



El Cerrito

## TECHNICAL ADVISORY COMMITTEE MEETING NOTICE AND AGENDA

Hercules

**DATE & TIME:** Thursday, February 13, 2014, 9:00 – 10:30 a.m.

Pinole

**LOCATION:** City of San Pablo, Council Chambers  
13831 San Pablo Avenue (at Church Lane)

**San Pablo, California** (*Accessible by AC Transit #72 and #72R*)

Richmond

1. **Call to Order and Self-Introductions**
2. **Public Comment.** The public is welcome to address the TAC on any item that is not listed on the agenda. *Please fill out a speaker card and hand it to staff.*
3. **Minutes & Sign-In Sheet from January 9<sup>th</sup> meeting.** (*Attachments – APPROVE*)

San Pablo

### INFORMATION ITEMS

Contra Costa  
County

4. **Introduction of New WCCTAC Staff.** (*No Attachment; Action: None.*)
5. **Election of WCCTAC Board and Board CCTA Representatives** (*No Attachment; Action: None.*)
6. **Vacancies for Citizen Representatives for (1) Countywide Bicycle and Pedestrian Committee and for (2) Countywide Paratransit Coordinating Committee. Approve re-appointment of WCCTAC staff representative, Joanna Pallock, to CBPAC.** (*No Attachment; Action: Request TAC to recruit interested citizens.*)
7. **Appointment to Technical Coordinating Committee (TCC) to replace Adele Ho.** (*No Attachment; None; Action; Request the TAC to appoint a replacement and forward to the Board.*)
8. **Update on Board Adoption of Draft Action Plan on January 31, 2014** (*No Attachment; Action; None.*)

AC Transit

BART

WestCAT

### DISCUSSION ITEMS

9. **Mobility Management Plan.** (*CCTA Staff; Attachment; Action: Comment and Forward Mobility Management Plan to Board for comment.*) At their January 15th meeting, the CCTA Board was given a presentation by Contra Costa County Transit Authority (CCCTA or “County Connection” bus company), to review and comment on the attached Contra Costa Mobility Management Plan. This Plan was developed by a task force of paratransit providers and funding agencies (WCCTAC, City of Richmond,

City of El Cerrito and City of San Pablo were part of the process). This Plan was funded by a New Freedom grant.

10. **West County High Capacity Transit Options Study.** (*John Nemeth; Attachments; Action: Begin discussion of study options*). At the January 31, 2014 Board meeting, the Board adopted a resolution to support the study of high occupancy transit options in West County.
11. **TDM**
  - a. **Fiscal Year 15 Program Outline**(*Linda Young and Danelle Carey; Attachments; Action: Discussion and forward to Board*)
  - b. **Draft Model TSM/TDM Ordinance or Resolution for Growth Management Plan** (*Linda Young; Attachments; Action: Review and Comment*)
12. **I-80 Integrated Corridor Management Project.** Update on activity and progress of the I-80 ICM project. (*ACTC Staff; No Attachments; Action: None*).
13. **TAC & Staff Member Comments and Announcements**
14. **Other Business**
15. **Upcoming meetings:**
  - a. Board – Friday, February 28, 7:45 a.m.
  - b. TAC – Thursday, March 13, 2014, 9:00 am

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- In compliance with the Americans with Disabilities Act of 1990, if you need special assistance to participate in the WCCTAC Board meeting, or if you need a copy of the agenda and/or agenda packet materials in an alternative format, please contact Valerie Jenkins at 510.215.3217 prior to the meeting.
  - If you have special transportation requirements and would like to attend the meeting, please call the phone number above at least 48 hours in advance to make arrangements.
  - Handouts provided at the meeting are available upon request and may also be viewed at WCCTAC's offices.
  - Please refrain from wearing scented products to the meeting, as there may be attendees susceptible to environmental illnesses. Please also put cellular phones on silent mode during the meeting.
  - A meeting sign-in sheet will be circulated at the meeting. Sign-in is optional.



## Draft Minutes of January 9, 2014 WCCTAC-TAC Meeting

1. **Self-Introductions:** (see attached sign-in sheet)
2. **Public Comment:** None
3. **Minutes and Sign In Sheets: October 10, 2013 and November 21, 2013: APPROVED**

### *INFORMATION*

4. **2014 Meeting Schedule:** Informed TAC of changes and final adoption of the 2014 TAC and Board meeting schedule.

### *DISCUSSION*

#### **5. Action Plan Update**

Action: TAC recommended sending draft Action Plan to the Board at the January 31, 2014 meeting.

Discussion: Julie Morgan, Fehr and Peers consultant hired by CCTA for the Action Plan update, reviewed the edits made from the last meeting and the new format. Focusing on Chapter 4 – Action Plan Goals and Objectives, she noted the changes. TAC feedback suggested making a new goal to highlight noise, air quality and quality of life issues related to rail traffic.

Julie also noted that once the Draft Action Plan is released to the public, the TAC will have a second chance to review and comment on it.

Chapter 5, Proposed Regional Actions, has 40+ actions. The TAC reviewed and provided edits and a couple additional actions to include in the draft to the Board. See attachment – Meeting Summary from Fehr & Peers.

#### **6. I-80 Integrated Corridor Management Update**

Action: None

Discussion: John Hemiup of ACTC and Derrick Hines of Caltrans gave updates on efforts on the implementation of the ICM equipment along the I-80 corridor. Gantries will arrive in April and are expected to be installed by summer 2014. The Public Relation contracts (there are two separate contracts) will bring a firm (or two firms) by Spring 2014.

**7. Other Business - none**

**8. Upcoming Meetings**

Next TAC meeting is scheduled for February 13, 2014



## MEMORANDUM

Date: January 13, 2014  
To: Jerry Bradshaw and Joanna Pallock, WCCTAC  
From: Julie Morgan, Fehr & Peers  
Subject: **Summary of January 8 WCCTAC-TAC discussion of the West County Action Plan Update**

*WC13-3009.02*

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On January 8, the WCCTAC-TAC held their regular monthly meeting; one item on the agenda was to discuss the West County Action Plan for Routes of Regional Significance. The primary purpose of this item was to thoroughly review the Administrative Draft Action Plan, which had been sent to the committee members in their agenda packet. The following summarizes the major points made during the discussion.

- Add a goal related specifically to improving quality of life in communities affected by rail transport. Adele Ho provided suggested language.
- There was detailed discussion of the action items in Chapter 5, including refining the references to responsible agencies and affected routes.
- Add actions related to implementation of 23<sup>rd</sup> Street specific plans, evaluation of long-term congestion relief around the El Cerrito del Norte BART station, implementation of the I-80 CSMP, completion of the Wildcat Creek Trail, and participation in a study of high-capacity transit. Wording of some of these new actions will be reviewed separately with the relevant agencies.
- Clarify the new trip thresholds that trigger circulation of environmental documents.

The TAC agreed that the Draft Plan, with the above revisions, should be forwarded to the WCCTAC Board for review at their January 31 meeting.

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WCCTAC Technical Advisory Committee Meeting: January 9, 2014

NAME	INITIALS	AGENCY	EMAIL	PHONE
Amin AbuAmara		CCTA	aabuamara@ccta.net	925.256.4740
Ray Akkawi		ACTC	rakkawi@alamedactc.org	510.208.7424
Dean Allison		Pinole	dallison@ci.pinole.ca.us	510.724.9010
Erik Alm		Caltrans	erik_alm@dot.ca.gov	510.286.6053
Aleida Andrino-Chavez		Albany	achavez@albanyca.org	510.528.5759
Danelle Carey				
Brad Beck		CCTA	bbeck@ccta.net	925.256.4726
Jerry Bradshaw	JB	El Cerrito	jbradshaw@ci.el-cerrito.ca.us	510.215.4382
Wil Buller		AC Transit	wbuller@actransit.org	510.891.5414
Dave Campbell		EBBC	dcampbel@lmi.net	510.701.5971
Julie Campero		Caltrans	jcampero@dot.ca.gov	510.622.5905
Elbert Chang	EC	Kimley-Horn	elbert.chang@kimley-horn.com	510.350.0215
Jim Cunradi		AC Transit	jcunradi@actransit.org	510.891.4841
Robert Del Rosario		AC Transit	rdelrosa@actransit.org	510.891.4734
Randy Durrenberger		Kimley-Horn	randy.durrenberger@kimley-horn.com	510.350.0230
Peter Engel		CCTA	pengel@ccta.net	925.256.4741
Martin Engelmann		CCTA	mre@ccta.net	925.256.4729
Jack Hall		CCTA	jhall@ccta.net	925.256.4743
Deidre Heitman		BART	dheitma@bart.gov	510.287.4796
John Hemiup		ACTC	jhemiup@alamedactc.org	510.208.7414
Adèle Ho		San Pablo	adeleh@sanpabloca.gov	510.215.3068
Farid Javandel		Berkeley	fjavandel@ci.berkeley.ca.us	510.981.7010
Maurice Kaufman		Emeryville	mkaufman@ci.emeryville.ca.us	510.596.4334
Matt Kelly		CCTA	mkelly@ccta.net	925.256.4730
* Derk Pines		Delcan	d.pines@delcan.com	714.562.5725
Shannon Ladner-Beasley		CCHS	SLadner-Beasley@hsd.cccounty.us	925.313.6813
Hamid Mostowfi		Berkeley	hmostowfi@ci.berkeley.ca.us	510.981.6403
Raj Murthy		ACTC	rmurthy@alamedactc.org	510.208.7470
Stephen Newhouse		AC Transit	snewhouse@actransit.org	510.891.4867
Hisham Noeimi		CCTA	hnoeimi@ccta.net	925.256.4731
Yvetteh Ortiz		El Cerrito	yortiz@ci.el-cerrito.ca.us	510.215.4345
Joanna Pallock		WCCTAC	joannap@sanpabloca.gov	510.215.3035
Bill Pinkham		EBBC	bpinkham3@gmail.com	510.734.8532
Coire Reilly		CCHS	coire.reilly@hsd.cccounty.us	925.313.6252
Robert Reber		Hercules	rreber@ci.hercules.ca.us	510.245.6531
Winston Rhodes		Pinole	wrhodes@ci.pinole.ca.us	510.724.9832
Hector Rojas		Richmond	hector_rojas@ci.richmond.ca.us	510.620.6662
JOAN McKeown		Caltrans	joan.mcKeown@dot.ca.gov	510.286.5556
Chad Smalley		Richmond	chadrick_smalley@ci.richmond.ca.us	510.412.2067
Jamar Stamps		CCC CD	jstam@cd.cccounty.us	925.335.1220
Steven Tam		Richmond	steven_tam@ci.richmond.ca.us	510.307.8091
Robert Thompson		WestCAT	rob@westcat.org	510.724.3331
Lina Velasco		Richmond	lina_velasco@ci.richmond.ca.us	510.620.6841
Wladimir Wlassowsky		Oakland	wwlassowsky@oaklandnet.com	510.238.6383
Linda Young		WCCTAC	linday@sanpabloca.gov	510.215.3008
John Xu		Caltrans	Zhougping.xu@dot.ca.gov	510.286.5577
Robert Sarmiento		CCC CD	Robert.Sarmiento@cd.cccounty.us	925.681-7822 (925) 313

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Julie Morgan  
Tom Cunradi

Mark de la O CCC Public Works mdele@pw.cccounty.us 925-930-7109  
Fehr+Peers J.morgan@fehrandpeers.com 510 891-4841  
Lina + jcunradi@actransit.org 510 891-4841

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## Contra Costa Transportation Authority **STAFF REPORT**

Meeting Date: January 15, 2014

Subject	Presentation Regarding the Contra Costa Mobility Management Plan
<b>Summary of Issues</b>	The Central Contra Costa Transit Authority (CCCTA) prepared and adopted a Contra Costa County Mobility Management Plan and will present it to the Authority for its consideration and adoption. The plan identifies a need and provides a blueprint for Contra Costa to establish a Mobility Management function.
<b>Recommendations</b>	<ol style="list-style-type: none"> <li>1. Adopt the Contra Costa Mobility Management Plan as a blueprint for a countywide mobility management function for implementation;</li> <li>2. Authorize Authority staff to work with MTC staff to redirect an awarded New Freedom Cycle 3 Grant to begin implementation of the mobility management function; and</li> <li>3. Bring back to the Authority in Spring of 2014 details and options for implementing the Mobility Management Plan.</li> </ol>
<b>Financial Implications</b>	The Authority was awarded a Federal New Freedom grant by MTC for \$96,000. The recommendation would redirect the use of these funds from a web enabled database to the implementation of the Mobility Management Plan.
<b>Options</b>	<ol style="list-style-type: none"> <li>1. Adopt the plan with recommended revisions.</li> <li>2. Adopt any combination of the three stated recommendations</li> <li>3. Do not approve any recommendations</li> </ol>
<b>Attachments</b>	A. Contra Costa Mobility Management Plan
<b>Changes from Committee</b>	N/A

## **Background**

In FY 2007-08 CCCTA was awarded a Cycle 2 Federal Transit Administration (FTA) Section 5317 "New Freedom" grant in the amount of \$80,000 to develop a Mobility Management Plan to include recommendations, goals, objectives, actions, timeline, and a funding plan for the establishment of a Mobility Management Center. CCCTA applied for the funding on behalf of multiple agencies countywide which met bi-monthly under the auspices of the Transportation Alliance. The Transportation Alliance included all of the public transit operators that operate in Contra Costa County, Contra Costa County Health and Human Services staff, RTPC staff, and staff from various social service agencies that provide transportation and CCTA. The purpose of the group was to coordinate services and better transportation options for seniors, people with disabilities, and low income families.

CCCTA agreed to submit an application with the understanding that the plan was to be a countywide effort and not be restricted to the CCCTA service area. Matching funds to the grant were provided by CCCTA, East Contra Costa Transit Authority (ECCTA) and West Contra Costa Transit Authority (WCCTA).

### What is Mobility Management?

"Mobility Management is the utilization of a broad mix of service delivery and support strategies that are directed primarily at the travel needs of seniors, persons with disabilities, and low income individuals. These strategies often integrate with and support other public service solutions provided to the larger public transit and paratransit rider populations. Mobility Management is not one solution but a toolkit of solutions that are tailored to the service needs of the special population groups."

Effective mobility management has been shown to reduce costs and increase service through coordination of existing resources and the establishment of new programs, when necessary, to enhance travel options for these populations. It is because of this that the Metropolitan Transportation Commission (MTC) has embraced the development and implementation of mobility management throughout the Bay Area.

MTC, the programming agency for Federal New Freedom funds, has made mobility management a priority in its criteria for evaluating New Freedom project applications. MTC has also identified mobility management as a primary principle in addressing coordination and efficiencies in paratransit services in its recommendations regarding sustainable paratransit services in its Transit Sustainability Plan adopted by the Commission in May 2012.

### The Mobility Management Plan

In January 2012, the County Connection entered into an agreement with Innovative Paradigms to complete the resource inventory and develop a Mobility Management Plan. Since then, Innovative Paradigms has conducted significant outreach including: interviews with transit agencies, human service agencies, and advocates for seniors and the disabled. Additionally, three countywide transportation summits were held and input was received from the public, city and County staff, and the Contra Costa County Paratransit Coordinating Council. CCTA staff worked closely with CCCTA throughout the Plan's development.

Mobility management relates to administering functions associated with the mobility needs of seniors and those with disabilities. These functions can include: travel training, improved ADA eligibility, centralized maintenance, volunteer driver programs, centralized information, technical assistance, etc.

To implement mobility management in Contra Costa County, the report recommends the establishment of a Mobility Management Oversight Board to be staffed with executives from County Connection, Tri-Delta Transit, WestCAT, AC Transit, Contra Costa Transportation Authority, BART, and three executives representing human service agencies. This Board will guide the formation of a mobility management program and will be responsible for securing funding, hiring a mobility manager, and establishing by-laws and performance standards.

Ultimately it is envisioned that the mobility management "center" could implement several programs that could aid in improving coordination and operating efficiencies of multiple transportation providers.

Potential mobility management functions described in the plan include:

- **Travel Training:** Create a program to teach bus riding skills on all county transit systems.
- **Improved ADA Eligibility Process:** Institute a refined countywide ADA eligibility process, possibly an in-person assessment approach, to improve the accuracy of the eligibility determinations.
- **Agency Partnerships:** Work with human service agencies so they can provide transportation to their clients who currently use the ADA paratransit service operated by the transit agencies.
- **Centralized Maintenance:** Evaluate the viability of a centralized maintenance program directed at serving the unique needs of the human service community who are operating a variety of vehicles in their programs.

- Volunteer Driver Program: Expand volunteer driver programs throughout the County as an inexpensive means of serving difficult medical and other trip needs for seniors and persons with disabilities.
- Central Information Program: Expand information availability by making meaningful resource information available through a central referral mechanism.
- Advocacy Role of Mobility Management: Determine the level of advocacy appropriate for a new Coordinated Transportation Services Agency (CTSA) in Contra Costa County and include the new agency in all transportation planning processes.
- Technical Assistance Program: Include technical support as one of the services of the newly created CTSA to assist the human service community and other agencies in planning, grant management, and other technical functions.
- Driver Training Program: Establish a professional and consistent driver training program for human service agencies; offer driver training services relating to special needs populations to existing paratransit providers.

Prior to implementation of any of the above services, a dedicated source of funding will need to be identified to administer the program and pay for any services implemented. An initial role of the Mobility Management Oversight Committee will be to identify long term funding opportunities as well as a permanent agency structure.

CCCTA, as the grantee and lead agency on the development of the plan, adopted the Plan on October 10, 2013.

#### Next steps

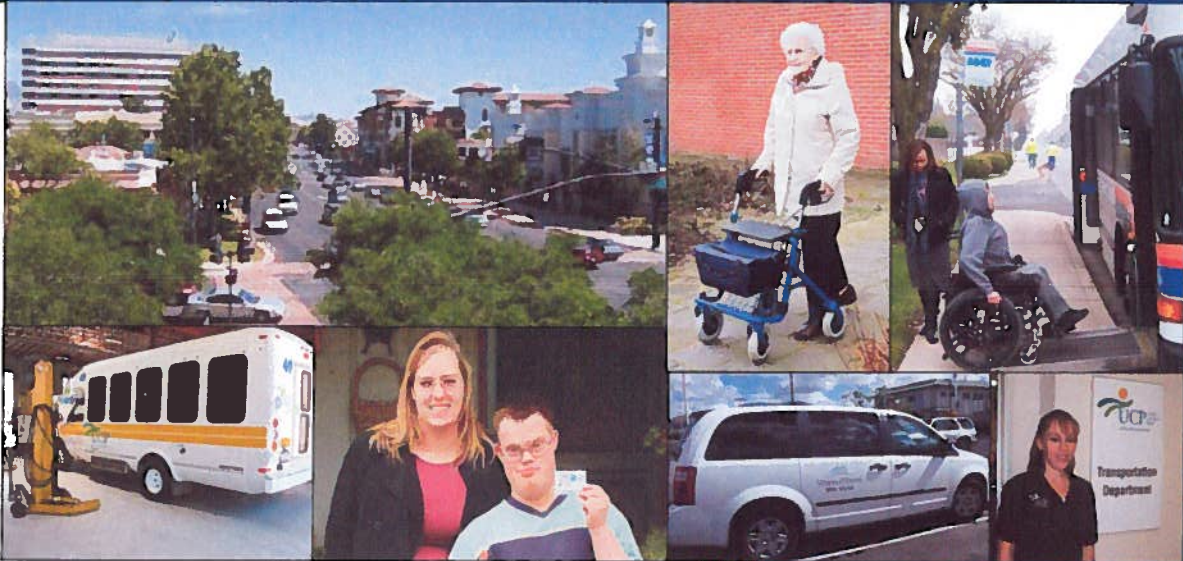
CCCTA has requested that the Authority adopt the mobility management plan and foster the development of the mobility management function to the next step. Some seed funding has been identified for this first step including a previously approved Cycle 3 New Freedom grant awarded to CCTA. The grant was awarded to convert a database of county service providers into a user-friendly web-enabled data resource. With the opportunity to seed the formation of a true mobility management function in the county, it might make more sense to redirect those funds. CCCTA also has some Cycle 2 funds that could be redirected to move the project forward.

If authorized by the Authority, staff will develop more defined options for the implementation of a mobility management function and present them for Authority consideration this Spring.

# Contra Costa County Mobility Management Plan

Final Draft

October 17, 2013



*County Connection*

# **Contra Costa County Mobility Management Plan**

October 17, 2013

Prepared for

**County Connection**

by

**Innovative Paradigms**



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### EXECUTIVE SUMMARY

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The Central Contra Costa Transit Authority (County Connection) has taken the lead in managing the planning process for the development of a mobility management plan for the entire County. This Plan resulting from that effort is meant to guide implementation of a broad array of services under the mobility management framework. The starting point for the planning process is the definition of the concept.

**Mobility Management is the utilization of a broad mix of service delivery and support strategies that are directed primarily at the travel needs of seniors, persons with disabilities, and low income individuals. These strategies often integrate with and support other public service solutions provided to the larger public transit and paratransit rider populations. Mobility Management is not one solution but a toolkit of solutions that are tailored to the service needs of the special population groups.**

This Plan recommends the formation of an organization to take the lead in implementing a broad range of mobility management strategies. Specifically, a Consolidated Transportation Services Agency (CTSA) is recommended for Contra Costa County. A CTSA in the County would provide the vehicle through which the list of desired services could be deployed. The creation of a Mobility Management Oversight Committee is recommended to undertake the tasks needed to establish the CTSA. Options for funding the program are identified. A draft startup budget and a draft sample initial annual operating budget are included in the Plan. An initial budget of \$325,000 is proposed for each of the first two years of full operation following the formation phase.

The Plan acknowledges the contributions and relationships of the existing human service agencies in the County. It recommends careful attention to the roles of these organizations relative to the new CTSA and that funding considerations always be based upon a thorough analysis of the impacts of coordinating efforts between these existing organizations and the new agency.

The Plan suggests a number of service strategies responding to transportation needs identified in the planning process. These gaps were vetted through outreach efforts with community stakeholders that work with seniors, persons with disabilities, and persons with low-income. The specific strategies proposed for Contra Costa County are listed on the following page:



## Contra Costa Mobility Management Plan

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- **Travel training:** Create a program to teach bus riding skills on all county transit systems.
- **Improved ADA Eligibility Process:** Institute a refined countywide ADA eligibility process, possibly an in-person assessment approach, to improve the accuracy of the eligibility determinations.
- **Agency Partnerships:** Work with human service agencies so they can provide transportation to their clients who currently use the ADA paratransit service operated by the transit agencies.
- **Centralized Maintenance:** Evaluate the viability of a centralized maintenance program directed at serving the unique needs of the human service community who are operating a variety of vehicles in their programs.
- **Volunteer Driver Program:** Expand volunteer driver programs throughout the County as an inexpensive means of serving difficult medical and other trip needs for seniors and persons with disabilities.
- **Central Information Program:** Expand information availability by making meaningful resource information available through a central referral mechanism.
- **Advocacy Role of Mobility Management:** Determine the level of advocacy appropriate for a new CTSA in Contra Costa County and include the new agency in all transportation planning processes.
- **Technical Assistance Program:** Include technical support as one of the services of the newly created CTSA to assist the human service community and other agencies in planning, grant management, and other technical functions.
- **Driver Training Program:** Establish a professional and consistent driver training program for human service agencies; offer driver training services relating to special needs populations to existing paratransit providers.

## Chapter 1: METHODOLOGY

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### **Background**

The Contra Costa Mobility Management Plan was commissioned by the County Connection. It was derived from a Countywide outreach process, involved agencies throughout the entire County, and offers strategies applicable to the entire County. The Plan's technical basis is derived from input from transportation experts representing many agencies and the experience of the consulting team.

The Plan is intended to guide long term development of mobility management projects that fill gaps in existing transportation services and are sustainable both on the basis of organizational structure and funding. Traditional transportation services, such as public transit, are increasingly challenged to meet the needs of a diverse population. Public transit or "mass transit" is designed to carry large amounts of riders. Public transit includes fixed-route bus and rail service for the general public and paratransit bus service for disabled individuals in the community as described in the Americans with Disabilities Act (ADA). Although public transit provides an appropriate means of transportation for a majority of riders, there is an increasing population that requires specialized transportation. The result is increased emphasis on specialized programs that enhance transportation services and provide alternatives to fill gaps that seniors, persons with disabilities, and persons with low-income face. These are broadly defined as mobility management strategies. Effective mobility management strategies are those that coordinate with existing transportation services including: public transit, community based, and human service transportation programs. These strategies fill gaps often lost through public transit and will vary based on the demographic group being served. Examples of mobility management strategies specific to Contra Costa County are detailed in Chapter 3.

The identification and pursuit of these service delivery strategies is not enough to meet the need. Only through institutional commitment and appropriate institutional structures can these unique delivery strategies be provided. A CTSA will provide the framework for that process in Contra Costa County.

### **Methodology and Outreach**

The process used to construct the Plan involved the following steps:

Establish overall project direction and objectives: This initial planning stage involved discussions with the agencies managing the planning process, in particular County

Connection and the Contra Costa Transportation Authority (CCTA). The result was the broadening of the objective of the project to include consideration of the full range of mobility management options and structures for the County as opposed to a “one-stop” information referral project.

Identify appropriate mobility management functions and service delivery structures through technical analysis and community input: The analytical portion of the planning process was strongly supported by extensive community input. Activities involved meetings with community agencies to identify needs and to present technical options. The results of this process became the list of strategies included in the Plan.

Formal advisory input: The planning process was supported by two levels of advisory input. The first was the formation of an ad hoc Stakeholders Advisory Committee. This group represented varying interests throughout the County and included a cross section of agency types and geographic perspectives. The direction provided by this group was invaluable to the direction of the Plan. Among the most important outcomes of the advisory committee was recognition that an institutional framework was necessary to deliver the creative service options that are needed. The Plan defines both the structure recommended and the functional programs that were identified by the community and Advisory Committee.

The second level of advisory input was in the form of three Summit meetings held throughout the County. These Summits were structured to solicit input and feedback on specific mobility management options. Input from the participants was extremely helpful in defining the elements of this Mobility Management Plan.

Throughout the outreach process, stakeholder input was elicited to identify the challenges that their target population face when traveling throughout Contra Costa County. These findings were used to design strategies to fill the gaps that are detailed in Chapter 3. Throughout the outreach process the overarching theme was the lack of coordination amongst human service agencies, transit operators, and private/public/non-profit agencies. Although there are many providers of transportation, there is no central focal point for coordination, implementation, and enhancement of transportation options for these special needs populations. The recommendations in this Plan provide a comprehensive approach to address the challenges identified through outreach to the community.

## Chapter 2: MOBILITY MANAGEMENT STRUCTURE OPTIONS

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Mobility management is one part of a complex matrix of transportation services in any urban area. The “public transportation system” is made up of a number of elements that interact and often overlap. The major components of a public transportation system are: fixed-route bus service for the general public, paratransit bus service for individuals with disabilities as described in the Americans with Disabilities Act (ADA), and mobility management/human service transportation serving the specialized transportation needs of the population. These three elements have traditionally operated independently of each other.

In a coordinated transportation system, the three elements work in a more integrated fashion to serve certain targeted populations, specifically individuals with disabilities, the elderly, and persons of low income. This can result in service and cost efficiencies that yield benefits for the individual riders, public agencies, and smaller human service transportation providers. Within a coordinated transportation system, public transit, community based and human service agencies work with one another to refer riders to the service that is most appropriate for their functional abilities. Presently there are agencies in Contra Costa County that refer riders, but throughout the planning process there has been an emphasis on expanding and enhancing these efforts in a coordinated fashion. The quantitative and qualitative impacts of integrating a coordinated transportation system are captured in this Plan.

Though “mobility management” has often been defined narrowly to focus on one-stop call centers, this Plan takes a broader view. The concept goes far beyond minimal trip planning efforts for individuals to much broader strategies capable of improving service delivery to much larger numbers of individuals. No one strategy can serve all of the needs of the special needs groups targeted and for this reason the Plan consists of a variety of programs each meeting some aspect of the overall demand. This Plan includes strategies that exceed available funding and sets forth a list with recommended priorities. It also suggests approaches to funding intended to create a viable and sustainable program.

### ***Consolidated Transportation Services Agency***

Elements embodied in the concept of mobility management have been a part of the transportation service delivery framework for many years. Only recently have these elements been referred to as mobility management. Federal coordination requirements are now placing renewed emphasis on strategies to increase coordination in California such as the formation of CTSA's.

When the State passed AB 120, the Social Services Transportation Improvement Act, it allowed county or regional transportation planning agencies to designate one or more organizations within their areas as Consolidated Transportation Service Agencies (CTSA's). The goal was to promote the coordination of social service transportation for the benefit of human service clients, including the elderly, disabled individuals, and persons of low income. AB 120 specified the following strategies of service coordination through the use of CTSA's:

- Cost savings through combined purchasing of necessary equipment.
- Adequate training of drivers to insure the safe operation of vehicles. Proper driver training to promote lower insurance costs and encourage use of the service.
- Centralized dispatching of vehicles to efficiently utilize rolling stock.
- Centralized maintenance of vehicles so that adequate and routine vehicle maintenance scheduling is possible.
- Centralized administration of various social service transportation programs to eliminate duplicative and costly administrative functions. Centralized administration of social service transportation services permitting social service agencies to respond to specific social needs.
- Identification and consolidation of all existing sources of funding for social service transportation. This can provide more effective and cost efficient use of scarce resource dollars. Consolidation of categorical program funds can foster eventual elimination of unnecessary and unwarranted program constraints.

The CTSA structure is unique to California. While other states are beginning to implement coordinated transportation projects, only California has the state legislated model of the CTSA. Thus, for three decades, initiatives to coordinate human service transportation programs in California have been largely guided by AB 120. There is a new focus on CTSA's as the appropriate entity to implement the programs embodied in the federal legislation that provides funding for mobility management projects. Other communities are seeking to create new CTSA's or designate existing organizations as CTSA's to combine the State and federal legislation into service delivery mechanisms

that have resources and focus to achieve real coordination. A significant dialogue is underway throughout California regarding the role of the CTSA and its ability to meet both the federal and State coordination requirements.

In January 2013, the Metropolitan Transportation Commission (MTC) circulated a Draft Coordinated Public Transit – Human Services Transportation Plan Update which recommends the designation of CTSA's to facilitate sub-regional mobility management and transportation coordination efforts.

### What is a CTSA Intended to Do?

While no two CTSA's are structured the same way or provide exactly the same services, there are common objectives to be found in all CTSA activities:

- Increase transportation options for seniors, the disabled, and persons of low income.
- Reduce the costs for public transportation.
- Identify and implement efficiencies in community transportation operations.

### What Can a CTSA Look Like and Accomplish?

CTSA's in California have taken on a variety of forms and within those various forms they provide a range of services. The most successful CTSA's have embraced the concept of human service coordination and mobilized efforts to creatively use resources to accomplish great things in their local communities. While all forms of CTSA have the potential to achieve the objectives of the concept, evidence provided through a review of available CTSA documentation and case studies indicates that certain structures may be more conducive to successful project implementation than others.

AB 120, the California legislation creating CTSA's along with the subsequent federal guidance on human service transportation coordination offers a general concept of a mobility management agency. Within that guidance is great latitude to mold the concept to the unique circumstances of a local community. The most successful CTSA's have built a creative array of programs serving a broad population of persons in need. The typical target populations include the disabled, elderly, and low-income individuals. Many studies including planning efforts in Contra Costa County have documented the substantial unmet needs of these groups and the need for additional specialized transportation capacity programs capable of targeting these potential riders. As the definition of need is broadened to include young children and possibly other groups, the volume of need becomes even more extensive.



Well refined CTSA's have addressed the broad variety of needs in creative ways. They have typically used limited funds in creative ways to achieve substantial results. For example, efforts in other counties have included joint funding of service provided by human service agencies for their own client populations. Some communities combine funding for transportation programs with other sources. Examples of non-transportation funding that are sometimes used to support transportation services include Regional Centers, Temporary Assistance for Needy Families (TANF), and Area Agency on Aging.

An effective CTSA is an organization that serves as a broad facilitator – or champion - of transportation coordination. The role typically means that the agency is well connected in the transportation and human service community and is a leader in creating solutions to travel needs. This is often accomplished through negotiating cooperative agreements between agencies to coordinate the use of funds, acquiring capital assets (e.g. vehicles, computer equipment, etc.), and buying fuel and electricity for vehicles (e.g. joint fuel purchase). Service delivery can range from: coordinating a volunteer driver program to managing a travel training program for fixed-route service and can include the facilitation of direct service delivery through contracts with social service agencies. An important consideration is that most functions that a CTSA can perform can be offered through any of a variety of structural models.

### ***Consolidated Transportation Service Agency Models***

AB 120 requires that CTSA's be designated by a transportation planning agency. In Contra Costa County, this entity is the Metropolitan Transportation Commission (MTC). According to statute, each CTSA designated must be an agency other than the planning agency. The range of options for CTSA designation as defined in law are:

- A public agency, including a city, county, transit operator, any state department or agency, public corporation, or public district, or a joint powers entity created pursuant to the California Government Code Section 15951.
- A common carrier of persons as defined in Section 211 of the Public Utilities Code, engaged in the transportation of persons, as defined in Section 208.
- A private entity operating under a franchise or license.
- A non-profit corporation organized pursuant to Division 2 (commencing with Section 9000) of Title 1, Corporations Code.

Within these broad legal definitions, a number of alternative CTSA structure models have emerged. These or possible variations are open for consideration for application in Contra Costa County. The following are the principal structural options for CTSA organizations in the County.

- Single Purpose Non-profit Agency: In California there are limited examples of non-profit agencies that have been designated as a CTSA that provide a wide range of transportation programs and services. Noteworthy examples of existing non-profit CTSA's are Outreach in Santa Clara County, Valley Transportation Services in San Bernardino County, and Paratransit, Inc. in Sacramento County.

Outreach and Escort of Santa Clara County served as the CTSA in the County for several years before its designation was rescinded by MTC. It was recently re-designated by MTC and is currently the only CTSA in the nine county Bay Area. Among the provisions associated with this re-designation was an agreement that Outreach would not submit a claim for TDA Article 4.5 funds. Access Services in Los Angeles was created largely to manage the ADA paratransit program in LA County but was also designated the CTSA. It was created through action by public agencies to address ADA and coordination issues.

- Multi-Purpose Non-profit Agency: There are examples in California where a multi-purpose non-profit agency has been designated the CTSA. This is typically a situation where a strong non-profit organization with an effective infrastructure wishes to champion transportation issues and adds those functions to a broader list of agency activities. Ride-On of San Luis Obispo is an example of this form of organization. Ride-On was originally the United Cerebral Palsy (UCP) affiliate in San Luis Obispo and still serves in that capacity in addition to its transportation responsibilities. There are many examples of non-profit organizations that have created major transportation programs under an umbrella that includes nutrition services, housing programs, food banks, and other common human service functions.
- County Government: In many rural California counties, transportation services are provided by the County. Often this includes providing public transit services. This is a common structure in smaller or rural counties. Several counties have been designated CTSA's. Often, though not always, transportation services are provided through the public works department. Counties such as Glenn and Colusa are examples of this form of CTSA.
- Public Transit Agency: In some California counties the local public transit agency has been designated the CTSA. This applies to both legislated transit districts and Joint Powers Authority (JPA) agencies. It is typically in smaller counties that the transit agency has been designated. Examples of transit agencies that are



CTSAs are El Dorado Transit, Eastern Sierra Transit Authority (Bishop), and the Mendocino Transit Authority. All of these are JPAs.

Of the models presented above the non-profit agency model has historically been the most notable in terms of implementing programs with long-term sustainability. Non-profit agencies such as Outreach and Escort, Ride-On, and Paratransit, Inc. have delivered successful coordinated transportation programs throughout California for many years. Each of these organizations continues to evolve to meet the needs of the communities they serve. Non-profit organizations have typically been the most successful CTSA model for a number of specific reasons. These include:

- **Specific Mission:** Non-profit CTSAs have been established with a human services perspective focused on special needs populations and programs dedicated to fulfilling these unique needs. This differs from public transit agencies whose primary mission is to serve large groups of travelers (“mass” transportation). Human service transportation often plays a very small part in an organization with a mass transit mission.
- **Entrepreneurial style:** Non-profit CTSAs have often been created by transportation professionals seeking to apply creative approaches to the hard to serve needs of special population groups.
- **Flexibility:** Non-profit CTSAs typically have more flexibility to create and operate new programs than governmental agencies.
- **Applicable laws:** Non-profit corporations are subject to different laws than public agencies such as labor laws. This fact can provide more latitude to structure services with unique operating characteristics than most public agencies.
- **Access to funds:** Non-profit corporations may be eligible for funds that are not available to other organizations. Such funds may contribute to fulfilling the mission of the agency. An example would include the priority given to non-profit corporations applying for FTA Section 5310 funds.

### ***Legal Setting***

The legal basis for establishing and managing CTSAs is contained in the California enacted Transportation Development Act (TDA). This broad set of California laws and regulations concerning transportation funding and management contains the various provisions governing CTSAs. The CTSA portion of the TDA is a relatively small part of a much larger law concerning funding for all modes of transportation and certain specific funding sources available to all counties for transportation purposes.

The two funding sources included in TDA are:

- Local Transportation Fund (LTF): derived from a ¼ cent of the general sales tax collected within the county and
- State Transit Assistance Fund (STA): derived from the statewide sale tax on gasoline and diesel fuel.

The portion of the TDA creating CTSA states that such agencies are eligible to claim up to 5% of the LTF for community transportation purposes.

The Act also specifies the process through which a CTSA may be designated. The designating agency may promulgate regulations specific to the CTSA as well as the duration of the designation. The length of CTSA designation varies throughout California. For a number of CTSA, the term of designation has evolved over time. For example, Paratransit, Inc. in Sacramento was designated the CTSA in 1981 for a one year period. This designation was reviewed and extended later in multi-year increments. In 1988, the designation was extended “without a time limitation” and has retained designation to this day.

The oversight of claimants for TDA funds including CTSA are subject to two audits. The first is an annual fiscal audit that must be submitted within 180 days of the close of each fiscal year and the second is a triennial performance audit. This periodic audit conducted according to specific guidelines, evaluates the performance of a TDA claimant and could serve as the basis for determining the future of a CTSA.

### ***Governing Structure***

An area of CTSA oversight that is not contained in the TDA law and regulations is the local governing structure of the designated agency. If a CTSA is a public agency, the governing board of that agency would traditionally oversee receipt and expenditure of public funds. Since a CTSA can be a County, a transit agency, or other government agency, it would be subject to the scrutiny of a board that is otherwise responsible for fiduciary oversight. A CTSA may also be a non-profit corporation. The governing structure may vary substantially among non-profit corporations. Many traditional charitable non-profit corporations have self-appointing boards. This typically means that interested members of the community may be appointed to the board by the sitting board members. Ride-On in San Luis Obispo is an example of this type of governing structure.

There is precedent in California for a non-profit corporation to have a board of directors whose make-up is governed by political agreement associated with its structure. Paratransit, Inc. began as a traditional non-profit corporation with a self-appointing board. Later in its evolution, local public agencies formed an agreement associated with Paratransit's designation as a CTSA that included specific appointing authority to local governmental jurisdictions. This revised structure provided the desired level of oversight and representation.

Valley Transportation Services (VTrans) in San Bernardino County was created in 2010 to serve as the CTSA for the San Bernardino urbanized area. The Bylaws of this newly created non-profit agency specified that its Board of Directors be appointed by San Bernardino Associated Governments (SANBAG), Omnitrans (the public transit agency), and by San Bernardino County. This publicly appointed governing board structure reflected the importance of oversight in a case where large amounts of public funding are made available to a non-profit agency. VTrans, as the designated CTSA, is eligible to receive an allocation of local sales tax Measure I for transportation purposes.

An effective and functional Board of Directors for a new non-profit CTSA should be made up of approximately seven to nine members. Because of the management of large amounts of government funds, it is appropriate that public agencies appoint members to the new Board. A typical structure might include appointments by CCTA, Contra Costa County, each transit agency, and some human service agency representatives. Appointing agencies can usually appoint from their own membership or from the community. In some cases, governance structure formats are established to require representatives of the service population (e.g. disabled representatives or seniors). These decisions would be debated by the Oversight Board recommended as a key implementation step.

### ***Phased Implementation: Sample Consolidated Transportation Service Agency Operating Budget***

Various phases will be necessary to achieve full implementation of a CTSA in Contra Costa County. Each phase in the process will have its own budget. This will allow for clear delineation of the costs of each phase. The first phase is preparatory to establishing an operational CTSA. It consists of the formation of an Oversight Board to guide development of the CTSA concept, establish its legal framework, determine a governance structure, and make final budget and operating decisions. The Oversight Board phase of the project is proposed to be funded by two sources: 1) funds remaining on the Innovative Paradigms Mobility Management planning contract and, 2) reallocation of New Freedom funds that had been granted to the Contra Costa

## Contra Costa Mobility Management Plan

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Transportation Authority for phase 3 of initial planning process. In combination, these funding sources provide adequate funding for formation functions.

Once the functions to be performed by a new CTSA are determined, a budget for the early operation of the organization can be developed. The budget will depend on whether a new agency is created or the CTSA designation is added to an existing organization. This will determine whether the entire infrastructure of an organization is necessary or if staff and other support services are added onto an existing agency. Administrative overhead will be an important element to identify. The staff capacity of the CTSA will have an impact on the organization's ability to build programs and to manage the range of functions that a CTSA is capable of performing.

In the growth stage of a CTSA, considerable time and effort (staff resources) will be necessary to forge partnerships with other organizations, prepare grant applications, implement service functions, etc. For discussion purposes, two CTSA budgets for Contra Costa County are presented below. The first is a startup budget intended to capture the cost of organization formation, creation of basic organization infrastructure such as accounting and business management functions, and early staffing functions that eventually lead to dedicated management. The second budget is a pro forma first year operating budget. It presents a basic structural budget for the first year of operation. It does not present operating costs for the various programs that might be operated. The initial organization budget is to support the pursuit of operating programs with their necessary funding and interagency coordination.

It presents general cost estimates for overhead but does not include costs for individual program elements. Significant refinement would be necessary with actual implementation. However, the sample budget serves as a presentation of basic cost items to guide decision making relative to structure options. This draft budget is based on the premise that a new stand-alone agency would be created to operate the CTSA. The budget therefore includes the financing necessary to lease office space, equip and staff the office, and initiate selected startup service delivery projects.

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**CTSA Formation Budget**

[Estimated formation expense; approximately 6 months]

<b>COST CATEGORY</b>	<b>Cost Estimate</b>	<b>Notes</b>
<b>Professional Services</b>		
Management Consulting	\$75,000	Temporary management
Legal Services	\$40,000	Legal: document prep, filing
Accounting Services	\$40,000	Tax filings; accounting setup
<b>Temporary Operating Expenses</b>		
Office space	\$0	Possibly donated by agency?
Misc. office expense	\$10,000	Materials; travel; Bd expense
Filing fees; etc	\$2,000	Incorporation, etc.
<b>TOTAL OPERATING EXPENSES</b>	<b>\$167,000</b>	
<b>FUNDING SOURCES (existing)</b>		
Innovative Paradigms Contract	\$20,000	
New Freedom Grant (CCTA)	\$147,000	
<b>TOTAL FUNDING SOURCES</b>	<b>\$167,000</b>	

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**Contra Costa Mobility Management Plan**

**CTSA Operating Budget: New Nonprofit Corporation**

<b>COST CATEGORY</b>	<b>Cost Estimate</b>	<b>Notes</b>
<b>Staff</b>		
Executive Director	\$140,000	Salary, taxes, benefits
Administrative Assistant	\$49,000	Salary, taxes, benefits
<b>Direct Expenses</b>		
Office Space	\$72,000	2000 sq ft @\$3 / sq ft
Utilities	\$5,400	\$450 / mo
Professional Services	\$35,000	legal; accounting
Phone	\$3,600	\$300 / mo
Supplies	\$3,600	\$300 / mo
Insurance	\$3,000	\$3,000 / yr
Travel	\$1,000	\$1,000 / yr
Misc Expense	\$12,000	
<b>Functional Programs</b>		
Travel Training		Cost to be determined
ADA Eligibility Process		Cost to be determined
Agency Partnerships		Cost to be determined
Coordinated Vehicle Maintenance		Cost to be determined
Volunteer Driver Programs		Cost to be determined
Central Information Program		Cost to be determined
Advocacy Role		Cost to be determined
Technical Support		Cost to be determined
<b>Reserve</b>		
<b>TOTAL OPERATING EXPENSES</b>	<b>\$324,600</b>	
<b>FUNDING SOURCES (potential)</b>		
MTC Grant	\$205,000	
Other	\$120,000	
<b>TOTAL FUNDING SOURCES</b>	<b>\$325,000</b>	

## Chapter 3: FUNCTIONS

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The actual functions or services provided by CTSA's and the methods through which they are delivered can vary widely. One major influence on the overall effectiveness of a CTSA is the amount of available funding that the organization has to manage or direct. Some funds do not have to actually flow through the agency. Other funds are directly managed by the agency and can be used to provide direct services or to "seed" projects through other agencies using various grant management strategies.

The service functions that were supported by the stakeholders and the public in Contra Costa County are defined below. Some of these have been under consideration by the community for several years. Others emerged as priorities through the planning process. A subsequent implementation step would be to set priorities among the listed strategies and prepare precise implementation plans and budgets.

### ***Travel Training***

#### Existing Travel Training Programs in Contra Costa County

Some travel training programs currently operate in Contra Costa County. These programs have limited scope both geographically and relative to the clientele that are included in the programs.

- County Connection has a travel ambassador program but staff time to manage it has been cut.
- Tri-Delta Transit operates a "Transit Orientation Class" four times per year to familiarize individuals with the fixed-route transit system. The agency also offers one-on-one travel training upon request. Coordination with high schools that offer travel training is also done by Tri-Delta.
- Contra Costa ARC and Futures Explored provide travel training for their consumers and receives a stipend from the Regional Center of the East Bay (RCEB) to provide this service.
- Independent Living Resources (ILR) of Solano and Contra Costa Counties has an informal travel training program for clients of their agency. ILR staff will provide training to clients on an as needed basis.

Proposed Countywide Travel Training Program

There are several potential elements in a full scale travel training program. Each is defined below.

- Travel Training or Mobility Training – The most intensive level of travel training is based upon one-on-one instruction for difficult cases. Often the trainees are developmentally disabled and require extensive and repetitive instruction in order to achieve transit independence. The trainer will work with a client usually for several days to instruct them on how to use the transit system to get to their destination.
- Bus Familiarization – This type of training is less intensive and generally can be done in several hours. Typical bus familiarization training would be for a person or group to learn how to read transit schedules and/or take a single trip to a major destination such as a mall. This is also common for physically disabled individuals who need instruction on the use of the special equipment on standard transit buses such as wheelchair lifts, kneeling features, audio stop announcements both internal and external, farebox usage, etc. Bus familiarization is sometimes done in the field in active transit service. In other cases, this training is conducted at the transit facility using out-of-service transit coaches.
- Transit Ambassador/Bus Buddy Program – Transit ambassador or bus buddy programs can take several forms. The program usually matches a trainee with a trainer. Typically the trainee and trainer will have something in common - perhaps both are seniors going to a congregate meal site. Transit ambassador and Bus Buddy programs typically use volunteers to teach transit riding skills.

**Financial Implications**

Moving riders from the ADA service to fixed-route transit can produce dramatic savings for transit agencies. For example, a rider traveling to and from a day-program Monday-Friday using a paratransit service costing \$31.00 per one-way trip that is trained to use fixed-route transit costing \$8.00 for the same trip can produce dramatic savings for the transit operator.

In addition to the financial implications, a rider that transitions from an ADA service to fixed-route transit has increased mobility and independence. This transition allows a rider to travel without the need to schedule a ride as required when using paratransit services. Travel training is an example of a mobility management strategy that



enhances existing public transit by moving riders from paratransit service to the less expensive option of fixed-route.

### ***ADA Eligibility Process***

#### Eligibility Assessment Options

The FTA does not prescribe a particular eligibility process and a number of models are in use across the US. Whatever process is selected by a local transit operator must simply meet the established FTA criteria outlined above. In addition to the paper application process currently in use by Contra Costa County transit operators, three other types of eligibility procedures are in use by transit operators in other communities. The three principal alternative approaches are: telephone interviews/assessments, web-based assessments, and in-person eligibility assessments. ADA eligibility experts debate the accuracy of the various assessment models. While telephone and web-based options are less expensive than an in-person process, the lack of personal contact and observation and the lack of functional testing make refined eligibility determinations, or conditional eligibility, difficult to assign. Yet some communities strongly endorse the telephone and web-based options.

#### Telephone Based Eligibility

Some agencies rely primarily on telephone interviews for eligibility determinations. These are usually conducted by high level professionals such as occupational therapists who conduct a comprehensive conversation on the phone with the applicant, and in a very few cases where a determination cannot be made, the applicant will be referred for an in-person assessment. Such assessments can be conducted at an applicant's home or other designated site. Eligibility outcomes are relatively similar to those of in-person assessments, though the ability to apply eligibility conditions is arguably more challenging.

#### Web-Based Eligibility

Web-based assessments have been pioneered by a Southern California firm. This model has been applied in nine paratransit programs, ranging from those in smaller communities such as Victor Valley and Butte County, CA (population in the 200,000 range) to larger systems such as Richmond, Virginia and North San Diego County (population in the 600,000 to 800,000 range). The web-based model is based on the premise that, since most applicants are found fully eligible, and since most systems that use in-person assessments have yet to apply their eligibility conditions, transit agencies that are fiscally constrained should not be spending significant sums on transporting

applicants to in-person assessments and burdening applicants with travel to an assessment location.

Under this model, applicants need to create an on-line account, complete the application and then mail or e-mail a healthcare form completed by a professional who is familiar with their abilities. This information is then reviewed by the professional on the evaluation team who has specific expertise in the disability that is the basis for the person's application. Team members include medical doctors, physical and occupational therapists, registered nurses, social workers etc. Eligibility outcomes are relatively similar to those from in-person assessments in terms of the breakdown of eligibility categories, but not in terms of level of detail. On average, about 56% of the 36,000 applications that have been reviewed so far have been determined fully eligible, 38% conditional (includes 11% temporary), and 6% ineligible. In a small number of cases, if determinations cannot be made remotely, the firm sets up in-person functional assessments locally. Appeals have remained below 1% of the total number of certifications.

Assessment costs range from \$45 to \$70 per application. While the relatively lower costs of these assessments have been appealing to a number of agencies, some of the shortcomings that have been cited by paratransit eligibility experts include:

- The model relies too heavily on applicants' ability to use technology (although these are often completed by caseworkers and other professionals, and exceptions are available for those who cannot use the web)
- There is limited ability to have a discussion with the applicant about the full range of mobility options afforded by in-person assessments.
- The inability to observe applicants ambulate in-person places a significant limit on the evaluator's ability to establish reliable and informative eligibility conditions.

An in-person assessment process results in the greatest accuracy. The ability to personally observe applicants, discuss their functional limitations, and perform structured functional evaluations results in a much greater level of accuracy. Though typically more expensive to perform than assessment models, many operators have determined that the refined ability to introduce conditions for ADA paratransit use make the additional expense of the assessment cost effective. Most of the major transit operators in the US have already introduced in-person assessments. Of the top 10 transit agencies, Boston was the last to introduce an in-person process in December, 2012. As interest in applying conditional eligibility as a cost control tool increases, more agencies are implementing in-person eligibility as the means to achieve that objective.

### In-Person Eligibility

An in-person ADA eligibility process typically consists of a number of steps in order to more precisely evaluate an applicant's ability to ride the bus, access bus stops, and to come to a definitive decision as to functional capability. The shift from a paper process to an in-person approach is based upon the Federal Transit Administration (FTA) focus on a functional model of eligibility versus a medical model. With a paper process, the emphasis is typically on the *function* of the applicant's disability.

Steps common to an in-person eligibility process include:

1. In-person interview of the applicant during which details of condition can be established by a trained interviewer.
2. Various transit skill functional tests that help the interviewer verify certain abilities relating specifically to transit riding.
3. Selected use of professional verification if the interviewer needs further information to establish details of conditions that are not readily apparent to the interviewer.

An in-person process usually takes between 30 and 90 minutes to complete depending upon the nature of the individual's disability and the resulting need for various functional tests. In order to render consistent and accurate determinations, the interview and any skills tests are conducted in a very uniform and "scientific" manner. Interviewers are typically trained to a high level of proficiency in evaluating information provided by the applicant and in interpreting information gathered during functional tests or from medical professionals. Thorough documentation of each assessment is then compiled. This becomes the basis for reviewing any case that is appealed by the applicant.

### **Financial Implications**

Financial implications for an ADA eligibility process vary amongst the models. There is typically a continuum of costs associated with the various processes with the in-person assessment being the most expensive. However, transit agencies that transition from a paper ADA eligibility application process to in-person assessment process typically realize an approximate 15% drop in applications. The drop in the application rate is one key method for controlling ADA paratransit costs. Another is the application of trip by trip eligibility using the conditional determinations made during an in-person process. With specific conditional information, operators are beginning to direct some ADA trips to fixed-route if the individual has been determined to be capable of taking that trip on

regular transit. While often starting incrementally, accurate mode assignment can also become a significant cost control tool.

As important as any cost control factor relating to the introduction of a refined eligibility process is the consistent application of determinations. At the present time, each operator in Contra Costa County makes its own eligibility determinations. Yet once made, the determinations apply to all operators in the Bay Area through the Regional Eligibility Database (RED) system. The application of determination criteria varies across operators. A countywide system would begin to standardize the application of eligibility criteria to result in more consistent eligibility determinations among County operators and perhaps lead to a more consistent regionwide process.

### ***Agency Partnerships***

One of the most effective tools available to CTSAs is partnering with community agencies to deliver trips more efficiently and at lower cost than those through traditional ADA paratransit service. An underlying concept in partnership agreements is shared cost contracting. This concept has proven effective in many communities and is now being replicated in others both within and outside California. This approach to service delivery builds on the resources of community agencies and offers partial support of their transportation through subsidized maintenance, insurance, or other technical contributions. Another form of community partnership involves the payment to an agency for the provision of its own transportation service through some combination of funding sources. The resulting service is far less expensive than traditional door-to-door service commonly provided today under ADA guidelines. Since virtually all clients of these agencies are ADA eligible, they could simply be added to the growing numbers of ADA riders. Instead, agency clients are carried on agency vehicles more efficiently and at lower cost. Higher quality service for the client also results from the dedication of the agency to its clients, the stability of routine pick-up and drop-off schedules, and the often shorter trip length due to the proximity of individuals to programs.

There are two advantages of this program to transit operators.

- By moving agency trips off ADA service, the 50% subscription cap in any given time period on ADA demand response service, which causes service denials under ADA, can be avoided.
- Reporting of CTSA agency trips can bring more federal funding into a region through formula programs. Some CTSA's report trips directly into the National Transit Database (NTD). Counting these trips increases the formula funding

available to a region through 5307. Agency trips typically qualify as part of the ADA trip total.

### **Financial Implications**

In locations where successful agency trip models have been deployed, cost savings for moving trips off ADA service are dramatic. Honolulu, Hawaii has such a model where trips performed by the local ADA service provider at a cost of \$38.63 for a one-way trip are now being completed by a human service agency for \$4.85 a one-way trip, with over 55,000 trips performed in the first year of operation. An annual savings of \$1,857,900 resulted.

A dramatic result of agency trip programs is the quality of service that riders experience. Using an agency trip model, the riders are generally transported by program staff. Staff members are generally familiar with the individual's disabilities and special needs, which general public ADA paratransit drivers are often not prepared to manage. Agency trips also typically exhibit shorter trip length, and routine pick-up and drop-off schedules. The combination of these factors results in service that is much higher in productivity than public paratransit services.

### ***Coordinated Vehicle Maintenance***

A major program function that can be performed by a CTSA is coordinated vehicle maintenance. In such a program, a central maintenance provider operates a garage servicing a broad range of vehicles. Participation in the maintenance program is voluntary but brings with it such benefits that make it appealing to community agencies from a business perspective. Typically, there are many advantages to the social service community in participating in a program designed to meet its unique maintenance needs. A primary benefit is the overall safety of the CTSA fleet. With services being provided according to rigorously structured maintenance standards, overall fleet safety is ensured. The central provider works with agency customers to ensure compliance with such requirements as CHP inspections and all OSHA regulations.

The beneficial features of a coordinated maintenance program are listed below:

#### Specialized Expertise

A centralized maintenance program that services paratransit-type vehicles (typically cutaway buses) develops specialized expertise that is not routinely available in commercial repair shops. This includes familiarity with wheelchair lifts, cutaway chassis, brake interlock systems, fareboxes, mobility securement systems, and other unique features.



### Central Record Keeping

A centralized maintenance program normally provides record keeping systems that help to ensure compliance with local laws and regulations as well as agency specific reporting on costs, maintenance intervals, life-cycle costs, vehicle replacement schedules, etc.

### Loaner Vehicles

A feature of a centralized maintenance program that is often cited as a "life saver" by participating agencies is the use of a loaner vehicle that is similar in size and configuration to the basic vehicles of the participants. This can be very beneficial to small agencies that do not have many or, in some cases, any backup vehicles.

### Specialized Schedules

A common feature of a centralized maintenance program is having business hours that best serve the client agencies. This can mean operating during evening hours or on weekends when commercial shops are often closed. Carefully crafted work schedules can greatly assist agencies by obtaining inspections and repairs when convenient to the customer.

### Fueling

Centralized fueling can also be a great benefit to agencies. It allows for careful monitoring of the fueling process and fuel usage. It also provides the opportunity for lower prices due to bulk purchasing and guaranteed availability in times of shortage.

### ***Volunteer Driver Programs***

Volunteer driver programs are an efficient method of providing transportation options in a community. These programs can take various forms, including: curb-to-curb, shared-ride transportation to common destinations, and highly specialized door-through-door service to riders with very specific needs. Whatever model is used, these programs are an important element in a community's transportation framework. Volunteer driver programs models can vary significantly depending on the focus of the service. Volunteer programs typically involve some expense with the level of expense varying depending upon the service model employed. Two common approaches of volunteer driver programs include:

- **Shuttle Model:** In a volunteer shuttle operation, the driver is a volunteer but does not provide transportation with their personal vehicle. Instead, the volunteer typically drives an agency vehicle with the agency incurring expenses for all operating costs except the driver. The key cost saving element of this model is

the wages saved through the use of volunteers. Volunteer driver shuttles are often a curb-to-curb, shared-ride service that transport riders to common locations. Many shuttle programs require advance reservations, eligibility criteria (such as age), and a fee to ride.

Volunteer driver shuttles enhance transportation options for their passengers and assist with moving trips to the service that otherwise may be taken on ADA paratransit.

- **Door-through-Door Model:** This volunteer model typically involves a volunteer driving their own vehicle. The driver is not compensated for his time but may be reimbursed at a mileage rate to cover operating expenses such as use of personal gas. The door-through-door model is typically used to provide specialized transportation service for riders that need a high-level of assistance. In the door-through-door model, the driver may escort the passenger from the point of origin to the destination and wait for the passenger at the destination.

The service delivery approach for a door-through-door program varies but can include:

- **Matching riders with volunteer drivers**
  - Using this approach the agency recruits volunteers and matches the volunteer with a rider. Some programs schedule the rides with the driver and rider, and some “assign” a driver with a rider who coordinate trips without involving the agency.
- **Rider finds their own driver**
  - Using this model the rider finds their own driver and schedules trips with the driver as necessary.
- **Mileage reimbursement**
  - Some door-through-door volunteer driver programs offer mileage reimbursement for eligible trips. Reimbursement rates vary.

No matter the service delivery approach door-through-door models provide a highly specialized means of transportation for an often vulnerable population. These programs fulfill a growing need in communities presently only being transported by fee-based service providers.

Contra Costa County has a robust volunteer driver network. The County has multiple examples of both shuttle and door-through-door programs. These programs are tailored to the niche that they serve and provide an efficient method of transporting riders. These agencies also work collaboratively with one another to ensure that riders are provided the service that best suits their functional abilities.

### **Financial Implications**

Contra Costa County volunteer driver programs enhance the transportation matrix by providing transportation options for residents, moving trips off ADA paratransit, and offering a highly specialized means of travel for riders that cannot use other transportation options. These programs, in effect, provide a resource to residents that would otherwise use ADA paratransit, providing both quantitative and qualitative benefits to the community.

### **Central Information Program**

A central information program is often considered the heart of a mobility management program. While this Plan includes an information program as an important element, it is only one of many forming a complete mobility management program. There are two primary call center functions: providing simple information referral and more sophisticated trip planning services.

The simplest call center is a referral service. In this case a caller would be asked questions by the call taker and referred to the appropriate agency.

Examples of Call Centers in Contra Costa County:

- Contra Costa Crisis Center 211 connects callers with community services, such as food, shelter, counseling, employment assistance, and child care. Callers are asked a series of questions to determine which services they are eligible for and then referred to the appropriate agency.
- Contra Costa 511 is a comprehensive Transportation Demand Management (TDM) program that promotes alternatives to single occupant vehicles including carpooling, vanpooling, telecommuting, biking, public transit, and walking.
- Area Agency on Aging (AAA) Information and Assistance (I & A) provides seniors and their families with information on community services and programs that solve the problems faced by Contra Costa seniors.

The central information program for Contra Costa County is meant to enhance the existing call centers and be a resource for persons needing to find information on public,



private, and human service transportation in the County. This could include detailed transit route and schedule information, eligibility information, fares, as well as information on private and non-profit transportation providers. The central information program for Contra Costa County will serve as a point of contact for residents to call to receive both transportation referral services and trip planning assistance. The call center was brought up as a helpful mobility management element during discussions with stakeholder groups.

### ***Advocacy Role of Mobility Management***

A mobility management CTSA can play an important role in advocating for the needs of the population groups that it represents. Because the CTSA works closely with agencies and individuals in the human services sector, it is often in a strategic position to advocate for these special needs populations.

There are several alternative approaches or levels of advocacy that the mobility management program can take. The advocacy role for a mobility manager can vary widely depending on the existing conditions in the area that is being served. Possible levels of advocacy are listed below.

- Information Source: Mobility Manager serves as a source of “expert” information for other agencies in the community on issues relating to special needs population.
- Special Needs Representative: Mobility Manager represents special needs populations in transportation decision making venues.
- Active lobbying for special needs populations: Proactive advocacy for special needs groups including initiating proposals for funding and service improvements.

The new CTSA in Contra Costa County would have some level of advocacy involvement simply by the nature of its position in the transportation mix. Such a role is typically defined by the Board of Directors who represent diverse interests in the County. A balanced advocacy role contributes to the overall effectiveness of the agency in the institutional mix in the service area.

### ***Technical Support***

Mobility management agencies can provide a variety of support services that benefit local human service transportation providers. Whether due to lack of staff, technical experience, or funds, many organizations are not able to fully utilize the resources available to them. A CTSA has the ability to assist agencies by supplying technical assistance that can allow for increased funding, expansion of existing programs, implementation of new projects, and development of a more highly trained staff.

### Grant Writing

CTSAs have the potential to significantly impact available transportation services within their geographic area by supporting local agencies in their efforts to secure grant funding. Completing grant applications can be confusing and overwhelming. While larger agencies often have staff dedicated to the preparation of grant applications, smaller public and non-profit human service agencies usually assign this responsibility to a program manager or other administrative team member. A human service agency may not have the time or the expertise to seek out grant opportunities and submit applications.

Many human service agencies are intimidated by Federal or State grant application requirements and, although some agencies have projects that could qualify for grant funds, choose not to apply. Though grant programs are changing as a result of the passage of MAP-21, the newly enacted federal transit funding program, grants still contain rigorous requirements for management and reporting. Programs such as 5310 are available to agencies and now can be used in part for operations. Yet such grants carry complex requirements that a CTSA can help agencies fulfill.

A CTSA can provide the expertise and the technical support necessary to complete grant applications for local agencies. CTSA staff time can be dedicated to staying current on specific grant requirements and application instructions. This type of time commitment is often difficult or impossible for human service agencies to achieve. CTSA staff can provide assistance through local grant writing workshops, mentoring local agencies, and physically preparing grant applications.

### Grant Management

Grant management is a complex process that often prevents agencies from applying for funding. The data collection and reporting requirements can be daunting. Often agencies look at the amount of the grant award and determine that the staff time necessary to oversee the grant is not worthwhile.

A CTSA can assist human services agencies in its region by providing grant management services or by offering training in grant management. In either case, the CTSA staff takes on the role of expert advisor based on its in-depth understanding of the rules and regulations required by each grantor. It can then provide advice and assistance in matters such as:

- Compliance with grant reporting requirements,
- Development of recordkeeping systems,
- Data collection techniques,
- Understanding of sub-recipient agreements in FTA grants, and
- Compliance with DBE and Title VI requirements.

The CTSA can go so far as to prepare and issue reports on behalf of the grant recipient or sub-recipient, if necessary.

### Driver Training and Professional Development

California state law is very specific about the requirements for driver training programs, including the qualifications for instructors. For a variety of reasons, agencies may have difficulty operating their own training programs. The driver corps may be small, the need for training classes may be infrequent, or the agency may not have the resources to employ a certified driver instructor. A CTSA can help meet the demand for qualified instruction in a variety of ways:

- Employing a fully certified instructor to teach driver training classes, to which agencies can send new drivers,
- Coordinating between those agencies that have their own programs and those that do not in order to fill available training “slots”, and
- Making materials and speakers available so they can be used as part of ongoing required safety training.

## Chapter 4: IMPLEMENTATION STEPS

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Successful implementation of the Mobility Management Plan for Contra Costa County will require a series of actions crafted to maintain the consensus that has emerged around the overall concepts contained in the Plan. Success will be evident in the level of community and agency support for the approach, the ability to obtain the necessary funds to achieve implementation, and the efficiency of the resulting structure. This Plan proposes the formation of a CTSA in the County. This has been well documented throughout the planning process. The basis for this recommendation is the long-running dialog in the County regarding mobility management activities with little actual implementation occurring. The planning process identified that a major impediment to action is the lack of a structural platform to serve as the vehicle through which action is accomplished. That vehicle has now been identified as a CTSA. Further, careful consideration has been given to alternative legal structures for a CTSA. The result of that dialog has been the agreement to pursue a non-profit corporation model. The principal basis for recommending this structural model is the level of success in other communities that have adopted this structure.

The steps or phases necessary to achieve successful implementation are defined here. They are presented in a level of detail consistent with the discussions throughout the planning process. It is clear that moving forward will require expertise in governance, finance, mobility management functional tools, and other very specific experience. Such resources have also been discussed throughout the planning process.

### ***Phase I: Adoption of the Plan***

The first step toward implementation of the Plan is its adoption by the Board of Directors of County Connection. As the sponsor of the planning process, County Connection is the first level of approval of the Plan and its recommendations. The County Connection Board should consider the implications of the Plan and adopt it both as the sponsoring agency and also as one of the key implementing agencies in the County. Concurrence of the other transit operators particularly WestCAT and Tri-Delta Transit should be sought to demonstrate the support of the transit community for the Plan. Their support will strengthen subsequent steps in the implementation process. It will also give the Transportation Authority what it needs to move the process forward. In adopting the Plan, County Connection should also officially forward the Plan on to the Contra Costa Transportation Authority (CCTA) as the countywide agency best suited to manage Phase II of the implementation process.

***Phase II: Formation of a Mobility Management Oversight Board***

An Oversight Board of critical agency representatives is the appropriate mechanism for Phase II of the process. This Board should be formed to guide discussion of the critical details of the CTSA formation process including makeup of the governing board, roles and responsibilities of the agency, identification and commitment of seed funds to create the organization, and other legal and procedural details. The Oversight Board is proposed to include: Executive staff from County Connection, Tri-Delta Transit, WestCAT, AC Transit, Contra Costa Transportation Authority, BART, and three executives representing human service agencies.

As a tool for use in guiding the efforts of the Mobility Management Oversight Board, it is recommended that a set of Guiding Principles be adopted to ensure that the interests and objectives of the affected agencies are represented and officially noted. Such a tool can help to keep the efforts of the participants focused and inclusive. A preliminary set of Guiding Principles is proposed below:

Guiding Principles

- **Recognize Existing Agencies' Roles:** Many agencies in Contra Costa County currently provide services under the broad definition of mobility management. The role and interests of these agencies should be recognized and included in the formation of a CTSA and in the future allocation of resources to our through that organization.
- **Minimize administration:** The CTSA will require a management structure in order to accomplish its mission. In creating such a structure, care should be taken to minimize administration in order to maximize the allocation of scarce resources to functional programs.
- **Broadly Analyze Resource Allocation Decisions:** One of the roles of a new CTSA will be to pursue resources for the implementation or continuation of functional programs. In so doing, the CTSA should as a matter of policy prepare an analysis of the impacts of alternative resource allocation strategies that can be considered by all affected agencies in the CTSA service area.

Mobility Management Oversight Board Structure and Functions

- Oversight Board defines CTSA by-laws, board structure, and performance standards
- Oversight Board serves as advisory body after CTSA has been established
- Oversight Board consists of:
  - Executive staff representative of each of the following agencies:
    - County Connection
    - Tri-Delta Transit
    - WestCAT
    - AC Transit
    - BART
    - Contra Costa Transportation Authority
    - Three human service agencies

***Phase III: Form a CTSA as the Mobility Management Agency***

- Form a CTSA for Contra Costa County approximately twelve (12) months following formation of the Mobility Management Oversight Board.
- Establish a non-profit corporation to serve as the mobility management agency for the County.
- MTC designate the non-profit corporation as the CTSA for Contra Costa County
- Fund setup and initial operation of the CTSA through a combination of funding provided by the Contra Costa Transportation Authority (CCTA) and MTC for a minimum period of two years.
- Establish a governance structure for the non-profit corporation through appointment of Directors to the governing Board by public agencies in Contra Costa County.
- Allocate funds for an interim budget to cover agency formation expenses and initial management activities.
- Allocate a combination of funds totaling \$300,000 to \$400,000 per year for initial CTSA operation.

Funding

- CTSA pursues available grant opportunities.
- CTSA works with transit operators to allocate funds to mobility management programs which move riders from ADA service.

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- CTSA works with MTC to identify discretionary funds.
- CTSA participates in new funding opportunities to include funding specifically for seniors, persons with disabilities, persons with low-income, and the CTSA.
- CTSA enters into a dialog with the transit operators, MTC, and the Transportation Authority regarding allocation of TDA Article 4.5 as defined in statute. Action on this issue would only follow the achievement of consensus regarding this funding source. The most logical allocation of TDA to a new CTSA would follow transfer of trips from the transit operators to services coordinated through the new CTSA.

### ***Phase IV: Functional Programs***

- Direct the CTSA to establish priorities among the identified functional programs for Contra Costa County.
- Develop grant applications through community partnerships for the implementation of functional programs.



**Implementation Timeline**

**CTSA Implementation Time Line**  
(approximate)

Date or Time Period	Activity
Obtain Transit Operator Support	August - October, 2013
CCCTA Board Adoption	October, 2013
Form Oversight Board	September - October, 2013
CCTA Presentation	September - October, 2013
Oversight Board hires Manager	January, 2014
Oversight Board conducts performance review	January, 2015



## Contra Costa Mobility Management Plan

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### Appendix 1

#### Contra Costa Mobility Management Plan Stakeholder Planning Group

Charlie Anderson	WestCAT	510-724-3331	<a href="mailto:charlie@westcat.org">charlie@westcat.org</a>
Christina Atenza	WCCTAC	510-215-3044	<a href="mailto:christinaa@ci.san-pablo.ca.us">christinaa@ci.san-pablo.ca.us</a>
Laramie Bowron	CCCTA	925-680-2048	<a href="mailto:bowron@cccta.org">bowron@cccta.org</a>
Heidi Branson	Tri-Delta Transit	925-754-6622	<a href="mailto:HBranson@eccta.org">HBranson@eccta.org</a>
Mary Bruns	LaMorinda Spirit Van	925-284-5546	<a href="mailto:mbruns@ci.lafayette.ca.us">mbruns@ci.lafayette.ca.us</a>
Sam Casas	City of Richmond	510-621-1258	<a href="mailto:Samuel_Casas@ci.richmond.ca.us">Samuel_Casas@ci.richmond.ca.us</a>
Laura Corona	Regional Center of the East Bay	510-618-7726	<a href="mailto:lc corona@rceb.org">lc corona@rceb.org</a>
Peter Engel	CCTA	925-256-4741	<a href="mailto:pengel@cccta.net">pengel@cccta.net</a>
Carol Ann McCrary	Contra Costa ARC	925-595-0115	<a href="mailto:cmccrary@arcofccc.org">cmccrary@arcofccc.org</a>
Teri Mountford	City of San Ramon Senior Center	925-973-3271	<a href="mailto:tmountford@sanramon.ca.gov">tmountford@sanramon.ca.gov</a>
Penny Musante	Futures Explored	925-284-3240	<a href="mailto:pennymusante@futures-explored.org">pennymusante@futures-explored.org</a>
Ann Muzzini	CCCTA		<a href="mailto:muzzini@cccta.org">muzzini@cccta.org</a>
Joanna Pallock	WCCTAC	510-215-3053	<a href="mailto:joannap@ci.san-pablo.ca.us">joannap@ci.san-pablo.ca.us</a>
Elaine Clark	Meals on Wheels	925-937-8311 x 122	<a href="mailto:eclark@mowsos.org">eclark@mowsos.org</a>
Kathy Taylor	Meals on Wheels	925-937-8311 x 119	<a href="mailto:ktaylor@mowsos.org">ktaylor@mowsos.org</a>
Debbie Toth	RSNC Mt. Diablo Center for Adult Day Health Care	925-682-6330 x 111	<a href="mailto:dtoth@rsnc-centers.org">dtoth@rsnc-centers.org</a>
John Rodriguez	Contra Costa Developmental Disabilities Council	925-313-6836	<a href="mailto:John.Rodriguez@hdsd.cccounty.us">John.Rodriguez@hdsd.cccounty.us</a>
Elaine Welch	Senior Help Line Services	925-284-6699	<a href="mailto:elaine@seniorhelpline.net">elaine@seniorhelpline.net</a>

## Appendix 2

### CTSA Case Studies

#### Overview

Case studies can be a useful tool in understanding how the experiences of other agencies or communities may offer guidance in a current decision process. Relative to the Contra Costa County Mobility Management Plan, a key underlying concept in implementing creative change in the County is consideration of the formation of a Consolidated Transportation Services Agency (CTSA). The guidelines within the Transportation Development Act (TDA) regarding formation of CTSA's are broad and offer the opportunity for a variety of approaches regarding their formation and operation.

What follows are illustrative case studies defining the approaches taken by other California communities to the formation and operation of CTSA's. Each goes into detail regarding such issues as:

- What approach led to the formation of the CSA? (Single agency application, competitive process, action by a major public agency, etc.)
- What is the governing structure of the CTSA?
- How is the CTSA funded?
- What are examples of the functional programs operated by or funded by the CTSA?

The CTSA's selected for case studies are:

- Paratransit, Inc., Sacramento: This was the first CTSA designated in California and has served as a model for the formation of others. It is a 501(c)3 non-profit corporation.
- Valley Transportation Services (VTrans), San Bernardino: This is among the newest CTSA's in California incorporated in 2010. It is a 501(c)3 non-profit corporation. In less than three years, VTrans has become a major service provider in urbanized San Bernardino County.
- Access Services, Los Angeles: The Los Angeles CTSA, Access Services, was formed in 1994. It also is a 501(c)3 non-profit corporation. It provides a range of services throughout LA County.
- CTSA of Stanislaus County: The CTSA in Stanislaus County was established in 2010. It is somewhat unique in the fact that the operator of the CTSA was chosen through a competitive process.

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- Mendocino Transit Authority: This is a Joint Powers Authority transit agency in Mendocino County. This agency serves both as the transit operator and the CTSA. It greatly enhanced its emphasis on human service coordination with the hiring of a Mobility Management Coordinator in recent years.



## Paratransit, Inc. – Sacramento

### Organization Structure Summary

CTSA Designation: 1981

Organization Type: 501(c) 3 corporation

Board Structure: 9 member board of directors, established through an agreement among governmental jurisdictions

Paratransit, Inc. is a non-profit transportation agency originally incorporated in July, 1978. The agency's incorporation, built on the emerging concept of human service transportation coordination, was an early attempt to demonstrate the potential benefits of service coordination and the centralization of service delivery functions and administration under one organization.

Soon after its incorporation, Paratransit, Inc. served as a model for legislation being authored by the Assembly Transportation Committee to encourage coordination statewide. Assemblyman Walter Ingalls authored Assembly Bill (AB) 120, the Social Service Transportation Improvement Act. This landmark legislation included a provision calling for the designation of a Consolidated Transportation Service Agency (CTSA) in each California county. Paratransit, Inc. was the first such agency designated in California.

### Approach to Formation

Paratransit Inc. applied directly to SACOG (formerly SRAPC) for designation as the CTSA. No other agency at the time approached SACOG and no other agency was considered for designation as the CTSA.

Paratransit was designated the CTSA in the Sacramento area on July 16, 1981. At the same time it was authorized to claim up to the full 5% of TDA funds authorized under the law. The initial CTSA designation was for one year. Later designation periods varied between one and three years with the term typically becoming longer as the community became confident in the performance of the organization. In 1988, the CTSA designation was set without time limitation subject to rescission for performance issues.

Paratransit operates as a non-profit CTSA in a partnership with Sacramento Regional Transit District (RT). The two organizations are well respected in regional decision making in the Sacramento area serving together on the Sacramento Area Council of Governments (SACOG) Technical Coordinating Committee that oversees funding allocations. Paratransit has formal ties to RT on two levels. First, RT has the authority to appoint two members of the Paratransit Board of Directors (see Governance below). Further, Paratransit provides all complementary ADA paratransit service within the RT District under a collaborative agreement with RT. Paratransit's operation of the CTSA in parallel with the ADA service allows for maximum of service through unique agreements with many other community agencies.

### Governing Structure

Paratransit was initially incorporated with a self-selected and appointed Board of Directors. This model is common among human service organizations. The initial Board Members were mostly senior staff (Executive Directors in most cases) of other community organizations in the Sacramento area. These incorporating Directors had worked through the issues surrounding creation of a new single purpose transportation organization and thus supported the concept and direction. Within three years of its incorporation, Paratransit was receiving increasing amounts of local government funding. The major local jurisdictions then chose to institutionalize the governance of the agency through what became known as the Four Party Agreement. Parties to this agreement were the City of Sacramento, County of Sacramento, Sacramento Regional Transit District, and the Sacramento Area Council of Governments (SACOG). This agreement set forth terms concerning Board structure, financial commitments, asset transfers to Paratransit, oversight by the Sacramento Area Council of Governments, etc. The Four Party Agreement served as the structural guide to the CTSA until it was replaced by a new Collaborative Agreement in December, 2012.

The critical provision of the CTSA designation concerned the agency's governing structure. The Four Party Agreement set forth the required Board of Directors makeup and appointing structure. A nine member Board was established to replace the original self-appointing Board. The Board today is made up as follows:

- Two members appointed by the City Council, representative of the general public (non users).
- Two members appointed by the County Board of Supervisors, representative of the general public (non users).
- Two members appointed by the Board of Directors of the Sacramento Regional Transit District.
- One member appointed by SACOG representing any city or county with which Paratransit contracts for service.
- Two members, one appointed by the City Council and one appointed by the County Board of Supervisors, representing the user community.

### CTSA Operating Details

Paratransit, Inc. operates a large array of programs under the mantle of the CTSA. Most are directly related to the objectives for a CTSA outlined in the original AB 120 legislation.

The most noteworthy of the Paratransit CTSA programs is its partner agreements with local community agencies. For many years, Paratransit has refined the concept of shared cost contracting, wherein the partnering organizations each contribute a portion of the cost of service for specific client populations. Working with 8 local agencies today, Paratransit contributes some of the funds it derives from TDA Article 4.5 and the local option sales tax (Measure A) to a funding mix with the agencies. This results in the agencies transporting their own clients at a far lower cost and higher service quality than through the standard ADA paratransit service (which Paratransit, Inc. also operates under contract to Sac RT). This highly successful program has dramatically increased system capacity over what could be funded through the traditional ADA paratransit program. It serves as a cornerstone of Paratransit's CTSA functions.

In addition to partnership agreements with local human service organizations, Paratransit has operated a maintenance program for its own vehicles and for those of other community agencies. Today this operation, dating back 30 years, provides services for over 50 organizations ranging from local non-profit human service agencies to Sacramento State University to private Medicaid transport operators.



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For many years, the agency has operated a large travel training program aimed at training individuals, many developmentally disabled, to ride the fixed-route transit service. This program has recently expanded in other regions including Spokane, Washington, San Joaquin and Santa Clara Counties in California, and Honolulu, Hawaii. Over the years this program has trained thousands of individuals to ride the bus, thus saving an enormous expenditure on ADA paratransit service.



## Valley Transportation Services (VTrans) – San Bernardino

### Organization Structure Summary

CTSA Designation: 2010

Organization Type: 501(c) 3 corporation

Board Structure: 7 member board of directors, specified in Corporate Bylaws

Valley Transportation Services (VTrans) is among the newest CTSA's in California. It was designated as the CTSA by the San Bernardino Transportation Commission (SANBAG) in September, 2010.

### Approach to Formation

The concept of a CTSA had been included in the San Bernardino County local sales tax measure as a recipient of a portion of the tax receipts. Yet at the time of passage of the tax (Measure I) no CTSA existed in the County. To accomplish formation of a CTSA, SANBAG commissioned a study of alternative approaches to a CTSA with the intent that the study would result in a formal recommendation of the appropriate structure of the CTSA for the San Bernardino urbanized area. The study considered all structural options and concluded with the recommendation that a new 501(c)3 corporation be created to be designated as the CTSA. VTrans incorporation was completed in October, 2010.

The provision of the local sales tax measure calls for the allocation of 2% of the tax proceeds to the CTSA. Funding began to accrue in 2009 and was made available to VTrans immediately upon formation. The 2% funding level in the tax measure provides approximately \$2 million per year for VTrans operations. These local funds have been used very successfully to date as local match to leverage federal funds (see CTSA Operating Details below).

### Governing Structure

The VTrans Bylaws specify its governing structure. The structure is dictated in part by the large amount of public funding received by the agency and also by the intent to involve the major governmental organizations in its governance. The Board of Directors of VTrans consists of the following:

- Three appointed by San Bernardino Associated Governments (must be representative of the San Bernardino Valley)
- Two appointed by San Bernardino County Board of Supervisors (must be representative of the San Bernardino Valley area)
- Two appointed by Omnitrans – must be representative of designated population

Both SANBAG and San Bernardino County have chosen to appoint members from the community. In certain cases, these have been former elected officials from the area. Omnitrans has chosen to appoint two members of its own Board of Directors. The Omnitrans Board is made up entirely of elected officials of the represented jurisdictions. Thus its appointees are elected officials. Also included in the Bylaws is the right of SANBAG to appoint an ex-officio member. It has chosen to appoint a senior transportation executive to this post. The original corporate Bylaws did not provide for staggered terms for Board Members. This has since been corrected. Board terms are three years with a limit of two consecutive terms.

### CTSA Operating Details

VTrans was interested in beginning operation very quickly following formation. In order to do so, the agency retained a very experienced CTSA executive on a contract basis to serve as its initial Executive Director. That individual was vested with full authority to manage the startup of the agency including money management, hiring authority, etc. Early startup steps included the selection of office space, full office setup, establishment of the accounting system, development of operating policies, and negotiation of initial operating agreements. The final step in the contract called for the Executive Director to guide the selection process for a permanent Chief Executive Officer. That permanent CEO took over in January, 2011.

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Among the initial operational steps undertaken by the new agency were the application for federal funds to create a new travel training program and the formation of partner agreements with human service agencies to serve as transportation providers for agency clients. These newly created services took passenger trips off of the ADA paratransit system and onto a service with agency vehicles and drivers. Initial response was overwhelmingly positive regarding both service quality and cost savings.

VTrans has gone on to establish a volunteer driver program, partner on a grant applications, and expand agency trip participation by bringing in additional operating agencies. VTrans is presently in the final stages of creating a maintenance program for human service agencies in the San Bernardino area by opening its own facility staffed with agency employees.



## Access Services (ASI) – Los Angeles

### Organization Structure Summary

CTSA Designation: 1994

Organization Type: 501(c)3 corporation

Board Structure: 9 member board of directors

### Approach to Formation

In 1990, the Los Angeles County Transportation Commission (LACTC) adopted an Action Plan and established a CTSA to begin coordination of Social Services transportation. The adopted plan called for the CTSA to implement and operate an information and referral service for social services transportation as well as provide technical assistance and training to local service providers. In 1991, in response to the mandates of the Americans with Disabilities Act (ADA), the mission of the CTSA was expanded to include the implementation of a regional ADA paratransit system for the Los Angeles County region.

In 1994, shortly after its formation, the successor to the LACTC, the Los Angeles County Metropolitan Transportation Authority (LACMTA) determined that the mission of the CTSA could best be fulfilled if the CTSA were a stand-alone independent agency. From this action, Access Services was established and designated as the CTSA for Los Angeles County per California Government Code Article 7, Section 6680.

### Agency Structure and Functions

Access Services Incorporated (ASI) was established in 1994 and was designated as the Consolidated Transportation Services Agency (CTSA) for Los Angeles County by LACMTA (Metro). ASI is a public non-profit corporation and as the CTSA, administers the Los Angeles County Coordinated Paratransit Plan on behalf of the County's 43 public bus and rail operators. ASI facilitates the provision of complementary ADA paratransit services under the name "Access Paratransit."

In its role as Access Paratransit, ASI enters into and administers federally funded regional contracts with independent private transit providers. The agency also leases vehicles to the regional providers at \$1 per month to help facilitate the provision of service under the contracts. In total, the Access Paratransit system provides more than 2.3 million rides per year to more than 74,000 qualified disabled riders in a service area of over 1,950 square miles. Access Services receives its funding from Proposition C sales tax, Federal 5310 grants, and fare box revenue.

As the designated CTSA in Los Angeles County, ASI is in charge of the development and implementation of regional coordination of social service transportation to seniors, persons with disabilities, youth, and the low-income populations.

ASI operates as the ADA provider offering complementary service to the fixed-route operations of LACMTA and local municipal operators. Its governing structure is separate from that of LACMTA but provides for the transit agency to appoint one of its Board members.

### Governing Structure

ASI is governed by a nine-member board of directors with one appointment by each of the following.

1. Los Angeles County Board of Supervisors
2. City Selection Committee's Corridor Transportation Representatives
3. Mayor of the City of Los Angeles
4. Los Angeles County municipal fixed-route operators
5. Los Angeles County local fixed-route operators
6. Los Angeles County Commission on Disabilities
7. Coalition of Los Angeles County Independent Living Centers
8. Los Angeles County Metropolitan Transportation Authority
9. Alternating appointment by the municipal and local fixed-route operators

### CTSA Operating Details

Access Services performs a variety of functions as the CTSA. In 2009, ASI will sponsor over a dozen workshops in conjunction with Caltrans, CalACT, the



National Transit Institute, and other organizations. These professional development opportunities are available to public and non-profit agencies providing specialized transportation in Los Angeles County and their employees/affiliates (private sector applicants). Most of these programs are low or no cost and are subsidized by Access Services CTSA program.

In addition to training and education, ASI provides brokerage services, technical assistance, joint procurement, and travel training under the auspices of the CTSA.

For FY 2009-2010, the CTSA portion of the ASI Budget is projected to be \$223,103, which represents 0.24% of the agency's total operating costs of \$92,350,473.

*Consolidated  
Transportation Services  
Agency of the Stanislaus  
Region*

**Consolidated Transportation Services Agency of the Stanislaus Region**

Organization Structure Summary

CTSA Designation: 2010  
Organization Type: 501(c)3 corporation  
Organizational Approach: Contract with Paratransit, Inc. to serve as CTSA

Approach to Formation

A comprehensive Stanislaus County Transit Needs Assessment was prepared in 2009. This study identified a number of transportation service gaps in the County and recommended formation of a CTSA to address the variety of identified needs. The Stanislaus County Council of Governments (StanCOG) sponsored the study and directed implementation. StanCOG chose to create a CTSA and prepared a Request for Proposals (RFP) defining the responsibilities of the CTSA and openly solicited proposals for this service. This is a unique approach to the selection of an agency to serve as a CTSA.

Proposals were received by two agencies to serve as the Stanislaus County CTSA. One was submitted by Catholic Charities of Stanislaus County. This local non-profit agency operated a small volunteer driver program in the county in addition to other human service functions. The other proposal to serve as the CTSA was submitted by Paratransit, Inc. of Sacramento. This large non-profit corporation (see case study above) already served as the CTSA in Sacramento County and had more than 30 years of experience as a CTSA operating agency. StanCOG chose to designate Paratransit Inc. as the CTSA for Stanislaus County. StanCOG entered into a three year contract with Paratransit with two option years. A separate Resolution was also adopted designating Paratransit as the CTSA for Stanislaus County.

### Stanislaus Governing Structure

Paratransit Inc. is a Sacramento based corporation that does business throughout California and a number of other States. It has served as the CTSA in Sacramento County since 1981. Technically, the Stanislaus CTSA is governed by the Board of Directors of Paratransit, Inc.

To ensure local participation in governance, an advisory committee to StanCOG was established specifically to oversee the CTSA. This Mobility Advisory Committee (MAC) meets on a periodic basis to review operations and outcomes of the CTSA.

### CTSA Operating Details

The Stanislaus CTSA has no dedicated funding source. Instead, the CTSA claims TDA funds under Article 4.5 as provided for in the law. The amount of funding that is claimed each year is negotiated among the transit operators and through a review of program objectives with StanCOG. The expectation of the CTSA as it was formed was that it would use the local TDA allocation to leverage federal funds to operate agency programs. Within the first year of existence, the CTSA successfully sought Federal JARC and New Freedom funds to support operations. Because of the 80% federal share of these programs as mobility management projects, the CTSA was able to lever an initial \$100,000 TDA allocation into a \$400,000 budget in its first year. TDA allocations in subsequent years have increased along with additional successful grant applications.

The Needs Study that led to the formation of the CTSA established priority programs for implementation. These specifically included a volunteer driver program to provide door-through-door service beyond ADA requirements and a travel training program to operate for all 5 transit operators throughout the County. Both programs were created within the first year of operation. The CTSA presently has a full time staff of three. These employees of the CTSA perform travel training and manage an expanding volunteer program. In addition, the CTSA staff provides technical assistance to StanCOG and other County agencies regarding transportation issues and programs.



## Mendocino Transit Authority

### Organization Structure Summary

CTSA Designation: 1981

Organization Type: Joint Powers Authority: Transit Authority

Board Structure: 7 member board of directors as set forth in the JPA

The Mendocino Transit Authority (MTA) is a Joint Powers Agency created in 1975 to provide transportation services within Mendocino County. The agency was designated as the CTSA for Mendocino County in 1981 by the Mendocino Council of Governments (MCOG).

The designation was accomplished through the use of a Minute Order by the COG and has been in effect since 1981. MTA has not had to re-apply in order to maintain its status as CTSA.

### Mendocino Transit Authority Governing Structure

The MTA Board has seven appointed members.

- 3 appointed by the County Board of Supervisors
- 1 appointed by the City of Ukiah
- 1 appointed by the City of Point Arena
- 1 appointed by the City of Willits
- 1 appointed by the City of Fort Bragg

Membership on the JPA does not require a board member to be an elected official. Currently, about half of the membership consists of elected officials.

### CTSA Operating Details

The Mendocino Transit Authority has substantially enhanced its efforts to provide a range of mobility management services in recent years. The hiring of a Mobility Management Coordinator was a major step in this development for the Authority.

**WEST CONTRA COSTA TRANSPORTATION ADVISORY COMMITTEE**

**RESOLUTION 2014-05**

**SUPPORT FOR THE STUDY OF HIGH OCCUPANCY TRANSIT OPTIONS  
IN THE I-80 CORRIDOR WITHIN WEST CONTRA COSTA COUNTY**

**WHEREAS**, the I-80 freeway segment from the Carquinez Bridge to the Bay Bridge is the most congested freeway corridor in the region; and

**WHEREAS**, the congestion in the corridor impedes the flow of people and goods within and through the corridor; and

**WHEREAS**, access to a high capacity, fast and convenient transit network would move people through the corridor and reduce future congestion; and

**WHEREAS**, enhanced transit would promote economic development along the corridor; and

**WHEREAS**, the residents in West County desire better access to transit options and to the regional transportation network; and

**WHEREAS**, enhanced transit would help to protect the environment and to meet state and regional air quality and sustainability goals; and

**WHEREAS**, enhanced transit would promote the development of transit-oriented development; and

**WHEREAS**, the use of transit is improved by convenient multi-modal access to stations and other facilities, including bicycle and pedestrian improvements;

**NOW THEREFORE, BE IT RESOLVED**, that the West County Transportation Advisory Committee (WCCTAC) supports the study of high occupancy transit options in the I-80 corridor within West Contra Costa, including a possible rail extension, bus rapid transit or other options necessary to improve the flow of people and goods within and through the corridor, to spur economic development and transit-oriented development, and to improve the quality of life for its residents.

The foregoing Resolution was adopted by the WCCTAC Board at a regular meeting on January 31, 2014 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

By: \_\_\_\_\_  
Janet Abelson, Chair

Attest:

\_\_\_\_\_  
John Nemeth, Executive Director

Approved as to Form:

\_\_\_\_\_  
Benjamin T. Reyes II, General Counsel





**TO:** WCCTAC TAC

**DATE:** February 13, 2014

**FR:** Danelle Carey, WCCTAC TDM Program Manager

**RE:** TDM Activity Plan for West County FY 2015-16

**Background:**

The goal of the 511 Contra Costa program is to provide effective programs that produce measurable results in the reduction of the number of vehicle miles traveled (VMT) and reduced greenhouse gas emissions (GHG) by encouraging alternatives to solo driving, such as carpool, vanpool, public transportation, biking, telecommute, walking and alternative work schedule programs. 511 Contra Costa also provides technical assistance, incentives, and information to employers, cities and school districts in their efforts to reduce congestion and GHG emissions. The 511 Contra Costa program is a collaborative effort among the RTPCs, with each RTPC managing their own sub-regional programs plus one countywide program.

Funding for 511 Contra Costa comes from TFCA, Measure J, and a small amount of Federal Congestion Mitigation and Air Quality (CMAQ). TFCA funds come from a vehicle registration fee in the Bay Area, enacted in 1991 and amended in 1995, to fund programs and projects demonstrated to reduce motor vehicle emissions.

The 511 Contra Costa program elements have been developed to fulfill transportation demand management (TDM) requirements that are described in each of the sub regional Action Plans included as part of the Countywide Growth Management Program. These elements not only fulfill the TSM/TDM requirements of the biennial conditions of compliance checklist, but also provide quantifiable GHG emissions reductions which can be included in Municipal and Community Climate Action Plans.

**Discussion:**

WCCTAC manages through 511 Contra Costa several programs and projects aimed at reducing congestion and motor vehicle emissions by reducing solo driving. A large portion of 511 Contra Costa is funded with the Bay Area Air Quality Management District's (Air District's) Transportation for Clean Air (TFCA) program, via CCTA as the designated TFCA program manager for Contra Costa. CCTA will provide allocation numbers in the next few months; I would like to take this opportunity to review with the TAC the proposed programs for FY 2015-16 include the following: West County Commute Incentive Program, West County Employer Outreach Program, and Countywide Guaranteed Ride Home Program. The proposed program of projects will be forwarded to the WCCTAC Board and then submitted to CCTA for inclusion in their June submittal to the Air District of Contra Costa's TFCA expenditure plan.

**Fiscal Impact:**

Contra Costa Transportation Authority (CCTA) will provide allocation of funding in the next few months. That information will be updated to the TAC at a future meeting.

**Recommendation:**

1. Review TDM Activity Plan and provide feedback.
2. Forward a recommendation to the WCCTAC Board to approve the TDM Activity Plan for West County for Fiscal Year 2015-16 as described in Attachment A.

Attachment:

- A. TDM Projects for Fiscal Year 2015-16.

## WCCTAC/511 Contra Costa

### Proposed TDM Project Descriptions (FY 15-16)

#### **511 Contra Costa Program**

511 Contra Costa is a countywide program aimed at reducing the number of vehicle miles traveled (VMT) and reducing greenhouse gas emissions (GHG) by providing technical assistance, incentives and information to motorists driving to, through and within Contra Costa. The 511 Contra Costa program is administered by the WCCTAC TDM Program Staff in coordination with the SWAT and TRANSPAC/TRANSPLAN programs, each region implements countywide as well as local programs. The WCCTAC TDM programs include:

#### **(1) West Contra Costa Commute Incentive Program**

The West Contra Costa Commute Incentive Program is managed by WCCTAC and promotes the use of commute alternatives to residents, commuters and college students who drive alone in the West Contra Costa region. The program elements include:

##### **Residential**

- Promotion to residents in West Contra Costa: In coordination with the local transit agencies, the program provides information and incentives for transit and transportation services. Outreach through the 511 Contra Costa and 511.org websites will be used to inform West Contra Costa commuters of the services available.

Outreach will include targeted mailings, and notice of promotions through City and County residential outreach activities, movie theaters, radio, social media platforms, Chambers of Commerce shopping centers, post offices, libraries and other community locations and events.

##### **School Access Projects (K thru 12<sup>th</sup> Grade)**

- Student Travel Program: Staff will work with the West Contra Costa Unified and John Swett School Districts (as well as the local private and charter schools) to encourage congestion relief at schools by providing incentives to encourage parents to form or join carpools, reduce vehicle idle time and provide school-specific ridematching link for schools in the West Contra Costa region.

The program will provide incentives and information about local transit service to encourage transit use by students for trips to and from school and for after school programs.

- Safe Routes to School: Encourage schools and school districts to adopt safe travel habits while using transit, biking and walking to school. The 511 Contra Costa program will work in coordination with the Contra Costa County Safe Routes to School program to sponsor activities to encourage area students to utilize public transit, biking and walking.

## Community College Transit Pass Program

- Class Pass or College Transit Pass Program: Staff will continue to coordinate with the local Community College representatives and the local transit agencies to implement a program which encourages students to use a commute alternative to reach the Community College campus in West Contra Costa. The contribution of 511 Contra Costa will be incentive funds for programs.

## (2) West County Employer Outreach Program

MTC and the BAAQMD are currently in the process of updating the Employer Outreach activities under the guidance of SB 1339, a commuter benefit pilot program for the SF Bay Area which requires mandatory compliance by companies which employ 50 or more throughout the region. 511 Contra Costa will coordinate with MTC and the BAAQMD for a successful launch of the SB 1339 program and continue to provide employer-based trip reduction services for all worksites, including multi-tenant buildings, city and county facilities in the West Contra Costa region. Outreach to the worksites includes recruiting new employers, and supporting those already registered with the 511 Contra Costa Program. 511 Contra Costa will coordinate with the MTC Regional Bike and Rideshare organization (511 and 511.org) to provide direct website access for the worksite. All services are free of charge to the employer. The following is a list of services provided:

- Employer Service: Staff will work directly with employers to provide information about the Countywide 511 Contra Costa incentive programs as well as the Contra Costa Green Business Program, the BAAQMD annual Spare the Air and Don't Light Tonight campaigns, and Commuter Choice programs. In addition programs such as the Bicycle Collation Bike to Work Day and the MTC sponsored 511 Regional Rideshare activities will be promoted to businesses and West Contra Costa employment sites. The program will work with employers to plan and participate in on-site employee transportation events to provide the latest information about commute alternative and promotion activities. The program will provide assistance to businesses with new company move-in programs. Staff will assist with shuttle formation to the work site and provide individualized marketing support at the work site for a one-on-one approach to customized commute alternative trip planning to effect a change in travel behavior.
- Employee Transportation Survey: Assist with the drafting, implementing, data analysis and final report of the employee transportation survey (either hard copy or on-line).
- Promote the Use of Carshare Programs: Research and provide incentives to business sites to encourage participation in Car Sharing programs such as Zip Car, City Car Share and ZimRide.
- Work with Local and Regional Agencies/Groups: Work with the Chambers of Commerce, Kiwanis, Rotary, Neighborhood Initiative and Municipal Advisory Councils, West County Business Council, Economic Development and Planning Directors as well as other public and private entities to assist employers with any transportation-related needs and services. Consultation, support, and information will be provided.

- E-Mail Information Newsletter: Employers will be encouraged to opt-into the 511 Contra Costa email newsletter which provides information about the services and benefits of the Regional 511 and 511 Contra Costa programs.
- Bike to Work Day Employer Participation: Encourage employer participation and interest in Bike to Work Day activities. Support the efforts of the Bay Area agency in charge of the activity to promote events in May 2014.
- Bicycle Commute Incentive Program: Work with employers to set up a Bicycle Commuter Program which provides incentives to employees who use a bicycle for the main method of commuting to the workplace. If funding is available the program will explore methods to provide bike racks and lockers.
- Assistance to Employers for Work Site Shuttle Services: Staff will provide assistance to local business to review options for “First-Mile”/”Last-Mile” shuttle services to the work location.

### **(3) Countywide Guaranteed Ride Home Program**

The Countywide Guaranteed Ride Home (GRH) Program offers commuters who work in Contra Costa County and use a commute alternative (carpool, vanpool, bus, train, bicycling, or walking) assistance in the event of a personal emergency or illness, family emergency, carpool or vanpool vehicle breakdown, transit service disruption, or unscheduled overtime. The program provides reimbursement for taxi or rental car use in the event of an emergency.

The program elements include:

- Updated GRH Program Participant Access: The program has been updated to allow participants to “self-direct” their participation and receive reimbursement for the emergency trip. The GRH program along with all the other 511 Contra Costa incentive programs is available on the website at [www.511contracosta.org](http://www.511contracosta.org). For participants who do not have internet access, the program will provide brochures and individualized service.

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**TO:** WCCTAC TAC

**DATE:** February 13, 2014

**FR:** Danelle Carey, WCCTAC TDM Program Manager  
Linda Young, WCCTAC TDM Consultant

**RE:** Draft Model Transportation Systems (TDM) Management Ordinance/Resolution

The CCTA Countywide Transportation Plan is currently being updated and as a result, it is necessary to update the model TSM/TDM Ordinance. Local TSM/TDM ordinances have not been updated since 1997. It will be necessary for each jurisdiction to approve an updated TDM Ordinance in 2014 prior to adoption of the Countywide Transportation Plan. This is a requirement under Measure J in order for jurisdictions to continue to receive their annual Measure J half cent sales tax (transportation) return-to-source funding.

A copy of the Model Transportation Systems Management (TSM/TDM) Ordinance/Resolution is attached for your review and discussion at the WCCTAC TAC meeting on February 13, 2014.



## **APPENDIX G**

# **DRAFT MODEL TRANSPORTATION SYSTEMS MANAGEMENT ORDINANCE/RESOLUTION**

### **OVERVIEW**

The model Transportation Systems Management (TSM) ordinance/resolution contained in this appendix was adopted by the Contra Costa Transportation Authority (CCTA) in 2014 to provide local jurisdictions with an example of how both the Authority's policy requirements for TSM and recent changes in State and Regional legislation could be incorporated into an updated local ordinance. Transportation projects and programs must now also reduce greenhouse gas (GHG) emissions (SB 375). The original CCTA model TSM Ordinance was approved in 1995 and revised in 1997 to reflect legislative requirements at the time. All Contra Costa jurisdictions' TSM Ordinances/Resolutions were approved and revised subsequently.

Each jurisdiction must have an updated and approved TSM Ordinance or Resolution in order to comply with the CCTA Growth Management Program (GMP) requirements and Conditions of Compliance Checklist submittals. Jurisdictions must complete, and each City Council or Contra Costa Board of Supervisors must approve the CCTA Growth Management Program's biennial Conditions of Compliance Checklist. Upon submittal and CCTA approval of the Compliance Checklist, a jurisdiction is eligible to receive its share of Local Street

and Road Maintenance (LSM) funds. The LSM funding for each jurisdiction is based upon its percentage of the County's total population and total road miles.

The TSM Ordinance/Resolution is one section of CCTA's GMP Conditions of Compliance Checklist and is intended to provide actions to reduce vehicle trips, vehicle miles traveled and with more recent legislative requirements, GHG emissions.<sup>1</sup>

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<sup>1</sup> Legislative requirements include Measure J Growth Management Program TSM requirements which include an adopted TSM Ordinance/Resolution with biennial Conditions of Compliance Checklist; RTPC Action Plans; the Countywide Transportation Plan (CTP) elements including the Sustainability Action Plan; SB 1339 (Employer pre-tax benefit requirements); Congestion Management Program (CMP); AB 32 and SB 375; the CA Clean Air Act, etc.).

**REVISED MODEL TSM ORDINANCE/RESOLUTION**

for the Measure J Growth Management Program

[CITY/TOWN/COUNTY OF \_\_\_\_\_]

ORDINANCE NO. \_\_\_\_\_ AMENDING ORDINANCE NO. \_\_\_\_\_, AS AMENDED BY ORDINANCE NO. \_\_\_\_, REQUIRING TRANSPORTATION SYSTEMS MANAGEMENT

AN ORDINANCE/RESOLUTION TO UPDATE TRANSPORTATION SYSTEMS MANAGEMENT REQUIREMENTS WITH RESPECT TO THE ADOPTION OF NEW POLICIES, PURPOSES, GOALS AND OBJECTIVES FOR THE CITY/COUNTY TRANSPORTATION SYSTEMS MANAGEMENT PROGRAM

**WHEREAS**, pursuant to the requirements of Contra Costa Measure C on the 1988 General Ballot, each jurisdiction within Contra Costa County was required, as a condition of receiving Measure C Local Street Maintenance and Improvement funds from the one half cent sales tax imposed by Measure C, to adopt a Transportation Systems Management (“TSM”) Ordinance or other mitigations to promote carpools, vanpools, and park and ride lots; and

**WHEREAS**, pursuant to the Measure C Ordinance, the Contra Costa Transportation Authority (the “Authority”) drafted and adopted a model TSM Ordinance for use by local jurisdictions in developing local ordinances for adoption and implementation; and

**WHEREAS**, the model TSM Ordinance drafted by the Authority was adopted [with amendments] by (City/Town/County of \_\_\_\_\_) as Ordinance No. \_\_\_\_ on \_\_\_\_\_, 1995\_ (the “TSM Ordinance”); and

**WHEREAS** due to federal, state and local legislative requirements, the Authority’s revised model TSM ordinance was [modified and] adopted [with amendments] by (City/Town/County of \_\_\_\_\_) as Ordinance No. \_\_\_\_\_ on \_\_\_\_\_, 1997\_; and

**WHEREAS**, since the 2004 Measure J Growth Management Program (GMP) allows for either a TSM Ordinance or Resolution (formerly known as a TSM Ordinance or Resolution) and, that the GMP allows cities with a small

employment base to adopt alternative mitigation measures in lieu of a TSM Ordinance or Resolution;

**WHEREAS**, the City/County's TSM program implementation requirements within the Measure J Growth Management Program Conditions of Compliance checklist are primarily developed and administered through the Contra Costa Transportation Authority's RTPC TSM Programs; and

**WHEREAS**, all jurisdictions in California are now required to develop measures to achieve a reduction in VMT and GHG emissions through legislation under AB 32 and SB 375; and

**WHEREAS**, Vehicle Miles Traveled (VMT) and Greenhouse Gas (GHG) emissions reductions can be achieved and quantified on behalf of all Contra Costa jurisdictions through each Regional Transportation Planning Committee's (RTPC's) TSM Program <sup>2</sup>; and

**WHEREAS**, much traffic congestion and mobile source greenhouse gas emissions are generated from commute and school-based trips; and

**WHEREAS**, the RTPC TSM Programs support the City/County's efforts to reduce vehicle miles traveled and GHG emissions by way of programs which support Sustainable Action Plans, the CCTA Countywide Transportation Plan's Sustainable Action Plan, subregional RTPC Action Plans and other State and Regional requirements.

**NOW, THEREFORE, BE IT ORDAINED AS FOLLOWS:**

**SECTION 1. Findings.**

- A. Transportation Systems Management has the potential to reduce vehicle trips and vehicle emissions very cost-effectively without major roadway improvements and to maximize the efficiency of the roadway system;

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<sup>2</sup> Using the Bay Area Air Quality Management District's (BAAQMD) adopted methodology, the program has achieved cost effectiveness ratings by the BAAQMD since the program's inception in 1992.

- B. For many years prior to the passage of Measure C in 1988, local jurisdictions developed and implemented a variety of TSM projects and programs and integrated TSM elements into land use policy;
- C. Since 1992, CCTA has allocated Measure C, Measure J funds and Transportation Fund for Clean Air ("TFCA") funds to four RTPC TSM programs for the implementation of Measure C, Measure J and Clean Air Plan goals;
- D. Since 2004 the Metropolitan Transportation Commission has delegated responsibilities to the RTPC TSM Programs to implement employer-based trip reduction programs;
- E. In 2004, Contra Costa voters reauthorized the half-cent transportation sales tax with the passage of Measure J with Line 17 Commute Alternatives in the Countywide Expenditure Plan, which continues RTPC TSM Program implementation of Commute Alternative programs on behalf of Contra Costa jurisdictions which reduce vehicle miles traveled and greenhouse gas emissions;
- F. The Countywide Comprehensive Transportation Plan incorporates each Regional Committee's Action Plan for Routes of Regional Significance, which support specific TSM goals, objectives and actions;
- G. Over the past twenty years, the RTPC TSM programs have been successful in reducing vehicle trips and emissions at the employment sites specified in the TSM Ordinance, as well as in schools and through community outreach where programs have been implemented;
- H. Since the adoption of the TSM Ordinance, TSM efforts have been expanded to include all aspects of the transportation system including: employer-based commute programs, trip reduction incentive programs, encouragement of transit ridership, enhancement of bicycle infrastructure, incorporation of new technologies into the system, promotion of clean fuel vehicle utilization, school-based trip reduction, community outreach, and the integration of TSM elements into land use policy and related enhancements;
- I. In adopting this Ordinance/Resolution No. \_\_\_\_\_, cooperation and coordination with local jurisdictions and RTPC TSM programs are acknowledged as having the potential to enhance the efficiency and cost-

effectiveness of these efforts; accordingly the Contra Costa County Board of Supervisors/City Council directs the RTPC TSM to take steps to implement TSM in accordance with the policies, goals and objectives set forth herein.

**Section 2. Repeal of TSM Ordinance/Resolution.**

The TSM Ordinance/Resolution (No. \_\_\_\_\_) is hereby repealed.

**Section 3. Adoption of a new TSM Ordinance/Resolution.**

**Section 3\_ is added to read in full as follows:**

**Goals and Objectives**

The goal of the TSM Ordinance/Resolution as amended is to ensure the continuation of a proactive TSM program effort aimed at reducing vehicle trips, vehicle miles, vehicle emissions and traffic congestion in the most efficient and cost effective manner.

The objective of this section is to establish the following policies:

To participate, in conjunction with local jurisdictions and its RTPC, through the local RTPC TSM Program, in a proactive effort to support and develop projects and programs which will support Measure J TSM goals as described in the RTPC Action Plan, the Countywide Comprehensive Transportation Plan, the Measure J Strategic Plan, the Congestion Management Plan, Sustainable Community Strategies, Sustainable Action Plans, and/or the Bay Area Clean Air Plan.

The following purposes, goals and objectives are adopted in order to assist the City/County and its designee to continue implementation of the TSM Ordinance/Resolution and programs:

- A. To incorporate TSM elements into local Sustainability Action Plans, the Countywide Transportation Plan's Sustainability Action Plan, Sustainable Community Strategies (AB 32 and SB 375), RTPC Action Plans, and other trip reduction/emissions reduction efforts,
- B. To promote maximum efficiency in the existing transportation system and to further the transportation trip reduction and emission reduction goals of the aforementioned state, regional and subregional plans;

- (a) Promoting and encouraging the use of transit, ridesharing, bicycling, walking, flexible work hours, telecommuting and other options as alternatives to solo driving to reduce VMT and GHG emissions;
  - (b) Incorporating TSM elements into the land use review and planning process;
  - (c) Developing proactive programs and/or projects either alone or in conjunction with other jurisdictions, transit operators, the private sector, or with the local jurisdiction's regional transportation planning committee, aimed at achieving these goals;
  - (d) Considering the incorporation of appropriate technology designed to reduce emissions, promote trip generation alternatives, and related technology into the transportation system;
  - (f) Encouraging and supporting zero-emission technology use and availability to the public;
- C. To reflect an ongoing commitment to expand TSM activities in order to achieve traffic congestion management and air quality goals.
- D. To comply with applicable regional, state and federal trip reduction, clean air, or TSM-related legislation as well as with Measure J Growth Management Program requirements pertaining to TSM.
- (a) Developing, implementing and monitoring an employer-based trip reduction program which will:
    - (i) Ensure compliance with legislation and assist employers by providing commute information and commute benefit assistance for employees (e.g. pre-tax benefits, parking cash-out and other programs);
    - (ii) Provide survey distribution and analysis of employment sites and report on trip reduction and emission reduction outcomes and strategies;
    - (iii) Provide commute alternative assistance, worksite relocation commute services, and trip reduction incentive programs to employers;



(iv) Encourage employers to promote local and regional events/campaigns to increase trip reduction and GHG emission reductions;

(b) Providing implementation measures and support through the TSM programs which enhance options to the single occupant vehicle to the community at-large and through school or student-based programs;

(c) Providing trip reduction and emissions reduction data to the City/County for inclusion in Sustainable Action Plans, RTPC Action Plans, and the TSM section of the GMP Conditions of Compliance Checklists, to assist in meeting trip reduction and GHG reduction goals and objectives.

E. To incorporate these TSM elements into the City/County land use review and planning process.

THIS ORDINANCE/RESOLUTION SHALL BE ADOPTED BY APPROVAL OF [A MAJORITY OF THE MEMBERS OF] THE BOARD/COUNCIL AT A DULY AND LAWFULLY NOTICED MEETING OF SUCH BODY AND SHALL BECOME EFFECTIVE IN ACCORDANCE WITH APPLICABLE REQUIREMENTS OF LAW AS TO ITS ENACTMENT.

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