized, and current text proposed for removal is indicated in a strike-through font. Text that is neither italicized nor struck-through is proposed to remain unchanged from 2010.

In brief, Census is proposing fundamental shift toward using housing density, instead of population density, as the primary criterion for determining whether a census block is urban. On a nation-wide level, that won't change the relative balance of the country's urban and rural areas, but probably will have locally significant impacts in some places. Another fundamental change is that Census is proposing a totally new approach for addressing how to merge or split urban areas in those "agglomerations" where two or more urban areas are

largely contiguous (such as in many growing and sprawling major metropolitan areas); this is something where constructive comments are warranted by those with information and insight on the issue. There are some other, more modest, proposed modifications in Census' proposed urban area definition criteria that won't affect everyone, but may be locally significant in some areas. For instance, some changes proposed to the criteria for "hops" and "jumps" to connect outlying high-density census blocks to urban core census blocks may have the effect of preventing some urban areas from merging or agglomerating, but may also cause a handful of otherwise-urban areas' populations to fall below one of FTA's qualifying population thresholds.

CTAA's more detailed analysis of Census' proposal is below, followed by the CTAA-created "redline" text mentioned on the previous page. However, before you read any further, there are four underlying points that are important to keep in mind:

- This Census proposal has nothing to do with a January 2021 notice from the Office of Management and Budget (OMB) concerning proposed changes to the way Metropolitan Statistical Areas (MSAs) are determined. **Nothing in federal transit or highway programs, nor their statutory requirements concerning MPOs, are linked in any way to areas' MSA status.** Therefore, it does not seem necessary for transit interests to speak up in response to OMB's proposal.
- **This latest Census action is merely a proposal;** nothing in its pages is official. In all likelihood, some of what's discussed below will be changed when Census finalizes its 2020 urban area criteria. Just how things get changed may be influenced by your comments, if you have them.
- **Census is concerned solely with the details of how to define a place as being "urban,"** whatever that's determined to mean. Census is not interested in, and not responsible for, the ways their data or definitions are used by other parts of the federal government. Therefore, there's little to no point in commenting to Census about how this proposal could affect your future FTA funding or MPO status.
- Regardless of how Census proceeds with defining its urban area criteria, formula-based FTA funds will continue to be allocated to Census-defined urban areas with populations greater than 50,000 (with tiers of funding related to urban areas with populations between 50,000 and 200,000, areas with populations between 200,000 and 1 million, and areas with populations greater than 1 million), and to areas that are not within any urban area with a population greater than 50,000, and both FTA and FHWA statutes will continue to require that all Census-defined urban areas with populations greater than 50,000 are within the planning areas of properly designated MPOs. **Census is powerless to change these fundamentals of federal transportation law.**

## What's Census Proposing to Change in their Urban Criteria?

Some of what's proposed is clearly minor, even though it may be internally important to the Census Bureau. Other items may sound important, but might not really be too significant. Some items in Census' proposal are very important to note, even if their overall impact winds up not being very dramatic. And some items might actually be controversial or problematic.

### ITEM 1: Farewell to Urbanized Areas and Urban Clusters; By the Way, Let's Also Remove Hundreds of Places from Urban America

That sounds scary, but probably won't matter too much in the highway, transit and transportation planning arenas. Currently, Census-defined urban areas are either qualifying "urban clusters" with populations between 2,500 and 50,000, or else are qualifying "urbanized areas" with populations greater than 50,000. Census proposes replacing that 2-part scheme with a single definition of "urban area," which would be qualifying areas with either 4,000 or more housing units or populations greater than 10,000.

If that becomes official, nothing changes in the determinations of FTA "urban" and "rural" formula transit apportionments and allocations, and nothing changes in the requirement that there be MPOs for urban areas with populations greater than 50,000. The fact that areas currently qualifying as urban clusters with populations between 2,500 and 10,000 are relegated to a rural status under this proposal is statistically interesting, but won't affect the planning or distribution of federal highway and transit funds.

### ITEM 2: Let's Get Granular

This is a big change in practice. Census is proposing to make all urban area determinations on a Census block-by-Census block basis. If you're unfamiliar, this is the smallest unit of geography that Census uses in its tabulations; the US is made up of more than 11 million Census blocks. In current practice, Census looks at census tracts as the starting point for identify urban area cores; tracts are much larger geographic units than blocks, generally with several thousand residents (the numbers vary, but most Census tracts contain dozens of Census blocks). But since current practice already is to examine census blocks surround urban area cores when making urban area determinations, relying solely on block-level data probably wouldn't make a very noticeable change in the outcomes of urban area determinations.,

### **ITEM 3: How Dense Is Your Housing?**

This is a big change, and may be locally significant in many places. Basically, Census is proposing that the triggering event for a census block to be deemed “urban” would be based on the number of housing units per square mile. Both occupied and unoccupied housing units would be counted, which could be a relief for those places having high levels of housing transience, or whose residents had higher than usual displacement when the decennial census enumeration took place in spring 2020. Under current practice, the triggering event is population density (the number of residents per square mile), not housing density. Even if this change takes effect, all FTA funding would continue to be allocated on the bases of population, population density, low-income population, senior population, population of individuals with disabilities, and various non-Census factors; none of that is slated to change, even if the qualifying urban areas are determined on the basis of census blocks’ housing density.

### **ITEM 4: Including Institutional Population**

When changing the determination basis from population density to housing density, this new item becomes essential, since “institutional” living arrangements are not counted in Census’ definition of “housing units.” In some places, this could be pretty significant. Basically, census blocks that have institutional or other group quarters, and which are adjacent to qualifying urban area census blocks, would be included as part of those urban areas. This would ensure that college dorms, residential care facilities, on-base military housing, and possibly even some correctional facilities would be able to be included in the defined urban area of which they’re a part. Otherwise, those institutional and other facilities would have to be left out in the rural cold, when urban areas are defined in terms of housing unit density. Note that under current population-based criteria, this isn’t an issue; when you’re counting heads, people are people, whether they’re living in a housing unit or in an institutional arrangement.

### **ITEM 5: Tightening up Hops, Jumps, and Enclaves, and an End to Indentations**

For 2020, Census is proposing slight reductions in the distances that defined urban area boundaries can “hop” and “jump” along road corridors through non-qualifying census blocks as they connect otherwise non-contiguous qualifying urban census blocks. Census proposes to clarify that hopped and jumped low-density census blocks would not be counted as part of the urban area or its population. Furthermore, Census is proposing a slight reduction in the size of an allowable low-density “enclave,” wholly surrounded by qualifying census blocks, that can be included as part of that urban area. “Indentations” of low-density census blocks bordered on about 75 percent of their boundaries by qualifying urban census blocks, no longer would be included in defined urban areas. On the other hand, Census is proposing a slight increase in the distance that defined urban area boundaries can connect qualifying census blocks by jumping over bodies of water or – for

the first time – wetlands. In addition, Census proposes to add the possibility of including census blocks made up entirely of cargo airports to their adjoining or surrounding urban areas, as would remain to be the case for qualifying passenger airports.

Collectively, those proposed changes would have **significant marginal impacts** in many urban areas. Shortening the hop and jump distances means that some outlying higher-density areas might not be included in defined urban areas, after all. Increasing the allowable jump distance over bodies of water, allowing these same longer jumps over wetlands, and allowing some cargo airports to be included in urban areas might, in some cases, make it easier for some outlying high-density census blocks to be incorporated into defined urban areas. For the most part, these changes from what would be expected under 2010 procedures would not lead to dramatic impacts, but would be noticeable around the edges of defined urban area. However, Census' proposal probably would lead to some urban areas failing to cross the 50,000, 200,000, or 1 million population thresholds as a result of these changes, while other urban areas might find, to their surprise, that they have jumped (or fallen below) one of these thresholds.

#### ITEM 6: A New Approach to Agglomerations and Splits

Without some intervening rules of procedure, there would have been one continuous urbanized area from northeastern Maryland to central Massachusetts, and many other urban “agglomerations” around the country, in 2010, and this tendency of ever-increasing urbanization would be at least as dramatic in 2020. In 2000 and earlier censuses, the Census Bureau applied a subjective human touch to determine when and where to merge, split or leave alone these agglomerated urban areas, but the shift to block-based urban area definitions in 2010 forced a change to a more automated urban area decision-making process.

In a radical-sounding move, Census is proposing to scrap the geography- and history-based process used in addressing 2010's agglomerations, and would replace that with an all-new methodology, based on using commuting patterns as reported through the Longitudinal Employer-Household Dynamics (LEHD) analysis program to determine when and where it makes sense to break up an agglomerated urban area into individual urban areas, when or where it makes sense to combine existing urban areas that are part of an agglomeration, and when it's best to leave the 2020 urban area definition results alone, even in an agglomerated setting. By the way, LEHD information is what drives the Census-BLS “On The Map” data visualization tool.

In general, this data-driven approach to managing agglomerations should sustain Census' unofficial policy of trying to minimize unnecessary disappearances among neighboring urban areas at risk of merger or absorption. In many cases, the use of LEHD commuting patterns to resolve agglomerations should lead to rational-seeming results when determining when – or whether – to merge or split adjoining urban areas. However, there

are certain to be surprises under the proposed methodology, and some of these surprises in urban area determinations may be dramatic or downright shocking in a few instances.

### Care to Comment?

As stated above, Census is accepting public comments on its proposed urban area determination criteria through May 20, 2021. For details of when and how to comment, see their Federal Register notice at <https://www.federalregister.gov/documents/2021/02/19/2021-03412/urban-areas-for-the-2020-census-proposed-criteria>.

As you wrestle with what you may want to say, if anything, in official comments to the Census docket on this notice, here are some things to ponder:

- In cases where there are large agglomerations of adjoining or nearly overlapping urban areas, what do you think of Census' proposal to use LEHD commuting patterns to guide its decisions about how to merge, split or demarcate these closely knit urban areas?
- What do you think about the proposed adjustments of metrics used around the edges of urban areas – whether it's a matter of how "hops" and "jumps" are used, the inclusion – or not – of "enclaves" and "indentations" within urban areas, the extent to which waterways, wetlands or airports affect urban area determinations, etc.? Would those changes improve the way urban areas are identified?
- Does it make more sense, or less, to look at housing unit density (whether occupied or vacant) instead of population density when starting to determine whether a census block is urban or rural?
- Do you see a positive or negative impact in Census' proposed use solely of block-level housing unit densities to define urban cores? This would be a change from current practice, in which Census looks at tract-level population densities when identifying urban cores, and then builds up identified urban areas based on adding qualifying census blocks to these cores.
- And, of course, there's that very basic question: does this proposal succeed at using Census' existing data to define what is urban, and what's not urban? That's the most important question of all, because once Census has settled on its criteria to the 2020 population count and established the country's updated list of urban areas, there's almost no opportunity to appeal or change those determinations. And almost immediately thereafter, FHWA & FTA will be looking at any newly defined urban areas with populations above 50,000 to establish planning areas and MPOs, and FTA will be using those new urban area definitions in the very next year's apportionments and allocations of urban and rural transit funds.

Whether in response to those or other issues you see in this process, you can submit official comments to the Census Bureau by following the instructions in their Federal Register notice.

Finally, if you have thoughts, questions or concerns you'd like to share with CTAA, don't hesitate in reaching out to Chris Zeilinger of the CTAA staff by email at [zeilinger@ctaa.org](mailto:zeilinger@ctaa.org), or on his phone, 202-250-4108.

The following text was assembled by CTAA. It uses the urban area criteria from 2010, adding in the changes proposed for 2020. Text in italics (*like this*) is new text proposed by Census for 2020; text in ~~strikeout (like this)~~ is proposed for removal when determining urban areas under the 2020 census. All other text would be unchanged from 2010 to 2020.

## Urban Area Criteria for the ~~2010~~ 2020 Census

The criteria outlined herein apply to the United States, ~~and~~ Puerto Rico, *and the Island Areas of American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, and the U.S. Virgin Islands.* The Census Bureau ~~will use~~ *proposes* the following criteria and characteristics for use in identifying the areas that will qualify for designation as ~~urbanized areas and urban clusters~~ *urban areas* for use in tabulating ~~and presenting~~ data from the ~~2010~~ 2020 Census, the American Community Survey (ACS), the Puerto Rico Community Survey, and potentially other Census Bureau censuses and surveys.

### A. ~~2010~~ 2020 Census Urban Area, ~~Urbanized Area, and~~ Urban Cluster Definitions

For the ~~2010~~ 2020 Census, an urban area will comprise a densely settled core of census ~~tracts and/or census~~ blocks that meet minimum ~~population~~ *housing unit* density requirements, along with ~~contiguous~~ *adjacent* territory containing non-residential urban land uses as well as *other lower density* territory ~~with low population density~~ included to link outlying densely settled territory with the densely settled core. To qualify as an urban area ~~on its own~~, the territory identified according to the *proposed* criteria must encompass at least ~~2,500~~ people, at least 1,500 of which reside outside institutional group quarters

*4,000 housing units or at least 10,000 persons. Urban areas that contain 50,000 or more people are designated as urbanized areas (UAs); urban areas that contain at least 2,500 and less than 50,000 people are designated as **urban clusters (UCs)**. The term “urban area” refers to both UAs and UCs. The term “rural” encompasses all population, housing, and territory not included within an urban area.*

As a result of the urban area delineation process, an incorporated place or CDP may be partly within and partly outside an urban area. ~~Any place (incorporated place or CDP) that is split by an urban area boundary is referred to as an extended place.~~ Any census geographic areas, with the exception of census blocks, may be partly within and partly outside an urban area.

*All ~~proposed~~ criteria based on land area, housing unit density, and population, and population density, reflect the information contained in the Census Bureau's Master Address File/Topologically Integrated Geographic Encoding and Referencing (MAF/TIGER) Database (MTDB) ~~produced for the 2010 Census at the time of the initial delineation.~~ All calculations of ~~population housing unit~~ density include only land; ~~the areas of water area~~ contained within ~~census tracts and~~ census blocks are not used to calculate ~~population in~~ density calculations. Housing unit, population, and worker flow data used in the urban area delineation process will be those published by the Census Bureau for all public and official uses.*

## **~~B. UA and UC~~ *Proposed Urban Area Delineation Criteria***

The Census Bureau ~~defines~~ *proposes to define* urban areas primarily on the basis of ~~residential population~~ *housing unit* density measured at the census tract and census block levels of geography. ~~Two population density thresholds are used in the delineation of urban areas: 1,000 persons per square mile~~



(ppsm) and 500 ppsm. The higher threshold is consistent with population density criteria used in the 1960 Census through 1990 Census urban area delineation processes; it is used to identify the starting point for delineation of individual, potential urban areas and ensures that each urban area contains a densely settled core area that is consistent with previous decades' delineations. The lower threshold was adopted for the Census 2000 process when the Census Bureau adopted an automated delineation methodology; it provides that additional territory that may contain a mix of residential and nonresidential urban uses can qualify for inclusion in an urban area. *The 385 housing units per square mile density threshold utilized in the delineation of urban areas is consistent with the 1,000 persons per square mile density used in the past, based on the 2019 ACS 1-year data average of an estimated 2.6 persons per household for the United States.*

## 1. IDENTIFICATION OF INITIAL URBAN AREA CORES

The Census Bureau will begin the delineation process by identifying and aggregating contiguous census tracts, blocks each having a land area of less than three square miles and a population density of at least 1,000 ppsm. *housing unit density of at least 385 housing units per square mile. After the initial urban area core with a population density of 1,000 ppsm or more is identified, additional census tracts with a land area less than three square miles and with a population density of at least 500 ppsm will be included if contiguous to any qualifying census tracts. If a qualifying census tract does not exist, then one or more contiguous census blocks that have a population density of at least 1,000 ppsm are identified and aggregated. This aggregation of continuous census blocks would be known as the “initial urban area core.”* *The initial urban area core must encompass at least 385 housing units (consistent with the requirement for at least 1,000 people in the 2010 criteria).*

~~A census block is included in~~ After the initial urban area core *is identified*, additional census blocks would be included if it is adjacent ~~if it is contiguous~~ to other qualifying territory, ~~and and~~ if it meets any of the following criteria:

a. Has a ~~population~~ housing unit density of at least 500 ~~ppsm~~, or 385 housing units per square mile.

b. At least one-third of the census block consists of territory with a level of imperviousness of at least twenty percent, and is compact in nature as defined by a shape index. A census block is considered compact when the shape index is at least 0.185 using the following formula:  $I = 4\pi A/P^2$  where I is the shape index, A is the area of the ~~block~~ entity, and P is the perimeter of the entity. ~~block, or~~

c. At least one-third of the census block consists of territory with a level of imperviousness of at least twenty percent, and at least forty percent of its boundary is contiguous with qualifying territory.

The Census Bureau will apply criteria 1.a, 1.b, and 1.c above until there are no census blocks to add to ~~an~~ the urban area. Any “holes” or remaining nonqualifying territory completely contained within an initial urban area core that is less than five square miles in area will qualify as urban via the criteria for the inclusion of enclaves set forth in ~~V.B.4.a.~~ the III. B. 5., subheading entitled, “5. Inclusion of Enclaves.”

## 2. INCLUSION OF GROUP QUARTERS

Census blocks containing institutional and non-institutional group quarters that are adjacent to census blocks qualifying based on the criteria outlined in step 1 above (“1. Identification of Initial Urban Area Cores”) will be included in the urban area. This criterion accounts for the fact that group quarters,

*such as college dormitories, are not considered housing units by the Census Bureau, but generally are part of the urban landscape.*

### **3. INCLUSION OF NONCONTIGUOUS TERRITORY VIA HOPS AND JUMPS**

Noncontiguous territory that meets the proposed ~~population~~ *housing* density criteria specified in ~~Sections 1.a, 1.b, and 1.e~~ *section B.1.a and b* above, but is separated from an initial urban area core of ~~1,000 or more people, will 385~~ *housing units or more, may* be added via a ~~“hop”~~ *hop* along a road connection of no more than 0.5 miles. Multiple hops may be made along a single road connection, thus accounting for the nature of contemporary urban development which often encompasses alternating patterns of residential and nonresidential ~~land~~ uses.

After adding territory to an initial urban area core via hop connections, the Census Bureau will identify all *urban area* cores that have a ~~population of 1,500 or more~~ *housing unit count of 577 or more (consistent with the requirement for at least 1,500 people in the 2010 criteria)* and add other qualifying territory via a jump connection. Jumps are used to connect densely settled noncontiguous territory separated from the core by territory with low ~~population~~ *housing unit* density measuring greater than 0.5 and no more than ~~2.5~~ *1.5* road miles *across*. This process recognizes the existence of larger areas of nonresidential urban uses or other territory with low ~~population~~ *housing unit* density that do not provide a substantial barrier to interaction between outlying territory with high ~~population~~ *housing unit* density and the ~~main body of the~~ *main body of the* urban area *core*. Because it is possible that any given densely ~~settled~~ *developed* area could qualify for inclusion in multiple cores via a jump connection, the identification of jumps in an automated process starts with the initial urban area core that has the largest total population and continues in descending order based on the total population of each initial urban area core.

Only one jump is permitted along any given road connection, ~~unless the territory being included as a result of the jump was an initial urban area core with a population of 50,000 or more.~~ This limitation, which has been in place since the inception of the urban area delineation process for the 1950 Census, prevents the artificial extension of urban areas over large distances that results in the inclusion of communities that are not commonly perceived as connected to the particular initial urban area core. Exempted territory is not taken into account when measuring road distances along hop and jump corridors. *In the case of both hops and jumps, the intervening, low density block or blocks are not included in the urban area.*

~~In addition to the distance criteria listed above, a hop or a jump will qualify only if:~~

- ~~a. The territory identified in the high density destination and along the hop or jump corridor has a combined overall population density of at least 500 ppsm, or~~
- ~~b. The high density destination to be added via the hop or jump has a total population of 1,000 or more.~~

~~Although census blocks with a population density greater than or equal to 500 ppsm, but less than 1,000 ppsm, and not contiguous to qualifying territory containing at least one census tract or census block with a population density of at least 1,000 ppsm do not qualify as part of the initial urban core, these census blocks may still qualify as urban via hops or jumps.~~

#### **4. INCLUSION OF NONCONTIGUOUS TERRITORY SEPARATED BY EXEMPTED TERRITORY**

The Census Bureau ~~will~~ *proposes to* identify and exempt territory in which residential development is substantially constrained or not possible due to

either topographic or land use conditions. Such *exempted* territory offsets urban development due to particular land use, land cover, ~~hydrological, and/or~~ topographic conditions. For the ~~2010~~ 2020 Census, the Census Bureau ~~identifies bodies of water as~~ *proposes the following to be exempted territory:*

- *Bodies of water; and*
- *Wetlands (belonging to one of eight wetlands class definitions).*

~~. Additional exempted territory will include land area where the populations of the census blocks on both sides of a road segment are zero and the road connection crosses at least 1,000 feet of water.~~

Noncontiguous qualifying territory will be added to a core *via a hop or jump* when separated by exempted territory, provided that *it meets the following criteria:*

a. The road connection across the exempted territory (located on both sides of the road) is no greater than five miles, and

~~b. The road connection does not cross more than a total of 2.5 miles of territory not classified as exempted (those segments of the road connection where exempted territory is not on both sides of the road), and~~

~~e. The total length of the road connection *between the initial urban area core and the noncontiguous territory, including the (exempt distance and nonexempt distance) non-exempt hop or jump distances, is also* no greater than five miles for a jump and no greater than 2.5 miles for a hop.~~

*The intervening, low density block or blocks of water or wetlands are not included in the urban area.*

#### **4. 5. INCLUSION OF ENCLAVES**

The Census Bureau will add enclaves (that is, nonqualifying area completely surrounded by area already qualified for inclusion as urban) within the urban area, provided that they are surrounded only by land area that qualified for

inclusion in the urban area based on ~~population~~ *housing unit* density criteria and at least one of the following conditions is met:

- a. The area of the enclave must be less than five square miles, ~~or~~.
- b. All area of the enclave is surrounded by territory that qualified for inclusion in the initial *urban area* core, and is more than a straight-line distance of ~~2.5~~ 1.5 miles from a land block that is not part of the urban area.

Additional enclaves will be identified and included within the urban area if:

- ~~e. a.~~ a. The area of the enclave is less than five square miles, ~~and~~
- ~~e. b.~~ b. The enclave is surrounded by both land that qualified for inclusion in the urban area and water, and
- ~~e. c.~~ c. The length of the line of adjacency with the water is less than the length of the line of adjacency with the land.

## **~~7.~~ 6. INCLUSION OF AIRPORTS**

After all territory has been added to the urban area *core* via hop and jump connections, ~~and enclaves, and indentations~~, the Census Bureau will then add whole census blocks that approximate the territory of ~~major~~ airports, provided at least one of the blocks that represent the airport is within a distance of 0.5 miles of the edge of qualifying urban territory. An airport qualifies for inclusion, if it is currently functional and ~~had an annual enplanement of at least 2,500 passengers in any year between 2001 and the last year of reference in the FAA Air Carrier Activity Information System.~~ In cases where the qualifying airport is not contiguous to the qualifying urban area, the intervening nonqualifying census blocks will also be included in the urban

~~area.~~ one of the following criteria (per the Federal Aviation Administration's (FAA) Air Carrier Activity Information System) applies:

a. It is a qualified cargo airport.

b. It has an annual passenger enplanement of at least 2,500 in any year between 2011 and 2019.

## **8. 7. ADDITIONAL NONRESIDENTIAL URBAN TERRITORY**

The Census Bureau will identify additional nonresidential urban-related territory that is noncontiguous, yet near the urban area. The Census Bureau recognizes the existence of large commercial and/or industrial land uses that are separated from an urban area by a relatively thin “green buffer,” small amount of undeveloped territory, and/or a narrow census block required for tabulation (such as a water feature, offset boundary, road median, or area between a road and rail feature). The Census Bureau will review all groups of census blocks whose members qualify as urban via the impervious surface criteria set forth in Section 1.b, have a total area of at least 0.15 square miles, and are within 0.25 miles of an urban area. A final review of these census blocks and surrounding territory will determine whether to include this territory in an urban area.

## **5. 8. SPLITTING LARGE AGGLOMERATIONS AND MERGING INDIVIDUAL URBAN AREAS**

Population growth and redistribution coupled with the automated urban area delineation methodology that will be used for the ~~2010~~ 2020 Census may result in large urban agglomerations of continuously developed territory that may encompass urban areas that were territory defined as separate urbanized urban areas in for the 2010 Census 2000. Conversely, the delineation methodology may also result in separate urbanized areas that were previously

defined as belonging to a single urbanized area. If such results occur, the Census Bureau will apply split and merge criteria guided by the Census 2000 urban area boundaries to the greatest extent possible to ensure the continued recognition of all such urbanized areas. All territory subject to either the splitting or merging criteria must first qualify as urban according to the 2010 Census delineation criteria.

The rule to retain the inventory of urbanized areas that continue to separately qualify for the 2010 Census does not apply to urban clusters. Urban clusters may be merged with other urban areas. The Census Bureau retains previously separate urbanized areas because these urban areas have historically developed as the functional units of 50 years of urbanized area delineation. Mandating this rule for urban clusters would artificially impede these areas from merging to form urbanized areas.

The Census Bureau will split a large urban agglomeration if the agglomeration consists of urbanized areas that were defined separately for the Census 2000. Potential split locations will include territory not qualifying as urban for the 2010 Census, water features, jump or hop corridors,<sup>(11)</sup> impervious census blocks,<sup>(12)</sup> where the corridor of contiguity between the component urbanized areas is at its most narrow, other geographic boundaries,<sup>(13)</sup> and/or the nearest location to the midpoint between the two component urbanized areas. In all cases, the Census Bureau will split the urban agglomeration at the best possible location that ensures the continued existence of all urbanized areas defined for the Census 2000.

After splitting all qualifying urbanized agglomerations into their component urbanized areas, the Census Bureau will examine all urban area cores sharing territory contained within the boundaries of the same urban area previously defined for the Census 2000. The Census Bureau will merge qualifying urban territory if an urban area defined for the Census 2000 is at risk of changing urban status from an urbanized area to an urban cluster, or losing its urban status entirely. If it is possible to maintain the urban status of a Census 2000



~~urban area, the Census Bureau will merge noncontiguous urban territories in descending order of population <sup>(14)</sup> until the urban area status threshold is met. <sup>(15)</sup>~~

~~After application in their entirety, the splitting and merging criteria will not prevent the formation of new urban areas consisting of territory previously defined as belonging to a Census 2000 urban area. These criteria also will not completely prevent urban areas from changing urban status.~~

*For the 2020 Census, the Census Bureau proposes using worker flow data (i.e., commuting flows) from the Longitudinal Employer-Household Dynamics (LEHD) Program to identify whether the agglomeration represents a single functionally integrated region or whether commuting patterns indicate the presence of distinct urban areas within the larger agglomeration. An agglomeration that encompasses two or more 2010 Census urban areas will be a candidate for splitting into smaller urban areas. This condition will trigger application of the following splitting criteria:*

*a. Each pair of 2010 Census urban areas will be analyzed to determine whether to split or to remain merged. The 2010 urban area with the smaller population will be analyzed in relation to the 2010 urban area with the larger population.*

*b. The 2010 Census urban area with the smaller population will remain in the agglomeration if at least 50 percent of its resident workers are employed within the larger 2010 Census urban area and at least 50 percent of the jobs in the smaller urban area are filled by workers residing within the larger 2010 Census urban area. If either of these conditions are not met, the smaller urban area will be split from the agglomeration and categorized based on the worker flow data.*

*c. The 2010 Census urban areas are organized into four categories:*

1. Worker flows are 50 percent or more to or from another 2010 Census urban area, but not in both directions;
2. Worker flows are less than 50 percent internal, but also less than 50 percent with any other single 2010 Census urban area;
3. Adjacent 2010 Census urban areas that are in categories 1 or 2;
4. Worker flows are 50 percent or more internal to the 2010 Census urban area.

d. Community detection is performed on the LEHD worker flow data using the Leiden Algorithm to identify commuter-based communities. The resulting communities are used to adjust the 2010 Census urban area split boundaries based on thresholds set to each of the four categories. However, for all categories, at least 50 percent of the worker flow must be internal to all resulting urban areas. The boundary between two urban areas may also be modified to avoid splitting an incorporated place, CDP, or minor civil division (MCD) between two urban areas at the time of delineation.

e. Upon running the community detection algorithm, the resulting communities are used to adjust the 2010 Census urban area split boundaries, and to identify the potential boundary between the resulting 2020 urban areas, starting with urban areas in the first category (below) and progressing to the fourth category (below).

- Category 1. For the smaller of each urban area pair, adjacent communities (identified by the Leiden Algorithm) are added from the larger urban area until the internal worker flow of the smaller urban area is greater than 50 percent. Communities can only be added to the smaller urban area until the total housing unit count increases by less than 50 percent.
- Category 2. For the smaller of each urban area pair, adjacent communities (identified by the Leiden Algorithm) are added

*from the larger urban area until the internal worker flow is greater than 50 percent.*

- *Category 3. If there is greater than 10 percent worker flow between adjacent urban areas in categories 1 and 2, then they will be combined as one urban area and the criteria of the lowest category will be applied.*
- *Category 4. Split boundaries will be adjusted to their nearest community boundary.*

## **6. INCLUSION OF INDENTATIONS**

The Census Bureau will evaluate and include territory that forms an indentation within an urban area. This recognizes that small, sparsely settled areas that are partially enveloped by urban territory are more likely to be affected by and integrated with contiguous urban territory.

To determine whether an indentation should be included in the urban area, the Census Bureau will identify a closure line, defined as a straight line no more than one mile in length, that extends from one point along the edge of the urban area across the mouth of the indentation to another point along the edge of the urban area.

A census block located wholly or partially within an indentation will be included in the urban area, if at least 75 percent of the area of the block is inside the closure line. The total area of those blocks that meet or exceed the 75 percent criterion is compared to the area of a circle, the diameter of which is the length of the closure qualification line. The territory within the indentation will be included in the urban area if its area is at least four times the area of the circle and less than 3.5 square miles.

If the collective area of the census blocks inside the closure line does not meet the criteria listed above, the Census Bureau will define successive closure lines within the indentation, starting at its mouth and working inward toward the

~~base of the indentation, until the criteria for inclusion are met or it is determined that the indentation will not qualify for inclusion.~~


## 9. ASSIGNING URBAN AREA TITLES

A clear, unambiguous title based on commonly recognized place names helps provide context for data users, and ensures that the general location and setting of the urban area can be clearly identified and understood. The title of an urban area identifies the place(s) that is (are) most populated within the urban area. All population requirements for places and ~~minor civil divisions (MCDs)~~ apply to the portion of the entity's population that is within the specific urban area being named. ~~The following criteria will be used by the~~ Census Bureau *proposes the following criteria* to determine the title of an urban area:

- a. The most populous incorporated place with a population of 10,000 or more within the urban area will be listed first in the urban area title.
- b. If there is no incorporated place with a population of 10,000 or more, the urban area title will include the name of the most populous incorporated place or CDP ~~having that has~~ at least 2,500 people ~~in the urban area~~.
- c. Up to two additional places, in descending order of population size, may be included in the title of an urban area provided that *the place meets one of the following criteria*:
  - ~~e. a.~~ The place has 250,000 or more people ~~in the urban area, or~~.
  - ~~e. b.~~ The place has at least 2,500 people ~~in the urban area~~, and that population is at least two-thirds of the urban area population of the most populous place in the urban area.

If the urban area does not contain a place with an urban population of at least 2,500 people, the Census Bureau will consider the name of the incorporated place, CDP, or MCD with the largest total population in the urban area, or a local name recognized for the area by the United States Geological Survey's (USGS) Geographic Names Information System (GNIS), with preference given to names also recognized by the United States Postal Service (USPS). The urban area title will include the USPS abbreviation of the name of each state or statistically equivalent entity into which the urban area extends. The order of the state abbreviations is the same as the order of the related place names in the urban area title. ~~If an MCD name is used (outside of New England), the title also will include the name of the county in which the MCD is located.~~ If a single place or MCD qualifies as the title of more than one urban area, the largest urban area will use the name of the place or MCD. The smaller urban area will have a title consisting of the place or MCD name and the direction (North, South, East, and/or West) of the smaller urban area as it relates geographically to the larger urban area with the same place or MCD name.

If any title of an urban area duplicates the title of another urban area within the same state, or uses the name of an incorporated place, ~~or CDP, or MCD~~ that is duplicated within a state, the name of the county that has most of the population of the largest place or MCD is appended, in parentheses, after the duplicate place *or MCD* name for each urban area. If there is no incorporated place, ~~or CDP, or MCD~~ name in the urban area title, the name of the county having the largest total population residing in the urban area will be appended to the title.



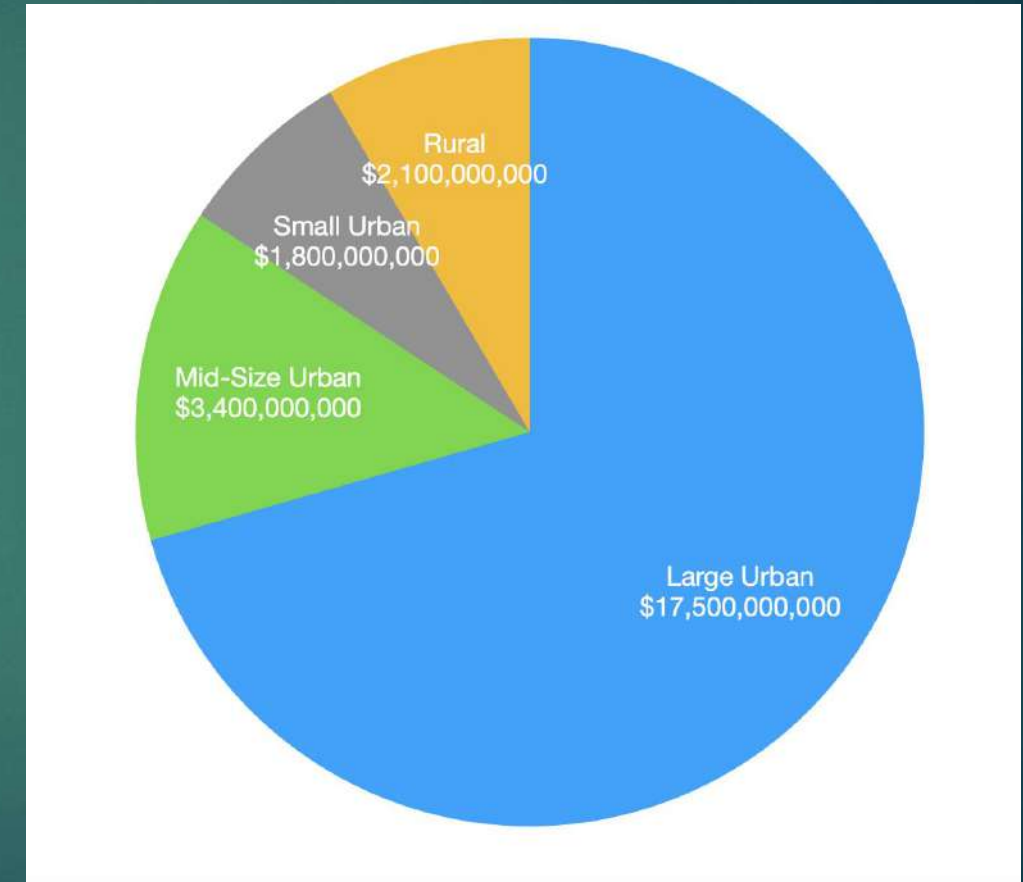
# CTAA's COVID-19 Stimulus Funding Analysis

FEB. 12, 2021



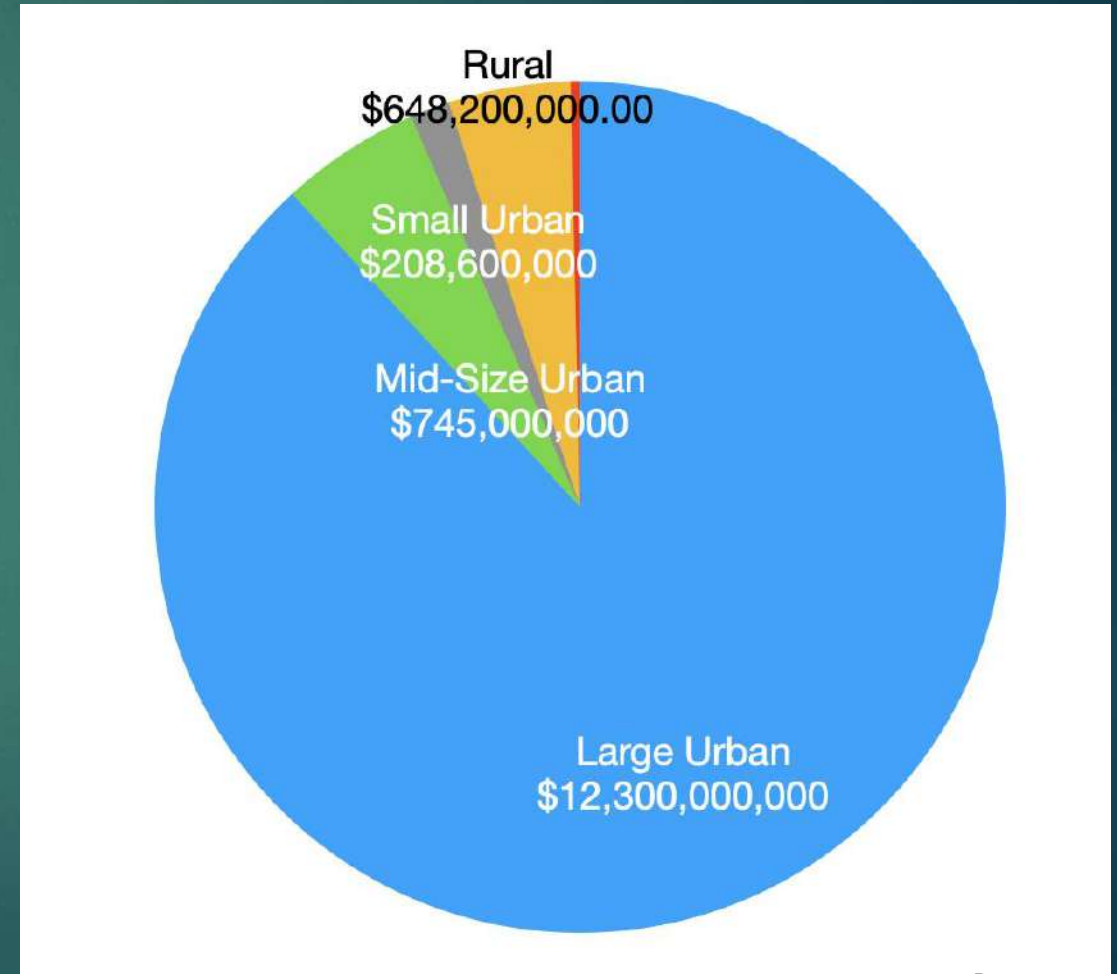
# CARES Act

- ▶ Signed into law, March 27, 2020
- ▶ Mostly used standard formulas
- ▶ 100% Federal
- ▶ Unlimited Time Frame
- ▶ 71% Large Urban
- ▶ 14% Mid-Size Urban
- ▶ 7% Small Urban
- ▶ 8% Rural (all 50 states funded)
- ▶ Nothing for 5310



# CRRSAA

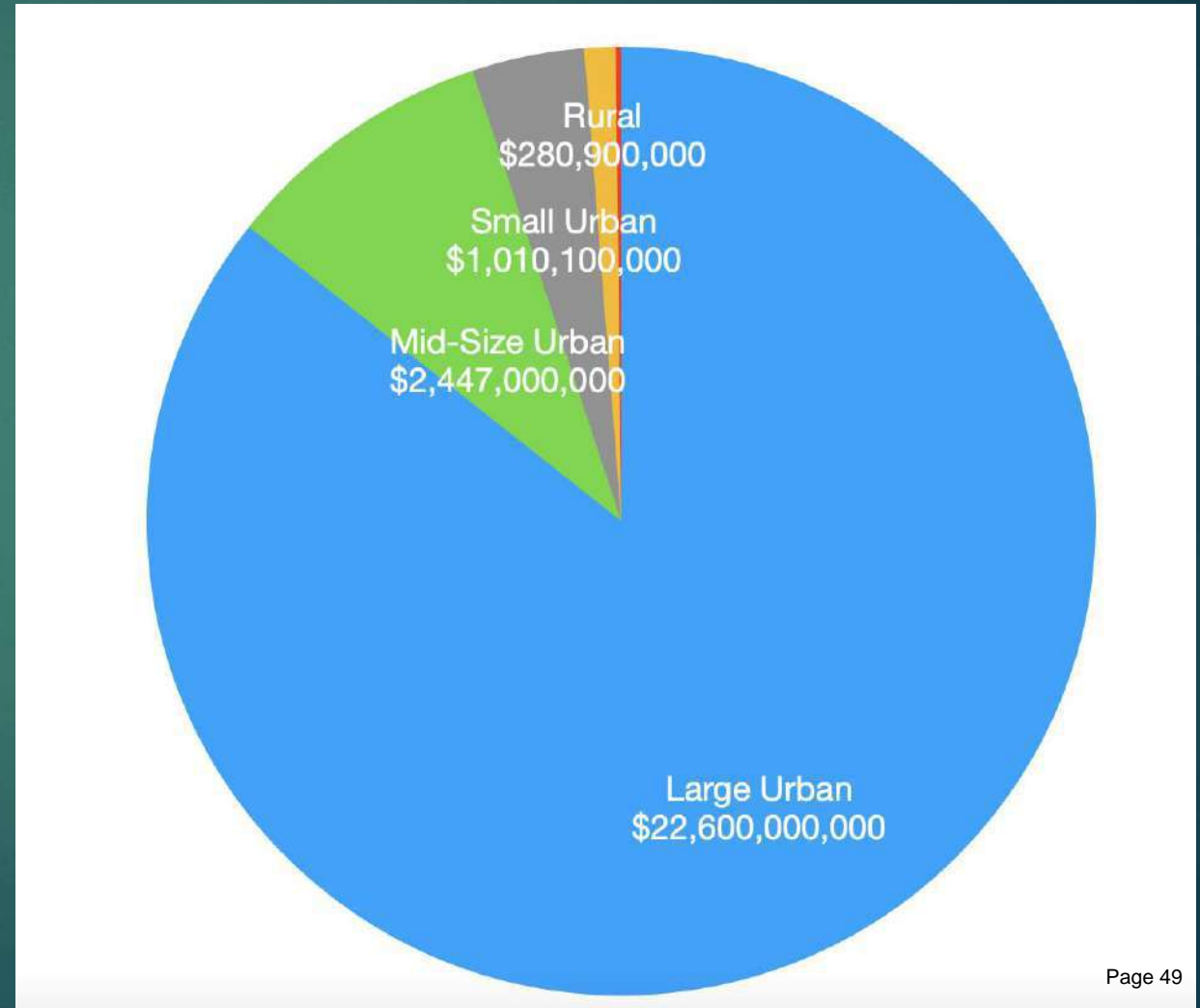
- ▶ Signed into law, December 27, 2020
- ▶ Formulas based on 2018 operating expenses with caps
- ▶ 100% Federal
- ▶ No time limits
- ▶ 88% Large Urban
- ▶ 5% Mid Size Urban
- ▶ 1% Small Urban
- ▶ 5% Rural (28 states not funded at all)
- ▶ 0.3% 5310



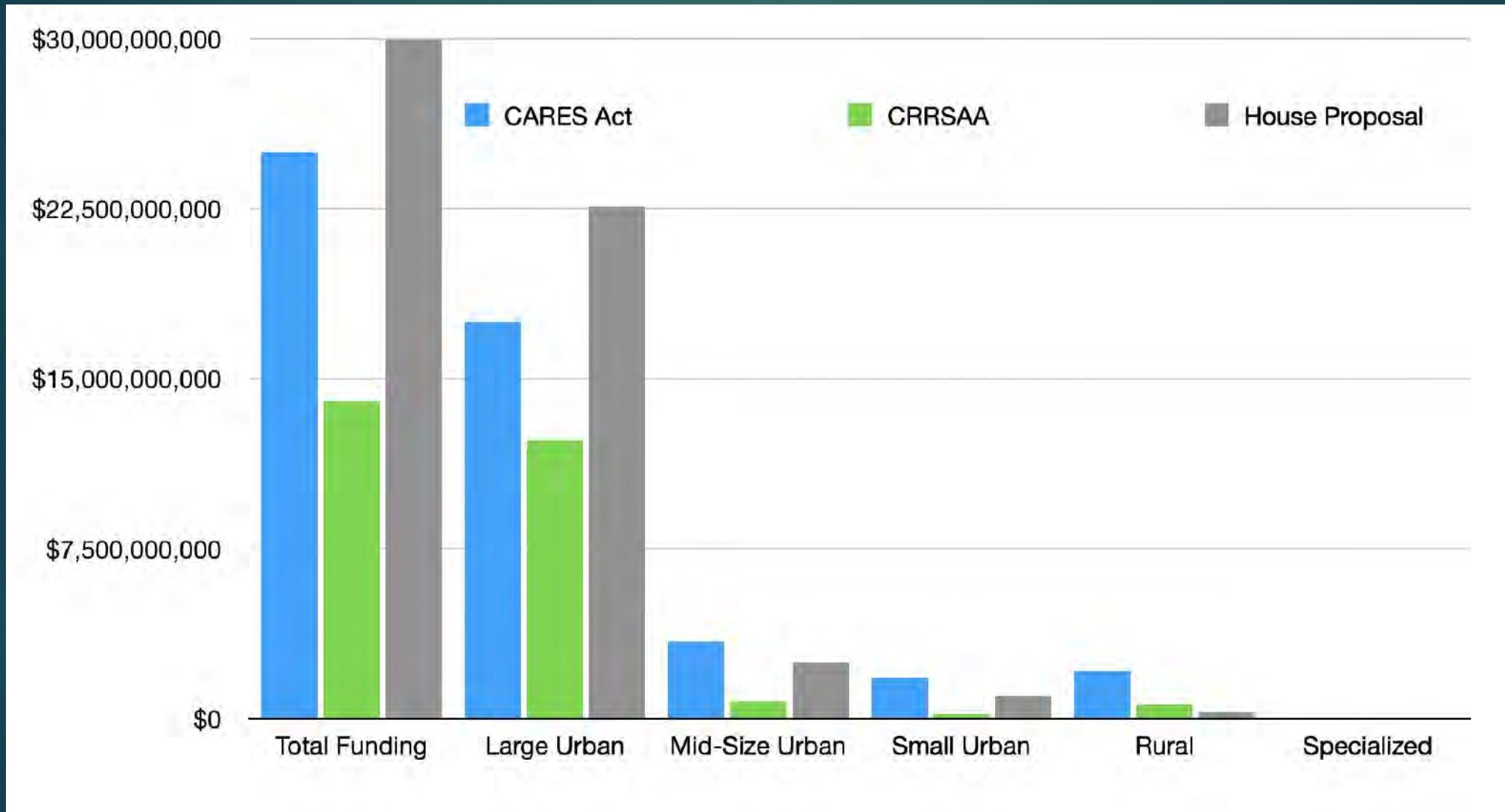


# American Rescue Plan

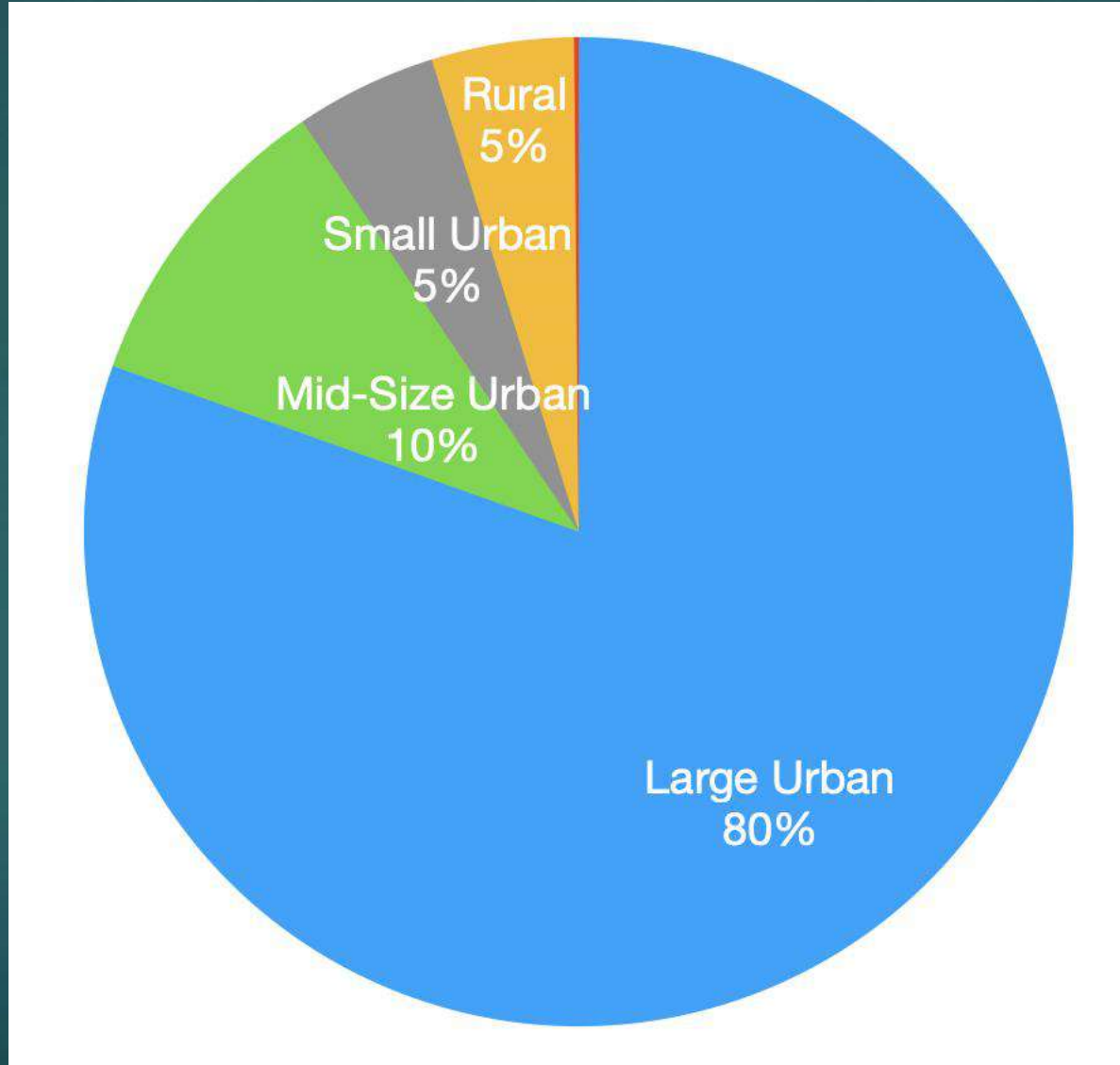
- ▶ Passed into law March 11, 2021
- ▶ Formulas based on 2018 Operating Caps
- ▶ 100% Federal
- ▶ 3-Year Time Frame
- ▶ 86% Large Urban
- ▶ 9% Mid Size Urban
- ▶ 4% Small Urban
- ▶ 1% Rural (all 50 states funded)
- ▶ 0.16% 5310



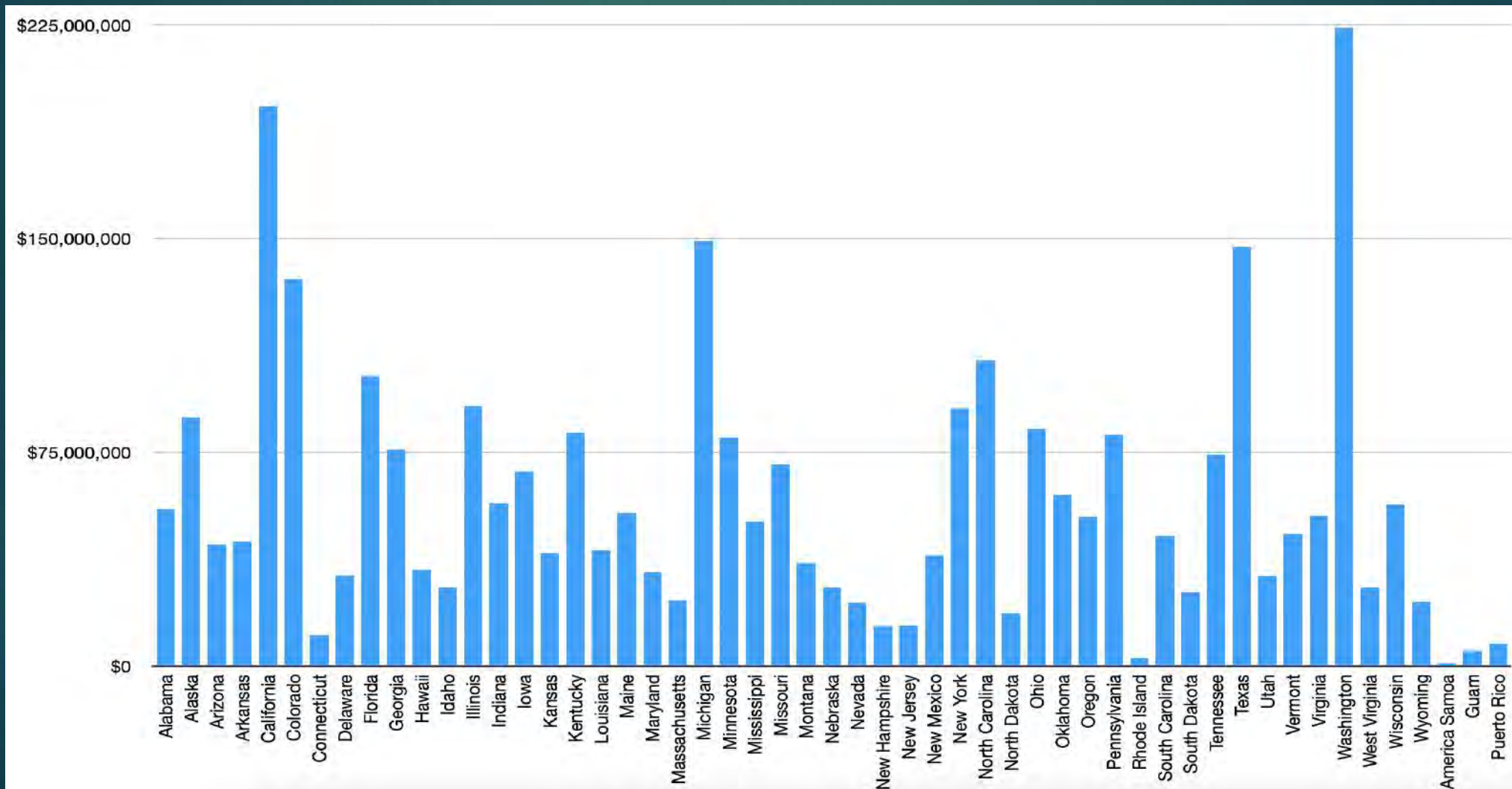
# Overall COVID-19 Stimulus



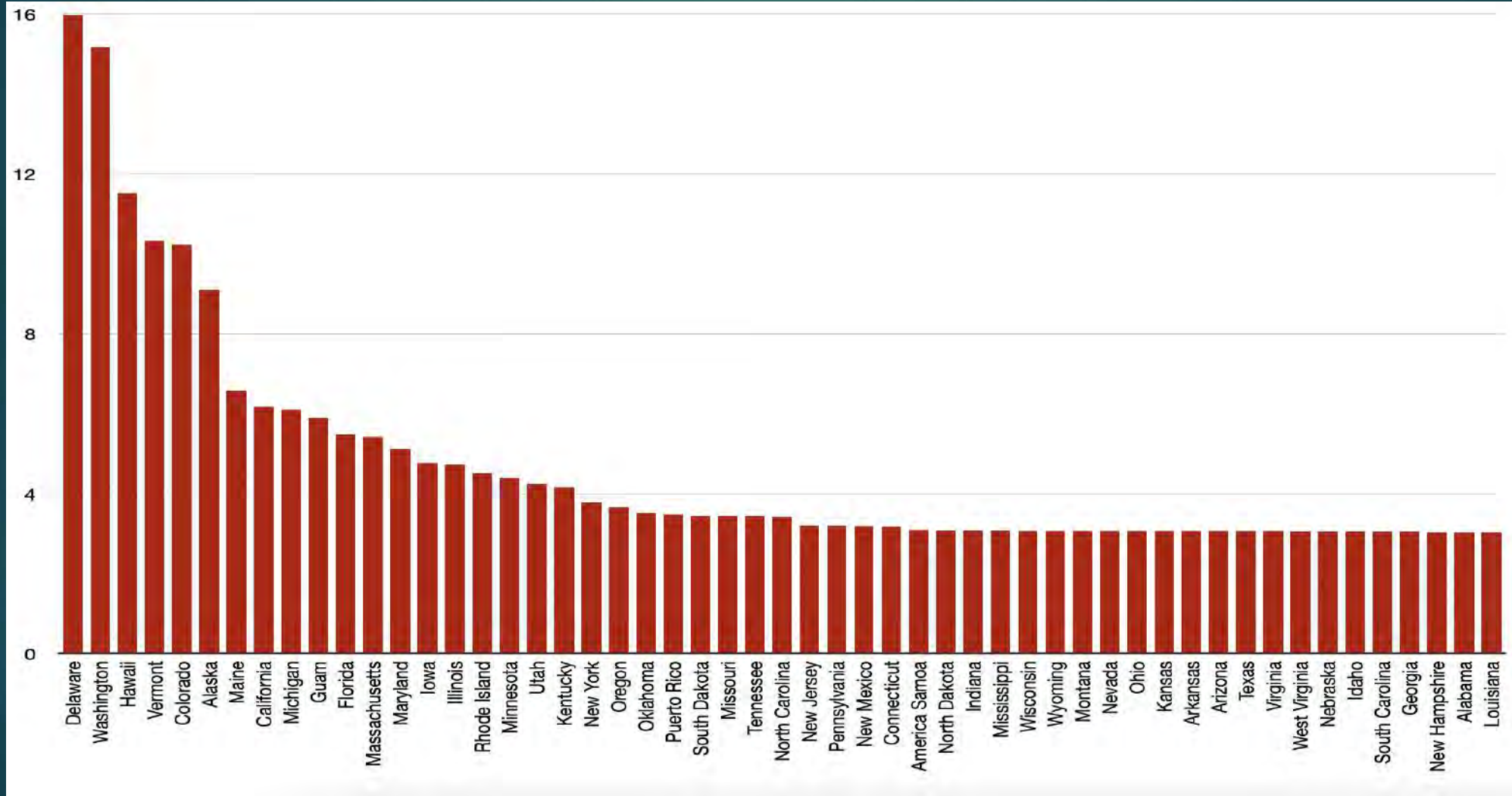
# Overall COVID-19 Stimulus



# State COVID-19 Rural Transit Stimulus Funding



# State COVID-19 Rural Transit Stimulus Funding Compared to FY21 Apportionment





## A Look at the INVEST in America Act and Its Treatment of Transit

*Prepared by Chris Zeilinger, Community Transportation Association of America*

**June 2020**



On June 3, Congressman Peter DeFazio (D-Ore.), chair of the House of Representatives' Transportation and Infrastructure Committee, released the majority leadership's initial draft legislation to reauthorize federal highway, transit, and other surface transportation programs through 2025. Known as the "INVEST in America Act," this is an ambitious, generous piece of legislation that speaks to many of the priorities that have been raised by CTAA and our partners in public transportation.

Before we dig into this bill's details, let's remember that everything in this bill is just a first draft, and many things may happen along the way to reauthorizing the FAST Act. And it's entirely possible that nothing gets finalized in this session of Congress, placing the whole reauthorization process on hold until the 117<sup>th</sup> Congress convenes in early 2021.

Assuming the INVEST in America Act proceeds in an orderly fashion, it first is subject to amendment, or "markup," within the House Transportation and Infrastructure Committee, before proceeding to a full vote in the House of Representatives. Meanwhile, counterpart – but far from identical – legislation is moving through the Senate, in which the Banking, Housing and Urban Affairs Committee first must draft its version of transit legislation (they're working on this), and see that draft fused with the other bits of surface transportation legislation working through the Senate's Environment and Public Works Committee and the Senate's Commerce, Science and Transportation Committee. Oh, and there's a super-critical financing piece in both the House and Senate – that important question of how to support the Highway Trust Fund and pay for these transit and highway programs – that must pass through the House Ways and Means Committee and the Senate Finance Committee. So, as you can see, this bill, with all its potential strengths, has miles to go before becoming law.

If you want summary information, section-by-section details, or even the full 864-page draft bill, those things can be found at <https://transportation.house.gov>. If you like – or don't like – what you see, contact your representatives in Congress, and let them know your views; it's important that they hear from their constituents.

Below is how the INVEST in America Act stacks up against the legislative priorities CTAA has been advancing on behalf of our members and their partners. In case you need a reminder of these priorities, take a look at [https://ctaa.org/wp-content/uploads/2020/01/2020\\_Legislative\\_Priorities.pdf](https://ctaa.org/wp-content/uploads/2020/01/2020_Legislative_Priorities.pdf).

**CTAA Priority: Increased funding under FTA's formula grants for urban, rural, tribal and specialized transit.** In FY 2020, spending from the Highway Trust Fund's Mass Transit Account is \$10.2 billion, with a healthy "plus-up" in general revenues that further boosted formula grants. The INVEST in America Act would maintain these levels in FY 2021, then bump up trust fund spending to \$16.2 billion in FY 2022, with incremental increases to \$17.0 billion in FY 2025.

- The Section 5310 program (authorized at \$285.6 million in FY 2020) would jump to \$434.8 million in FY 2022, and keep growing to \$455.7 million in FY 2025.
- The Section 5311 authorization (\$673.3 million in FY 2020) jumps to \$1.0 billion in FY 2022, and increases to \$1.1 billion in FY 2025. Additional Section 5311 funds would continue to be derived from Section 5340, as currently is the case.
- Within Section 5311, formula grants for tribal transit (currently \$30.0 million per year) would jump to \$45.7 million in FY 2022, growing steadily to \$47.9 million in FY 2025.
- The annual set-aside of \$20.0 million within Section 5311 for public transit in Appalachia would be terminated, but there'd be a new program of supplemental rural transit funding to areas of persistent poverty, starting at \$20.0 million in FY 2021, and growing to \$21.3 million in FY 2025.
- Section 5307 urban transit formula grants (authorized at \$4.9 billion in FY 2020), would jump to \$7.5 billion in FY 2022, increasing to \$7.9 billion in FY 2025. Section 5307 apportionments would continue to be supplemented by the urban share of Section 5340 authorizations.

**CTAA Priority: Address the Highway Trust Fund shortfall.** This is an issue for the House Ways and Means Committee, and isn't yet included in the INVEST in America Act.

**CTAA Priority: Maintain existing support for federal tax incentives for transit.** Issues such as the qualified transportation fringe benefit for transit users, and matters of federal motor fuel tax collections and exemptions fall under the House Ways and Means Committee's jurisdiction, and aren't yet included in the INVEST in America Act.

**CTAA Priority: Make permanent the Section 5311 and 5310 programmatic deferrals from FTA's public transportation safety requirements.** The INVEST in America Act is silent on this issue.

**CTAA Priority: Ensure more local match flexibility for Section 5311 and 5310 programs.** The INVEST in America Act would maintain all current categories of eligible sources for the non-federal share of Section 5307, 5310 and 5311 programs.

**CTAA Priority: Incentivize volunteer driver programs.** While the INVEST in America Act doesn't touch the tax treatment of volunteer services (that's yet another matter under the House Ways and Means Committee's jurisdiction), it would add a mechanism under which volunteer hours could be counted toward the non-federal share of Section 5311 projects.

**CTAA Priority: Address end-of-life values and disposition of transit assets.** The INVEST in America Act would add a provision, applicable to Section 5307, 5310 and 5311 recipients, under which capital assets that have reached the end of their useful life, but are still worth more than \$5,000, can be sold off at their current market value, with the transit agency and FTA sharing the proceeds of that sale. This may not sound like the perfect deal, but it's better for transit agencies than current federal regulations' requirement that 100 percent of all such sale proceeds must go to the US Treasury, even if there's no remaining federal financial interest in the asset.

**CTAA Priority: Remove the 55 percent limit on the amount of Section 5310 funding available for capital purchases.** The INVEST in America Act is silent on this topic.

**CTAA Priority: Increase the Small Transit Intensive Communities (STIC) set-aside within Section 5307.** In addition to increasing overall funding for Section 5307, the INVEST in America Act would allocate 3.0 percent of small-urban Section 5307 funding on the basis of these STIC factors, which is more than the 2.0 percent of funds currently set aside for STIC.

**CTAA Priority: Increase funding for buses and bus facilities under Section 5339.** In FY 2020, the Section 5339 authorization is \$808.7 million, to which Congress has added supplemental appropriations from general revenues. The INVEST in America Act boosts Section 5339 funding to \$2.1 billion in FY 2022, which would increase steadily to \$2.2 billion in FY 2025.

- Over that period, formula-based Section 5339(a) grants (authorized at \$464.6 million in FY 2020) jump to \$1.2 billion in FY 2022, growing to \$1.3 billion in FY 2025;
- Section 5339(b) competitive grants (authorized at \$344.0 million in FY 2020) jump to \$437.1 million in FY 2022, but would decrease every year thereafter, winding down to \$351.1 million in FY 2025.
- The Section 5339(c) program, which currently carves out \$55.0 million from Section 5339(b) for low- and no-emission buses and bus facilities, becomes a separate line-item within Section 5339, starting at \$375.0 million in FY 2022, and growing to \$500.0 million in FY 2025; note, though, that this program would focus solely on zero-emission vehicles under the INVEST in America Act.
- Bus replacement no longer would be eligible for competitive Section 5339(b) grants; instead, there'd be a 15 percent carve-out within the Section 5339(a) formula program prescriptively targeted to bus replacement.

**CTAA Priority: Ensure CNG, propane and other clean fuel buses are eligible for Low- and No-Emission bus grants.** The INVEST in America Act actually would take the opposite approach, expanding Section 5339(c) funding, but restricting its scope solely to zero-emission buses.

**CTAA Priority: Clarify when charter service restrictions are not to apply in rural public transit.** The INVEST in America Act would clarify that the charter service restriction



applies only within urbanized areas, does not apply to transit agencies whose only FTA funding is received under Section 5310, and is not triggered by a transit agency's receipt of social services funding that's being used as the non-federal share of Section 5307- or 5311-funded projects.

**CTAA Priority: Streamline bus procurement regulations.** The INVEST in America Act would make some initial modifications to FTA's Buy America and Pre-Award/Post-Delivery Audit requirements, and would call for bus procurements to be conducted using open-market, performance-based specifications, around which there'd be a negotiated rulemaking aimed at establishing a list of specific components deemed eligible for inclusion in bus procurements. Further, it would require FTA to conduct rolling stock Buy America certifications to remove the burden from transit agencies. This will enable rolling stock to be certified once, rather than every single contract, with the objective of removing variation in Buy America compliance.

**CTAA Priority: Apply risk-based analysis to FTA programmatic oversight.** The INVEST in America Act appears to be silent on this topic.

**CTAA Priority: Ensure common sense DBE regulations.** The INVEST in America Act addresses the DOT's DBE program, aiming to align this program to its continuing priorities. Whether these are "common sense" reforms would depend on how DOT carries this out.

**CTAA Priority: Open up the Section 5309 "Small Starts" program to better facilitate small-urban and rural BRT projects.** The INVEST in America Act would make a number of changes to the Section 5309 program, including increasing the ceiling under which fixed-guideway projects could qualify as "Small Starts," but does not appear to make this program any more accessible to rural and small-urban transit projects.

**CTAA Priority: Assure accessible and safe implementation of autonomous vehicle strategies.** While the INVEST in America Act has a number of provisions addressing autonomous vehicles, and a number of provisions to accelerate the use of new technologies in public transit, the only item specific to the use of autonomous vehicles by public transit agencies is a restriction on these deployments unless the transit agency has a DOT-approved workforce development program looking at affected jobs and resulting job retraining needs.

**CTAA Priority: Assure continued provision of technical assistance around transit technology.** All of FTA's current technical assistance activities, including the National Center for Applied Transit Technology (<https://n-catt.org>) would continue to be eligible under the INVEST in America Act. There would be some statutory modification to the transit frontline workforce program at Section 5314(b)(2), but no other apparent changes to existing technical assistance centers or programs. Various aspects of technology in transit would get new features under the INVEST in America Act, including, among other items:

- Provisions under a new Section 5316 “mobility innovation” heading that would ease the ability of FTA recipients to use some of their Section 5307, 5310 or 5311 funds for Mobility as a Service or Mobility on Demand activities;
- Authorization at Section 5312(d)(3) (with no specific funding) for FTA to establish a “Mobility Innovation Sandbox Program”; and
- An expanded authorization, at Section 5310(k), for “Innovative Coordinated Access and Mobility” grants, starting at \$20.3 million in FY 2022, and growing to \$21.3 million in FY 2025.

## But Wait, There's More!

The INVEST in America Act contains many other features that weren't part of CTAA's published priorities, but will be interesting, should they become signed into law. Here are just a few of those possibly notable items:

- Commercial Drivers Licenses would be required for drivers of vehicles designed to transport 8 or more passengers when the individual or entity operating such a vehicle receives compensation (in contrast, the current threshold for CDL applicability is 16 passengers).
- There would be opportunities under which some CMAQ-funded transit operations could continue using those funds with no time limitation, instead of the firm 3-year time limit under current law. In comparison, the Senate Environment and Public Works Committee's highway reauthorization would completely eliminate time limits when CMAQ funds support transit operations.
- There are provisions that would continue FTA's administrative activities, even during lapses of authorizations or appropriations.
- A new tier would be added to the “100-bus rule” under which transit systems in larger urbanized areas can use some of their Section 5307 funds toward operating costs. Under the INVEST in America Act, large-urban transit systems with between 101 and 125 vehicles operated in maximum service would be able to use up to 25 percent of their Section 5307 funds toward operating costs.
- FTA would be required to apportion state-managed formula funds under Sections 5307, 5310 and 5311 no later than December 15 each year.

The INVEST in America Act also addresses some aspects related to the COVID-19 pandemic, including these items:

- Formula funding determinations in FY 2022 would be based on transit data for the 2019 reporting year, thus avoiding impacts from many transit systems' dramatically reduced operations during the pandemic.
- There would be a supplemental authorization for FY 2021, modeled after the CARES Act, in which \$5.8 billion would be distributed on a formula basis to recipients of Section 5307, 5310 and 5311 funding. Inclusion of Section 5310 is something we did not see with the CARES Act. Unlike the CARES Act, these particular funds would carry the same time limits as “regular” apportionments of Section 5307, 5310 and

5311 funding. There also would be a \$958 million supplemental appropriation to Section 5309. All these funds could be used to cover 100 percent of eligible costs.

- In addition, almost ALL formula grants under Sections 5307, 5310, 5311, 5337 and 5340 in FY 2021 would carry a 100 percent federal share.

As mentioned earlier, there's a lot more in the INVEST in America Act's 864 pages that you may find interesting, not just in the transit title, but also in its highway reauthorizations, its transportation research title, and elsewhere. But before we allow ourselves to become too absorbed in these details, let's keep an eye on where this bill moves, and what the Senate does for transit reauthorization on its side of Capitol Hill.