



# Meeting Notice

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• [www.AlamedaCTC.org](http://www.AlamedaCTC.org)

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## Joint Paratransit Advisory and Planning Committee & Paratransit Technical Advisory Committee

**Monday, June 26, 2017, 2:15 p.m.**

**1111 Broadway, Suite 800, Oakland, CA 94607**

### Mission Statement

The mission of the Alameda County Transportation Commission (Alameda CTC) is to plan, fund, and deliver transportation programs and projects that expand access and improve mobility to foster a vibrant and livable Alameda County.

### Public Comments

Public comments are limited to 3 minutes. Items not on the agenda are covered during the Public Comment section of the meeting, and items specific to an agenda item are covered during that agenda item discussion. If you wish to make a comment, fill out a speaker card, hand it to the clerk of the Commission, and wait until the chair calls your name. When you are summoned, come to the microphone and give your name and comment.

### Recording of Public Meetings

The executive director or designee may designate one or more locations from which members of the public may broadcast, photograph, video record, or tape record open and public meetings without causing a distraction. If the Commission or any committee reasonably finds that noise, illumination, or obstruction of view related to these activities would persistently disrupt the proceedings, these activities must be discontinued or restricted as determined by the Commission or such committee (CA Government Code Sections 54953.5-54953.6).

### Reminder

Please turn off your cell phones during the meeting. Please do not wear scented products so individuals with environmental sensitivities may attend the meeting.

### Glossary of Acronyms

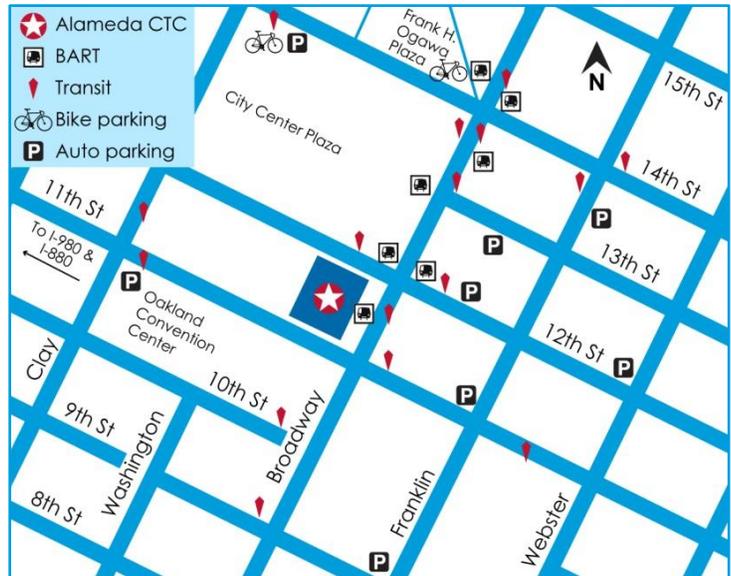
A glossary that includes frequently used acronyms is available on the Alameda CTC website at [www.AlamedaCTC.org/app\\_pages/view/8081](http://www.AlamedaCTC.org/app_pages/view/8081).

## Location Map

### Alameda CTC

1111 Broadway, Suite 800  
Oakland, CA 94607

Alameda CTC is accessible by multiple transportation modes. The office is conveniently located near the 12th Street/City Center BART station and many AC Transit bus lines. Bicycle parking is available on the street and in the BART station as well as in electronic lockers at 14th Street and Broadway near Frank Ogawa Plaza (requires purchase of key card from bikelink.org).



Garage parking is located beneath City Center, accessible via entrances on 14th Street between 1300 Clay Street and 505 14th Street buildings, or via 11th Street just past Clay Street. To plan your trip to Alameda CTC visit [www.511.org](http://www.511.org).

## Accessibility

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## Meeting Schedule

The Alameda CTC meeting calendar lists all public meetings and is available at [www.AlamedaCTC.org/events/upcoming/now](http://www.AlamedaCTC.org/events/upcoming/now).

## Paperless Policy

On March 28, 2013, the Alameda CTC Commission approved the implementation of paperless meeting packet distribution. Hard copies are available by request only. Agendas and all accompanying staff reports are available electronically on the Alameda CTC website at [www.AlamedaCTC.org/events/month/now](http://www.AlamedaCTC.org/events/month/now).

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Joint Paratransit Advisory and Planning Committee  
 and Paratransit Technical Advisory Committee  
 Meeting Agenda  
 Monday, June 26, 2017, 2:15 p.m.

1111 Broadway, Suite 800, Oakland, CA 94607 • 510.208.7400 • www.AlamedaCTC.org

**Facilitator:** Naomi Armenta  
**Staff Liaison:** Krystle Pasco,  
 Cathleen Sullivan  
**Public Meeting Coordinator:**  
 Angie Ayers

2:15 – 2:20 p.m. Staff	<b>1. Roll Call and Introductions</b>		
2:20 – 2:25 p.m. Public	<b>2. Public Comment</b>	<b>Page</b>	<b>A/I</b>
2:25 – 3:20 p.m. Staff	<b>3. Countywide Needs Assessment Presentation and Implementation Discussion</b>	1	
3:20 – 3:25 p.m. Committee Members	<b>4. Member Reports</b>		
3:25 – 3:30 p.m. Staff	<b>5. Staff Reports</b>		
3:30 p.m.	<b>6. Adjournment</b>		

**Next ParaTAC Meeting:** September 12, 2017

**Next PAPCO Meeting:** September 25, 2017

**Next Joint PAPCO and ParaTAC Meeting:** October 23, 2017

All items on the agenda are subject to action and/or change by the Committees.

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**DATE:** June 8, 2017

**SUBJECT:** Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County

**RECOMMENDATION:** Receive a presentation on the Countywide Paratransit Needs Assessment and provide input on future implementation

## Summary

On June 26, 2017 the Paratransit Advisory and Planning Committee (PAPCO) and the Paratransit Technical Advisory Committee (ParaTAC) will receive a presentation on the findings of the Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County. Committee members and interested members of the public will have an opportunity to discuss the identified needs, strategies identified to address the needs, and implementation of these strategies.

## Background

The Alameda CTC has completed a number of planning efforts and data analyses over the years related to the transportation programs for seniors and people with disabilities that are funded through Measure B. Alameda CTC has also conducted a great deal of outreach with the advisory committees including meetings, events, and workshops. With the passage of Measure BB and corresponding increase of funding, Alameda CTC determined it was time to complete a full Needs Assessment of the mobility needs of seniors and people with disabilities in the County to provide further context and inform Alameda CTC and

its partners as to the best allocations of future funding. In 2016, Alameda CTC contracted with Nelson\Nygaard to complete the Needs Assessment.

Outreach and analysis for the Needs Assessment was conducted in fall and winter 2016-2017. The report was finalized in Spring 2017 with further input from staff, PAPCO and ParaTAC, and Alameda County transit agencies.

The study is approximately 100 pages, including an introduction to the study and methodology, a demographic profile, an inventory of existing services, and identification of needs, gaps and strategies. In addition, there are several appendices which include more detailed demographic data and sources.

Some key findings in the study include:

- Seniors made up 10% of the population in 2000 and reached 12% by 2014, just below average for the nine-county Bay Area region. More than one in five Alameda County residents is expected to be 65 or older by 2040. Nine percent of the total population in Alameda County is disabled, which is similar to the region as a whole.
- Alameda County has a diversity of urban, suburban, and rural communities. Differences in population density, vehicle access, and proximity to transit play a pivotal role in determining mobility options and how best to serve seniors and disabled residents.
- One in five Alameda County residents live in poverty. Poverty among seniors in Alameda County is on-par with that of the general population. More urban parts of the county have higher poverty rates, while more suburban areas have lower poverty rates.
- Alameda County has a wide range of existing transportation resources for seniors and people with disabilities including fixed-route transit, ADA-mandated paratransit, city-based paratransit services, community-based shuttles, private transportation,

subsidized fare programs/voucher programs, volunteer driver programs, mobility management services, information & referral, and travel training.

- ADA-mandated paratransit and subsidized taxi are the only programs available in every jurisdiction in Alameda County.
- Evidence suggests that nearly half of ADA-mandated paratransit and city-based paratransit trips are made for medical appointments.
- Due to increasing population, providers anticipate increased demand for rides. However, a look at ridership volumes do not show a clear upward trend. Anecdotal communications from ADA-mandated providers indicate trip demand may be rising more recently.
- There is a significant differential in the costs of the different types of services due to the types of trips they serve. Programs that serve longer trips, accommodate all trip needs, and serve both seniors and people with disabilities tend to be more costly than those that serve shorter trips for ambulatory passengers only. Both types of services are important for serving the full range of needs of the senior and disabled population.

Needs were identified in the following broad categories – fixed-route transit service, ADA-mandated paratransit service, need for door-through-door service and other high need trips, lack of affordability, need for same day service, medical trips, and access to information.

Strategies were proposed to address the needs identified. These strategies could potentially be implemented by Alameda CTC, cities and other jurisdictions, transit agencies, and/or non-profit organizations. Implementation of strategies will be a primary focus of the discussion at the Joint PAPCO and ParaTAC meeting on Monday, June 26, 2017.

**Fiscal Impact:** There is no fiscal impact.

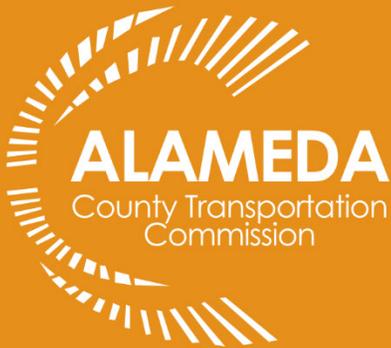
## **Attachment**

A. Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County – June 2017

## **Staff Contacts**

[Cathleen Sullivan](#), Principal Planner

[Krystle Pasco](#), Assistant Program Analyst



# Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County



June 2017

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## Executive Summary

The Alameda County Transportation Commission (Alameda CTC) has a strong commitment to transportation for seniors and people with disabilities. Alameda CTC funds a wide variety of programs, interacts with the community through advisory committees and outreach, and collects reporting data on services funded by local transportation sales tax measures. In 2016 Alameda CTC contracted with Nelson\Nygaard Consulting Associates to complete this Needs Assessment to collect input from County stakeholders, analyze current data and demographics, and assess the latest industry trends to inform program priorities.



Images from Nelson\Nygaard

## Background

The Alameda County Transportation Program for Seniors and People with Disabilities (a.k.a. the Paratransit Program) is funded by Alameda County's transportation sales tax dollars: 10.45% of Measure B and 10% of Measure BB, authorized by voters in 2000 and 2014 respectively. Together Measures B and BB generate approximately \$20 million per year for transportation for seniors and people with disabilities. The Paratransit Advisory and Planning Committee (PAPCO), consisting of representatives of the senior and disability community, provides input on funding, planning, and coordination issues regarding transportation services for seniors and persons with disabilities in Alameda County. In addition, the Paratransit Technical Advisory Committee (ParaTAC), composed primarily of city and ADA-mandated paratransit agency staff, advises PAPCO and Alameda CTC on matters related to these services.

The primary recipients of Paratransit Program funding are city-based programs operated by jurisdictions and Americans with Disabilities Act (ADA) mandated services operated by transit agencies. All fixed-route transit providers are legally required to provide complementary paratransit for people who, due to their disability, are unable to ride regular buses and trains, some or all of the time. Per the FTA "each public entity operating a fixed route system shall provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed route system." "Direct Local Distribution" (DLD) funds are allocated according to funding formulas

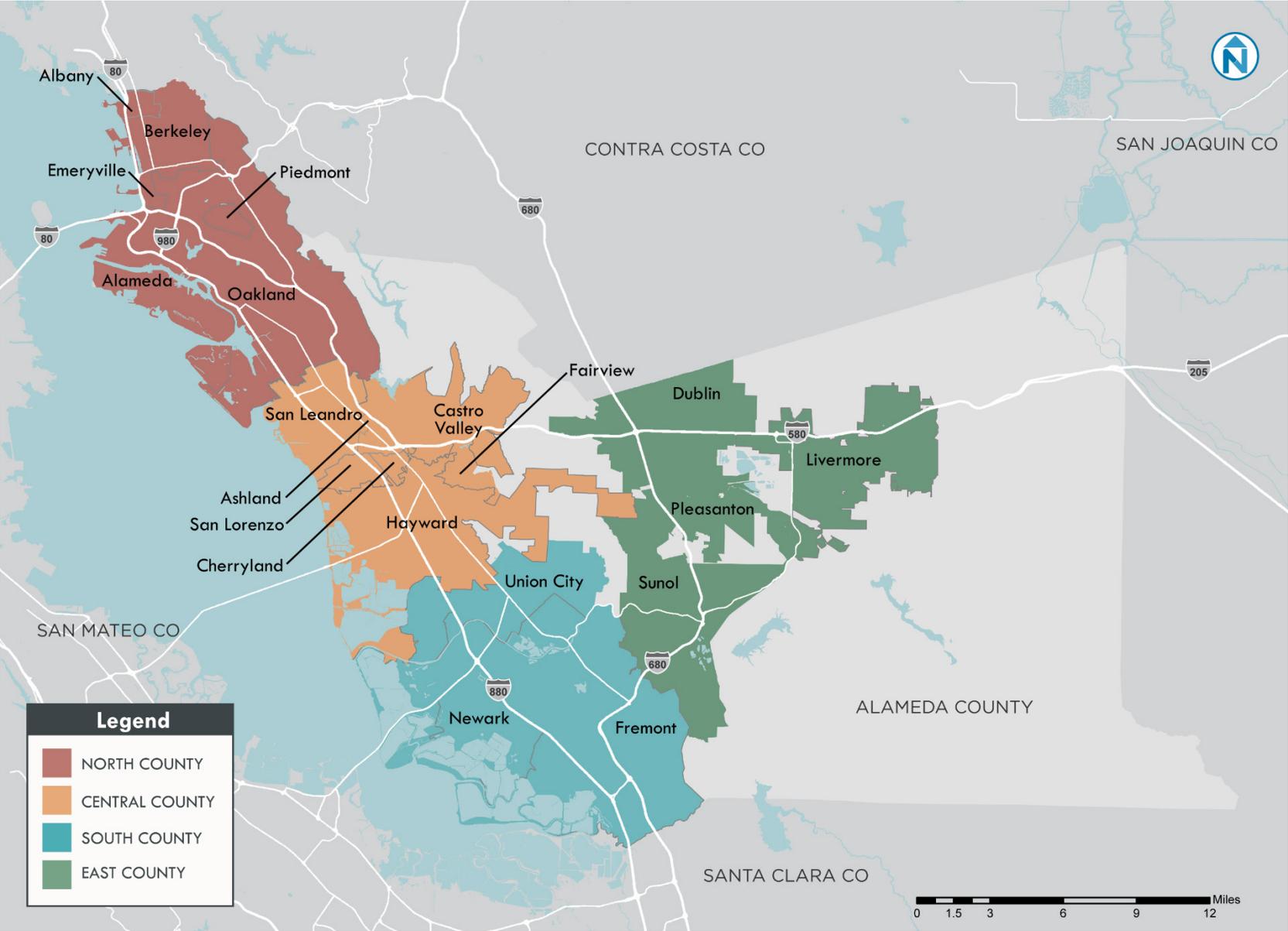
determined by the voter-approved Measure B and BB Transportation Expenditure Plans (TEPs) and input from PAPCO. The TEPs allocate funding by planning area (Figures ES-1 and ES-2) and PAPCO's formula allocates funding within planning areas. The TEPs also include funding for a discretionary grant program; these funds are allocated based on recommendation by PAPCO to DLD recipients and/or non-profit community-based organizations.

**Figure ES-1 Alameda County Planning Areas**

Planning Area	Cities and unincorporated areas
North County	Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont
Central County	Castro Valley, Hayward, San Leandro, and the adjacent unincorporated areas
East County	Dublin, Livermore, Pleasanton, and the adjacent unincorporated areas
South County	Fremont, Newark, and Union City

Throughout the life of Measure B and BB, the Alameda CTC has worked diligently with the transit agencies, cities, PAPCO, ParaTAC, non-profit partners, and other organizations to effectively utilize these taxpayer funds. In addition to regular reporting and a rigorous annual review of program plans from fund recipients, the Alameda CTC has also led several efforts to strategically evaluate the programs provided and identify unmet needs. In addition, throughout the history of the program, the Alameda CTC has engaged in robust outreach efforts, conducted research, and hosted strategic Mobility Workshops to explore trends in the industry and stay abreast of changing conditions at the county, regional, state, and national levels. Through this work, Alameda CTC has sought to address any identified trends and themes that have emerged and provide guidance to city-based and ADA-mandated programs.

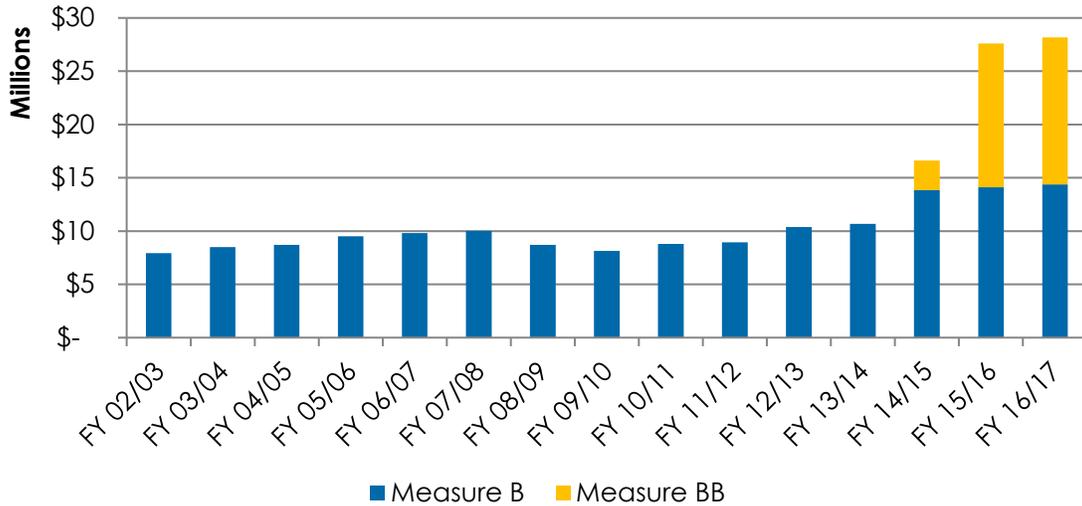
Figure ES-2 Alameda County Planning Areas Map



## Current Needs Assessment

With the passage of Measure BB, the funding available for transportation services for seniors and people with disabilities in Alameda County nearly doubled (Figure ES-3).

**Figure ES-3 DLD Annual Revenue Trends**



Since prior needs assessment efforts, the transportation landscape has changed rapidly. Use of transportation network companies like Uber and Lyft is steadily increasing and the news media frequently reports on autonomous vehicles. At the same time, the advent of new mobility services has reduced the availability of taxis, which many Alameda County programs have relied upon to provide reliable, low-cost, same-day transportation services. In addition, the senior population is growing, and we have better data than ever before about incidence of disability in Alameda County through the American Community Survey (ACS).

For all of these reasons, the Alameda CTC has conducted an assessment of the mobility needs of seniors and people with disabilities in Alameda County in order to provide an up-to-date understanding of where we are today, recent trends, and future projections to inform planning efforts and funding decisions.

## Methodology Overview

A variety of methodologies were utilized to prepare this report. They included:

- Outreach
  - Stakeholder interviews
  - Attendance at scheduled meetings and events
  - Special meetings
  - Focus groups
  - Email and phone input from stakeholders
- Analysis of demographics
- Review of other organizations' assessments and plans

Key stakeholders were identified early in the process to provide input and expertise. Attendance at meetings and focus groups demonstrated that stakeholder interest was very high.

Stakeholders included:

- Alameda CTC-funded providers
- Consumers
- Non-profit organizations that provide transportation to seniors and people with disabilities
- Non-profit organizations that serve seniors and people with disabilities but do not provide transportation
- Community-based organizations that focus on populations of limited English proficiency
- Government agencies and private entities (i.e. hospitals) that administer support programs for seniors and people with disabilities
- Human service agencies that fund and/or support access for transportation services
- Private transportation brokers, taxi services, etc.
- Transportation network companies
- Advocacy organizations that work on behalf of the target populations



East County stakeholders at Alameda CTC Workshop at Ed Roberts Campus.

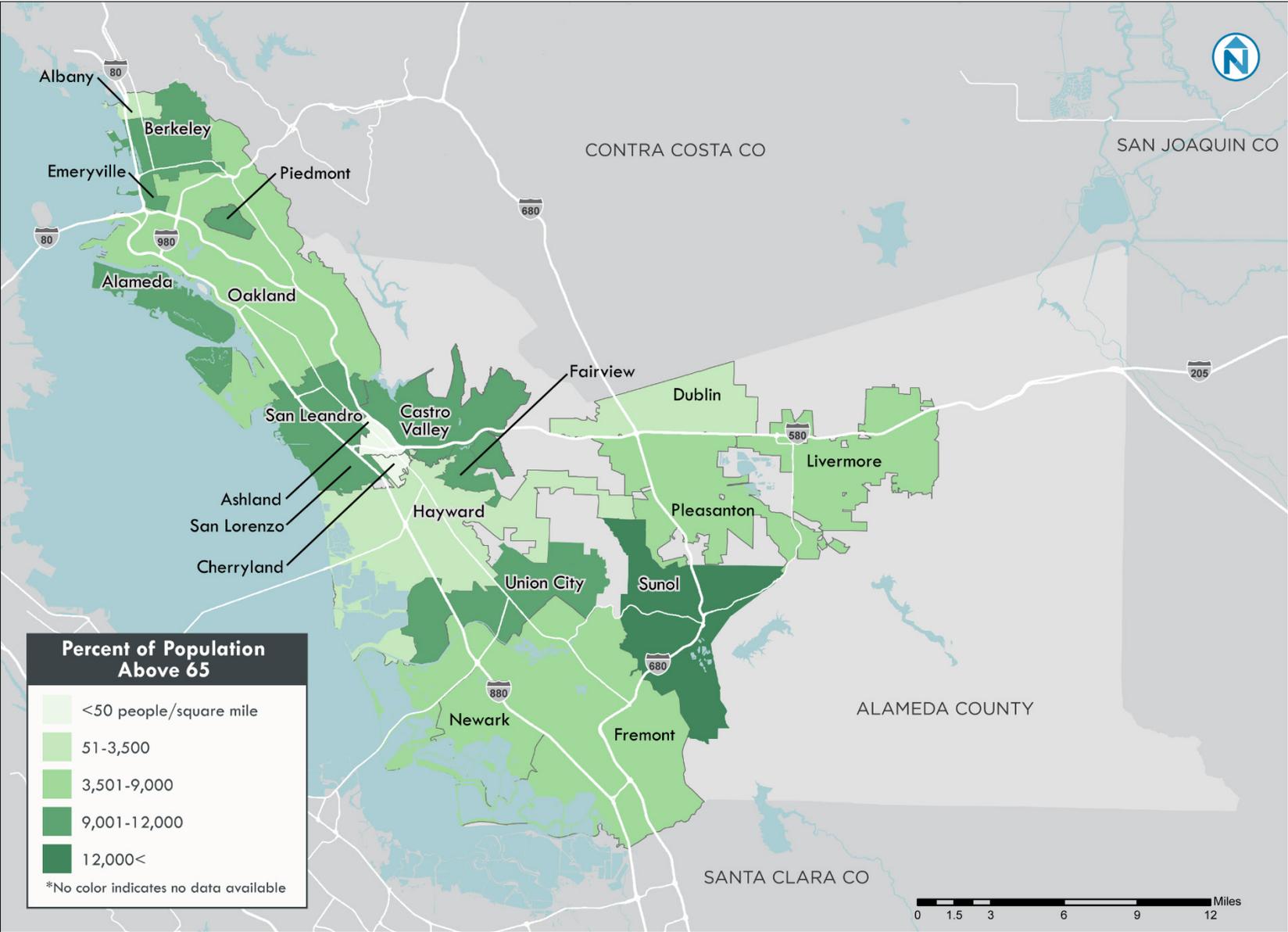
Image from Nelson\Nygaard

## Demographic Profile

Detailed demographic analysis was conducted to understand major trends across the county. The analysis helps staff forecast demand for mobility services for seniors and people with disabilities and understand the type and location of service needs in the future. Some key findings of the demographic analysis include:

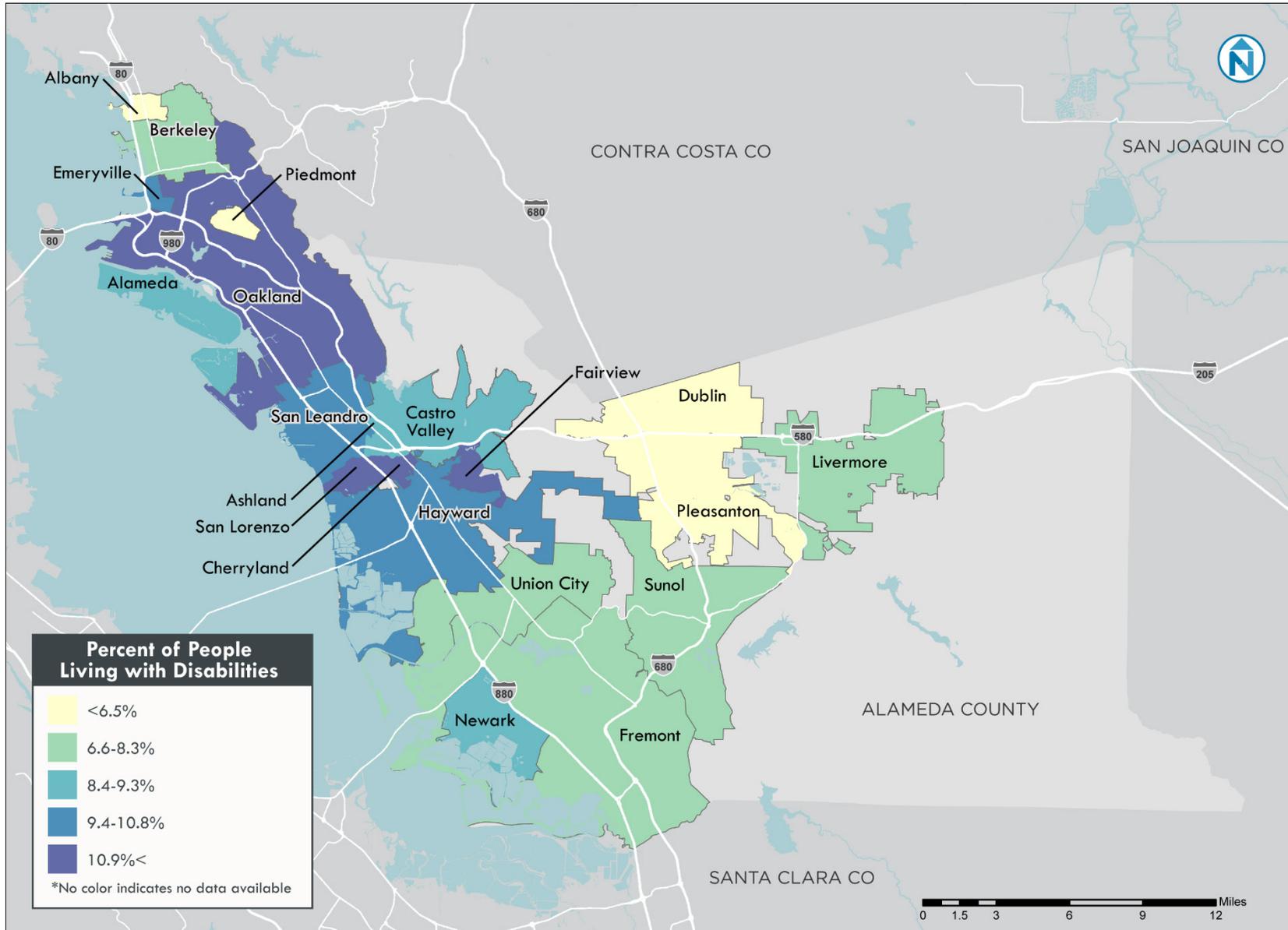
- The number of seniors in Alameda County is on the rise. Seniors made up 10% of the population in 2000 and reached 12% by 2014, just below average for the nine-county Bay Area region. More than one in five Alameda County residents is expected to be 65 or older by 2040. The percentage of seniors in each Alameda County jurisdiction ranges from 9-15% (Figure ES-4)
- Nine percent of the total population in Alameda County is disabled, which is similar to the region as a whole. The disabled population in both the county and the region remained relatively constant between 2010 and 2014. The percentage of people with a disability in each Alameda County jurisdiction ranges from 5-12% (Figure ES-5) and a high portion of seniors also have a disability, 40- 50% in some jurisdictions (Figure ES-6).
- Alameda County has a diversity of urban, suburban, and rural communities. Differences in population density, vehicle access, and proximity to transit play a pivotal role in determining mobility options and how best to serve seniors and disabled residents.
- One in five Alameda County residents live in poverty, higher than any other Bay Area county except Solano County which also has a 20% poverty rate. Poverty among seniors in Alameda County is on-par with that of the general population. More urban parts of the county have higher poverty rates, while more suburban areas have lower poverty rates (Figure ES-7).

Figure ES-4 Distribution of Seniors in Alameda County (2014)



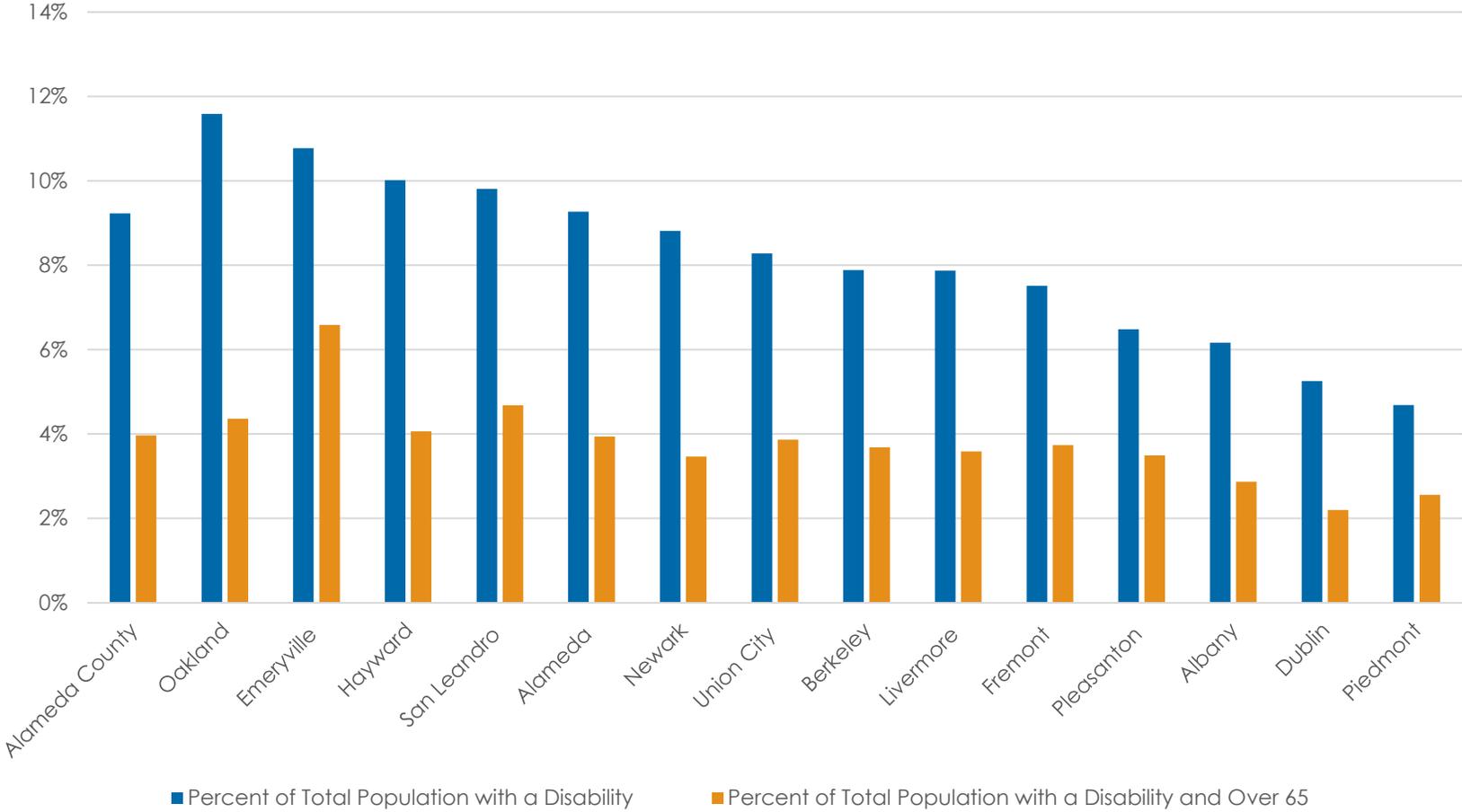
Source: American Community Survey 5-Year Estimates, 2010-2014

Figure ES-5 Distribution of People with Disabilities in Alameda County (2014)



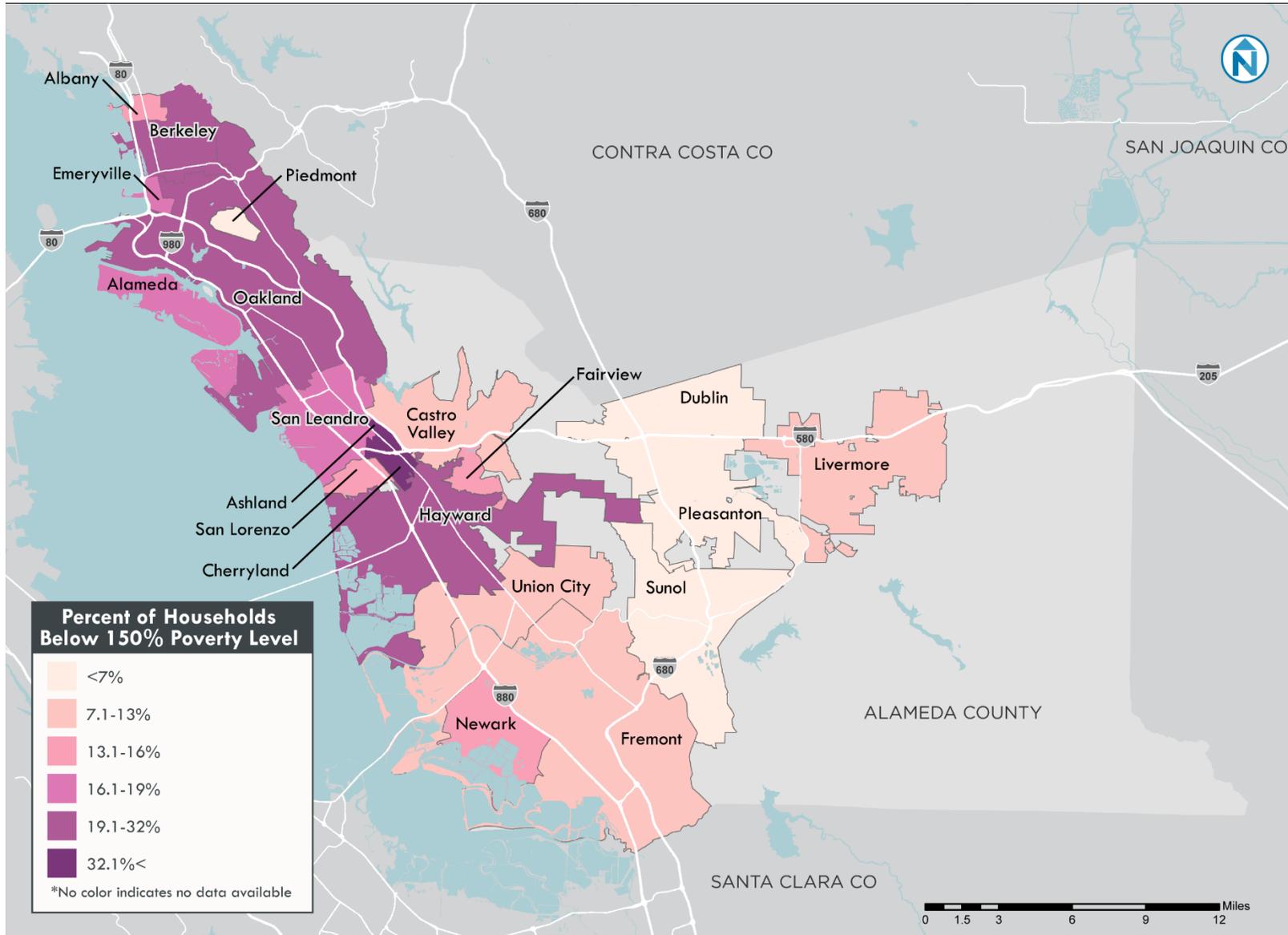
Source: American Community Survey 5-Year Estimates, 2010-2014

Figure ES-6 Total Population with a Disability and Seniors with a Disability by City (2014)



Source: American Community Survey 5-Year Estimates 2010-2014

Figure ES-7 Distribution of Poverty Among Seniors in Alameda County (2014)



Source: American Community Survey 5-Year Estimates, 2010-2014

## Existing Services

Transportation resources for seniors and people with disabilities in Alameda County currently include:

- Fixed-Route Transit / ADA-mandated paratransit
- City-Based Paratransit Services
- Alameda CTC Countywide Programs – Hospital Discharge Transportation Service and Wheelchair Scooter Breakdown Transportation Service
- Community-Based Shuttles
  - Services Provided by Jurisdictions
  - Services Provided in Relation to Healthcare/Social Services
  - Services Provided by Non-Profit Organizations
- Private Transportation
- Subsidized Fare Programs/Voucher Programs
- Volunteer Driver Programs
- Mobility Management Services, including:
  - Information & Referral
  - Travel training

Figure ES-8 ADA-Mandated Paratransit and City-Based Programs in Alameda County

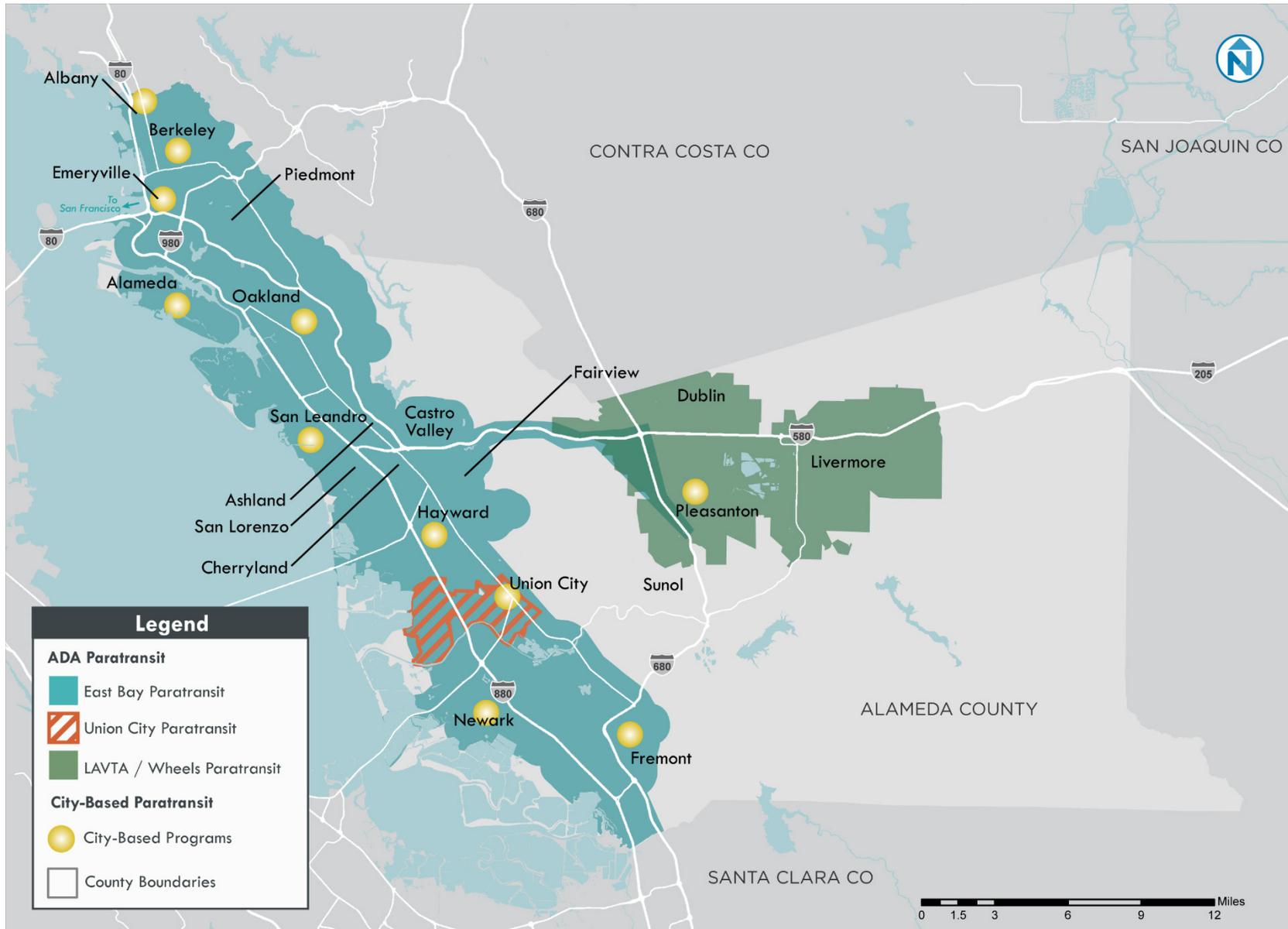


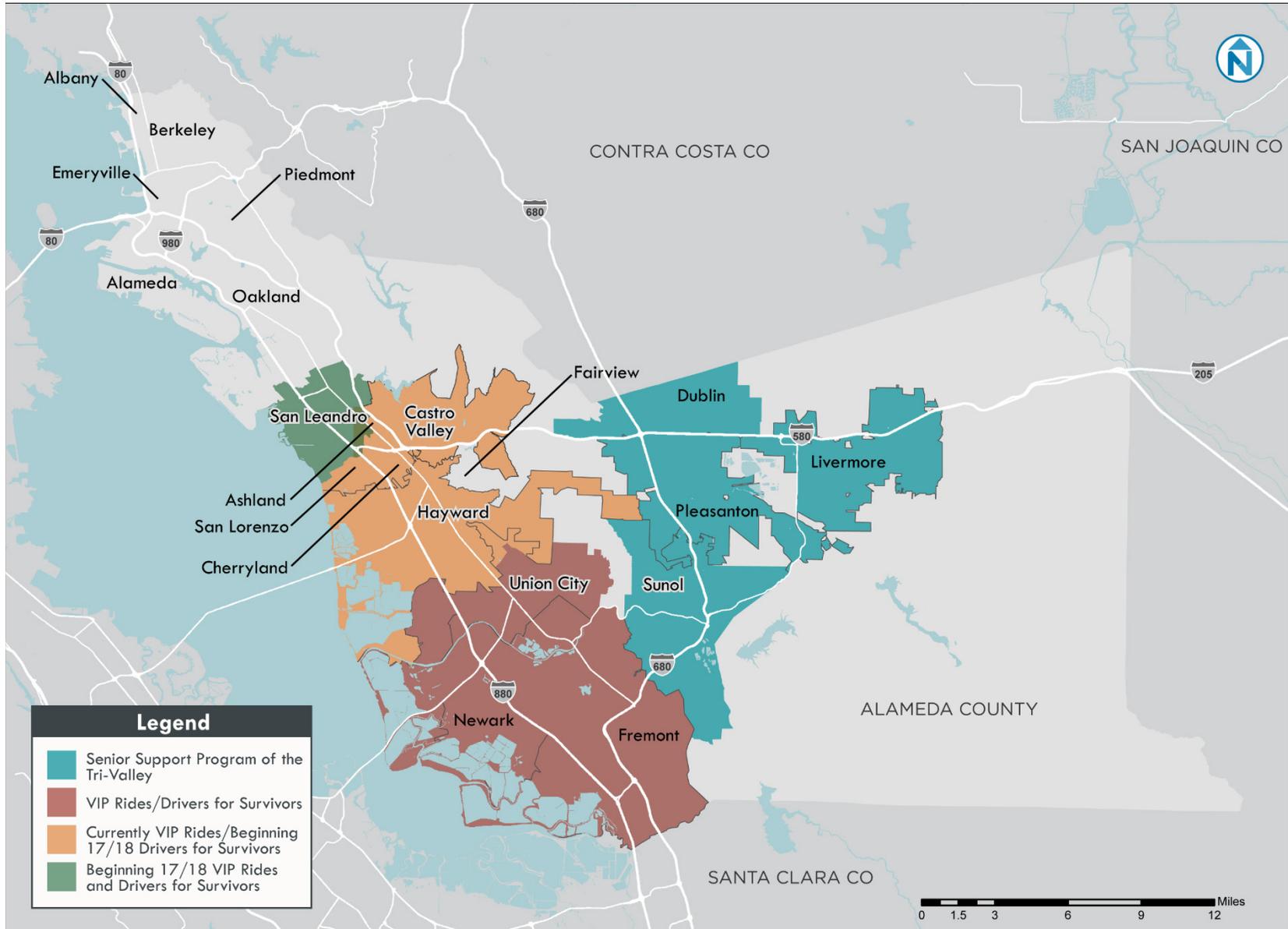
Figure ES-9 Summary of Programs by City/Area, January 2017

City	Planning Area	Door-to-Door	Taxi Subsidy	Specialized Accessible Van	Accessible Shuttle	Group Trips Program	Volunteer Driver Program	Mobility Mgmt./ Travel Training	Scholarship/ Subsidized Fare	Meal Delivery	ADA Para-transit
Alameda	North		●		●	●		■	●		◆
Albany	North		●			●		■			◆
Berkeley	North		●	●				●	◆		◆
Emeryville	North	■	●			◆		■	●	●	◆
Oakland	North	●	●	●		●		■			◆
Hayward	Central		●	●		●	●	●	●	●	◆
San Leandro	Central		◆		●			■			◆
Fremont	South	●	■			●	■	■		●	◆
Newark	South	●	■				■	■		●	◆
Union City	South		■			●	■	■			●
Dublin	East		◆				■	■	◆		◆
Livermore	East		◆				■	■	◆		◆
Pleasanton	East	◆	◆		■	■	■	■	●		◆

\*Primary funding source (some programs have mixed funding sources, the box reflects majority):

- Direct Local Distribution Funding ●
- Discretionary Funding ■
- Other Funding ◆

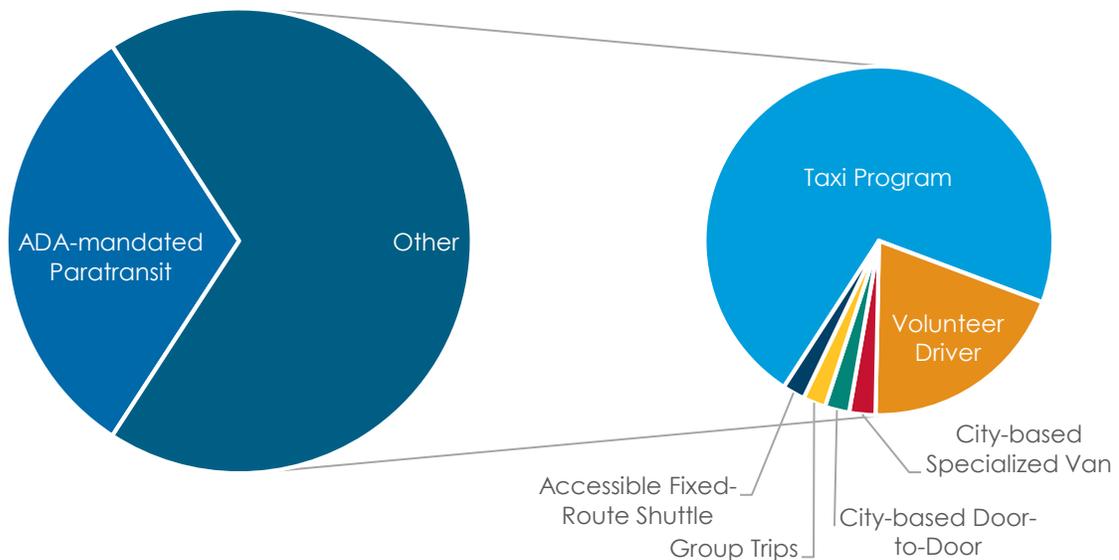
Figure ES-10 Alameda County Volunteer Driver Programs



A review of program funding and trip data reveals some interesting trends.

- In spite of demographic trends that show an increase in the senior population, the compliance and grant reports from FY 09-10 to FY 15-16 do not show a consistent increase in number of rides. Anecdotal communications from ADA-mandated providers indicate trip demand may be rising more recently. Likewise, four years of ADA-mandated performance report data and three years of city-based program plan data have not shown a consistent increase in certified riders.
- Nearly half of East Bay Paratransit (the largest provider of paratransit trips in the County) trips in 2016 were for medical appointments.
- ADA-mandated paratransit programs serve the second most trips and receive the highest proportion of funding, due to the need to serve all trip requests to comply with the ADA, the need to meet FTA requirements for driver training and certification, longer trip lengths, and a large portion of accessible trips.
- Taxi programs serve the highest number of trips and receive a small amount of funding due to short trip distances and serving mostly ambulatory riders.
- Volunteer driver programs receive a low proportion of funding compared to rides provided.

**Figure ES-11 Projected Trips by Program Type FY 16-17**  
*(Includes Trips Funded by Non-Alameda CTC Funds)*



Source: Program Plan Applications for DLD Funding

## Identification of Transportation Needs and Gaps

Many of the needs and gaps included in this report were identified in prior analyses, and were reiterated by stakeholders during the outreach process, including:

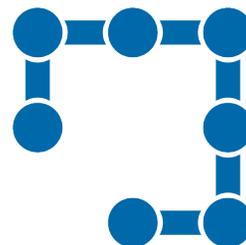
- **Issues with ADA-mandated paratransit performance**, in particular on-time performance and long rides due to shared rides (ADA-mandated paratransit is a shared ride system like transit, and often detours to pick up and drop off other riders) and increasing regional congestion.
- **Lack of access to reliable same-day transportation**, especially for consumers who need accessible vehicles.
- **Needs for better medical transportation options**, especially for cross-county and cross-jurisdictional travel to medical facilities.

The following new key points emerged through this Needs Assessment during the outreach process:

- **Stakeholders were more focused on barriers to accessing fixed-route transit** than the previous focus on ADA-mandated paratransit.
- **There was a strong emphasis on customer service and sensitivity issues** for both fixed-route transit and ADA-mandated paratransit employees.
- **There was concern about affordability of services**, including the high cost of fixed-route transit and ADA-mandated paratransit fares.
- **There was concern about the impact of Transportation Network Companies** like Lyft and Uber.

Overall needs were grouped as follows:

- **Seniors and people with disabilities face barriers in using fixed-route transit due to disrepair and infrastructure issues**, including broken BART elevators and escalators, buses unable to kneel, transit stops not ADA accessible, placed far apart or inconveniently, and bus stops without shelter or a bench.
  - Stakeholders also feel that customer service quality needs to be improved in relation to accommodating their needs, such as ensuring safe boarding and seating.
  - Seniors and people with disabilities also report insufficient capacity of fixed route transit service for them to ride, primarily due to crowding during work and school “rush hours.”



- **ADA-mandated paratransit riders and their service providers report continued problems with on-time performance** and long rides. Although stakeholders reported concerns to the Alameda CTC about on-time performance, the 2016 East Bay Paratransit survey only showed a one percent decline in on-time performance from the prior three years. The survey also showed overall satisfaction with the quality of service on the surveyed trip.

- ADA-mandated paratransit stakeholders also report concerns with customer service quality, and also include the staff that take their reservations and dispatch their rides. The 2016 East Bay Paratransit survey showed a 3-5% decline in courtesy of phone reservationists and skill of the customer service agent
- Stakeholders also noted that ADA-mandated paratransit and other frequently used services cannot meet the needs of seniors and people with disabilities who need to be accompanied by an attendant, “escorting” or door through door service.



- **Many stakeholders raised affordability concerns** due to the high cost of transit and paratransit fares. According to the Alameda County 2-1-1 provider (Eden I&R) many people have to choose between housing and transportation.

- Riders with disabilities report difficulty in obtaining a Regional Transit Connection (RTC) Card for discount transit fares.



- **Seniors and people with disabilities continue to have concerns and needs related to same day transportation service.**

- Subsidized taxis provide the second most trips for seniors and people with disabilities, after ADA-mandated paratransit. However, riders still express a need to have more subsidized rides available.
- Stakeholders have mixed feelings towards Transportation Network Companies (TNCs) like Lyft and Uber, with the perceptions that they provide an opportunity for expanded options for ambulatory passengers, but with strong concerns about the lack of equivalent accessible service, as well as the use of taxpayer funds for new private companies, whose futures are unknown. ADA-mandated providers were concerned about TNCs being expected to provide paratransit trips but failing to operate in a way that would meet FTA requirements.



- Many stakeholders are concerned about limited availability of accessible taxis and non-availability of accessible vehicles on TNCs and carshare. There was general concern about ensuring equitable access for people with wheelchairs to new modes of transportation such as TNCs, autonomous vehicles, and even bikeshare programs.
- **Numerous stakeholders felt medical transportation needs were not being adequately met.**

- As hospitals consolidate and specialize, many riders run into barriers traveling and/or transferring between cities, counties, and transportation providers to reach their medical appointments.
- Dialysis transportation poses continued challenges, due to riders requiring multiple round trips per week, the uncertain length of treatment time, and riders feeling very weak when they are released. Standard ADA-mandated paratransit vehicles can also cause additional discomfort due to suspension/bumpiness issues.
- Staff affiliated with medical providers expressed concern and confusion about non-emergency medical transportation (NEMT) providers and Medi-Cal limitations, and how to choose and arrange the best transportation option for riders.
- A number of obstacles were reported related to Alameda CTC's Hospital Discharge Transportation Service (HDTs) including lack of information, receiving vague or inaccurate time information when calling to request a trip, not having enough warning to have time to get the patient ready, or conversely having the trip not show up at all or not being called back until the next day.
- **Stakeholders appreciated the opportunity to provide feedback through the Needs Assessment** and highlighted areas where information sharing could be improved.



- Some seniors and people with disabilities have barriers to accessing information due to cognitive impairments.
- Many residents in the County see a lack of information in multiple languages.
- Many stakeholders expressed concern about the necessity to be tech-savvy to access information and service. Some seniors and people with disabilities find cost and knowledge/comfort barriers to using computers or smartphones.



## Strategies to Address Identified Needs and Gaps

This chapter presents a series of initial strategies that have been developed to address the needs identified in the demographic analysis, outreach process, and analysis of existing services. Strategies are suggested for all six major needs identified. These strategies can inform planning efforts and/or funding decisions. The proposed strategies are preliminary and can lay the groundwork for feasibility studies of new Countywide initiatives. These strategies are detailed in Chapter 6.

**Figure ES-12 Strategies and Needs Served**

Strategy	Need Served					
	Fixed Route Issues	ADA-Paratransit Service Issues	Affordability	Same Day Service	Medical Trips	Access to Information
Improve Accessibility of the Fixed-Route Public Transit System	●			●	●	
Expand Flexible Transit Options	●	●	●	●		
Invest in State of Good Repair and Accessibility of Street Infrastructure	●			●		
Continue to Improve Quality of ADA-mandated Paratransit services		●			●	
Expand Volunteer Driver Programs to North and Central County			●		●	
Expand Access to Existing Transit Discounts (RTC and Senior Clipper Cards)	●		●			
Expand Subsidized Fare Programs	●	●	●		●	
Expanded Access to Taxis, modernize taxi program				●		
Explore public/private partnerships				●	●	
Expand Eligible Trip Purposes for Guaranteed Ride Home Program (GRH)	●			●	●	

Strategy	Need Served					
	Fixed Route Issues	ADA-Paratransit Service Issues	Affordability	Same Day Service	Medical Trips	Access to Information
Expand Availability of Same-Day Accessible Trips				●		
Increase Role of Mobility Management, One-Call/One-Click			●	●	●	●
Introduce Accessibility of Shared Mobility			●	●		
Expand Senior Walking Groups	●					●
Align Alameda CTC Funding with Needs and Demand	●	●	●	●	●	●
Explore Cost Sharing Partnerships			●	●	●	

### Next Steps

This Needs Assessment Report provides guidance for further work that will be undertaken by the Alameda CTC with ADA-mandated providers, city-based programs, and non-profit community based organizations. This effort will include strategies that represent both new initiatives and those that expand existing programs.

Many organizations continue the important work of evaluating needs and gaps and developing strategies to meet them. Alameda CTC will monitor and review information made available from these efforts, including: the MTC Coordinated Public Transit Human Services Transportation Plan Update; a recently initiated needs assessment in the Tri-Valley; Fremont's work with the World Health Organization's Global Network of Age-Friendly Cities<sup>1</sup>; and others that arise in the future.

<sup>1</sup> The Age-Friendly network encourages cities to prepare for the dramatic shift in the aging population by paying attention to the environmental, economic, and social factors that influence the health and well-being of older adults. The model is built on assessing the city's baseline status in relevant areas and developing an action plan that includes ideas from older adults.

# 1 Introduction

The Alameda County Transportation Commission (Alameda CTC) has a strong commitment to transportation for seniors and people with disabilities. Alameda CTC funds a wide variety of programs, interacts with the community through advisory committees and outreach, and rigorously collects reporting data on services provided with local transportation funding. In 2016 Alameda CTC contracted with Nelson\Nygaard Consulting Associates to complete this Needs Assessment to inform program planning and funding priorities. To identify needs, several strategies were used, including outreach with County stakeholders, analysis of data and demographics, and a review of the latest industry trends. The report concludes with identification of transportation needs and gaps and strategies to address identified needs and gaps.



East County stakeholders at Alameda CTC Workshop at Ed Roberts Campus.

Image from Nelson\Nygaard

## Background on Alameda CTC and the Alameda County Paratransit Program

The Alameda County Transportation Program for Seniors and People with Disabilities (a.k.a. the Paratransit Program) is funded by 10.45% of Measure B and 10% of Measure BB, the Alameda County transportation sales taxes, authorized by voters in 2000 and 2014 respectively. The Paratransit Advisory and Planning Committee (PAPCO), consisting of representatives of the senior and disability community, provides input on funding, planning, and coordination issues regarding transportation services for seniors and persons with disabilities in Alameda County. In addition, the Paratransit Technical Advisory Committee (ParaTAC), composed primarily of city and ADA-mandated paratransit agency staff, advises PAPCO and Alameda CTC on matters related to these services. Alameda CTC contracts with a Paratransit Coordination Team to support the committees and the paratransit program (currently Nelson\Nygaard Consulting Associates).

Measure B is allocated as follows: 5.63% to AC Transit and BART to support East Bay Paratransit (the largest Alameda County Americans with Disabilities Act (ADA)

mandated<sup>1</sup> service provider), 3.39% to City-based programs, and 1.43% to discretionary programs to reduce gaps in service. Measure BB is allocated as follows: 6% to AC Transit and BART to support East Bay Paratransit, 3% to City-based programs, and 1% to coordination and service grants. Together Measures B and BB generate approximately \$20 million per year for transportation for seniors and people with disabilities. ADA-mandated and city-based program funding are allocated by funding formulas determined by the voter-approved Measure B and BB Transportation Expenditure Plans (TEPs) and input from PAPCO. These funds are provided to jurisdictions and transit agencies as Direct Local Distribution (DLD) funds. The TEP allocates funding by planning area (Figures 1-1 and 1-2) and PAPCO's formula allocates funding within planning areas. The discretionary grant funds are allocated to these DLD recipients and/or non-profit community-based organizations based on recommendations by PAPCO.

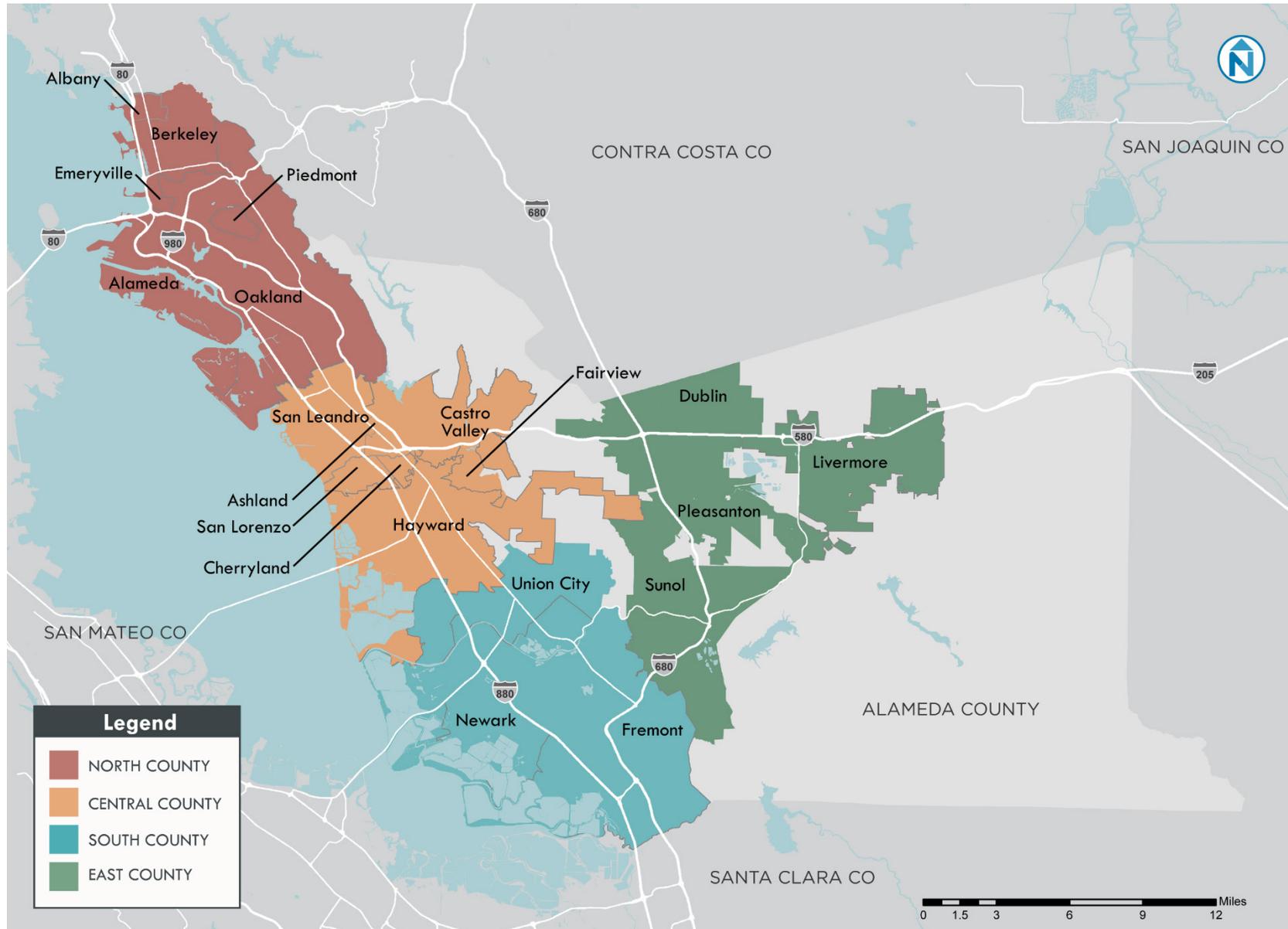
**Figure 1-1 Alameda County Planning Areas**

<b>Planning Area</b>	<b>Cities and unincorporated areas</b>
North County	Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont
Central County	Castro Valley, Hayward, San Leandro, and the adjacent unincorporated areas
East County	Dublin, Livermore, Pleasanton, and the adjacent unincorporated areas
South County	Fremont, Newark, and Union City

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<sup>1</sup> All fixed-route transit providers are legally required to provide complementary paratransit for people who, due to their disability, are unable to ride regular buses and trains, some or all of the time. Per the FTA "each public entity operating a fixed route system shall provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed route system."

Figure 1-2 Alameda County Planning Areas Map



## **Background on Needs Assessments and Strategic Planning**

Throughout the life of Measure B and BB, the Alameda CTC has worked diligently with the transit agencies, cities, PAPCO, ParaTAC, non-profit partners, and other organizations to effectively distribute these taxpayer funds. In addition to regular reporting and a rigorous annual review of program plans from fund recipients, the Alameda CTC has also led several efforts to strategically evaluate the programs provided and identify unmet needs.

- The first two years of discretionary funding (Gap Cycles 1 and 2) was distributed to the Measure B Direct Local Distribution (DLD) recipients after a thorough planning area planning process with ParaTAC to identify key gaps that were not being met by the existing services. This process resulted in several innovative ideas for grant funding, such as providing taxi medical return trips and hospital discharge trips. These services were funded as grants and were later absorbed into city-based programs or taken on by Alameda CTC.
- As part of Gap Cycles 3 and 4, Consumer Surveys of the city-based programs were conducted. In 2010 the Paratransit Coordination Team completed a Service Delivery Analysis which provided a detailed look at the voluminous program data collected from the programs and related demographic and industry trends. The Analysis made several recommendations that influenced later planning efforts including the addition of income to the funding formula, and greater Countywide emphasis on mobility management, travel training, and volunteer driver programs.
- In 2010 the Alameda CTC also conducted a strategic planning effort focused on planning areas (North, Central, South, and East) called the Coordination and Mobility Management Planning Process (CMMP).

All of these projects were opportunities to assess the transportation needs of seniors and people with disabilities in Alameda County and in some cases develop pilots to address any identified gaps. In addition, throughout the history of the program, the Alameda CTC has engaged in robust outreach efforts, conducted research, and hosted annual strategic Mobility Workshops to explore trends in the industry and stay abreast of changing conditions at the county, regional, state, and national levels.

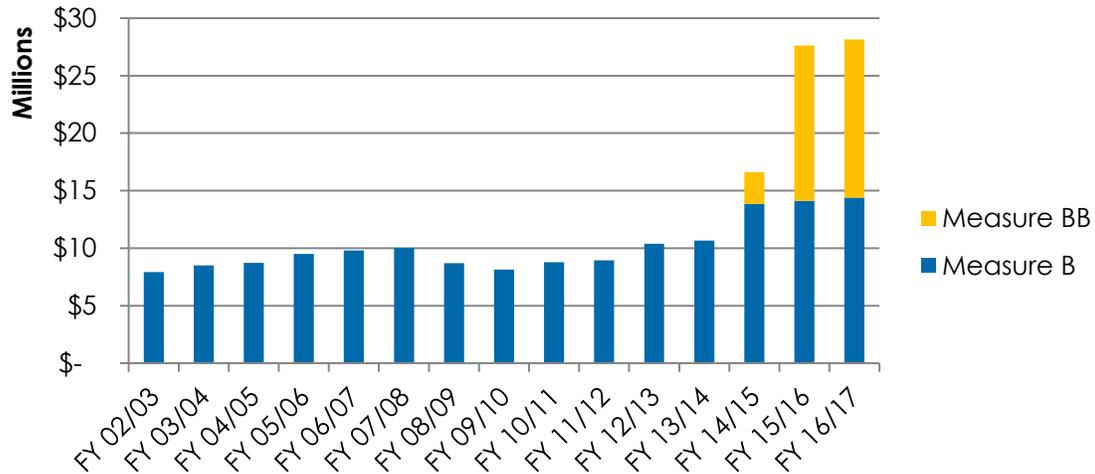
Through this work, Alameda CTC has sought to address any identified trends and themes that have emerged and provide guidance to city-based and ADA programs while still allowing for local autonomy. City staff have been given great latitude in designing and implementing programs to meet their individual communities' needs. Some of these efforts have included:

- The Alameda CTC, in consultation with PAPCO, has twice offered stabilization funding during economic downturns (in 2003 and 2010). This extra funding was drawn from Gap funds and added to DLD to prevent cuts in service.
- Given the variety of programs offered, Alameda CTC has worked with the committees to ensure uniformity in how programs are defined and evaluated. In order to provide greater clarity, PAPCO and ParaTAC developed minimum service levels in 2006 and staff worked with both committees in 2012 to develop the Implementation Guidelines for different modes. Recently performance measures were added to the Guidelines. These efforts have helped to define how the programs relate to each other and the funding streams.
- In alignment with regional priorities and industry trends, the Alameda CTC has also made an effort to promote mobility management in Alameda County. Mobility management has multiple definitions but in the 2013 Coordinated Public Transit – Human Services Transportation Plan the Metropolitan Transportation Commission (MTC) described it as “a strategic, cost-effective approach to encourage the development of services and best practices in the coordination of transportation services connecting people needing transportation to available transportation resources within a community. Its focus is the person — the individual with specific needs — rather than a particular transportation mode. Through partnerships with many transportation service providers, mobility management enables individuals to use a travel method that meets their specific needs, is appropriate for their situation and trip, and is cost-efficient.” Some of the mobility management efforts implemented by Alameda CTC include information and referral and travel training.

## **Current Needs Assessment**

Alameda CTC, in collaboration with our partners, supports an impressive variety of transportation programs for seniors and people with disabilities including ADA-mandated paratransit, city-based programs, taxi programs, fixed-route shuttles, volunteer driver programs, travel training, hospital discharge transportation, wheelchair van programs, information hotlines, and more. However, needs and conditions are always evolving, and an assessment of gaps in service must be undertaken on a periodic basis to ensure funding is directed to the most critical areas. Further, with the passage of Measure BB, the funding available for transportation services for seniors and people with disabilities in Alameda County nearly doubled. While the funding for the ADA-mandated paratransit programs is fairly straightforward, this increase in funding provides an opportunity to reassess the best use of city-based and discretionary funding.

**Figure 1-3 DLD Annual Revenue Trends**



Since prior needs assessment efforts, the transportation landscape has changed rapidly. Use of transportation network companies like Uber and Lyft is steadily increasing and the news media frequently reports on autonomous vehicles. At the same time, the advent of new mobility services has reduced the availability of taxis, which many Alameda County programs have relied upon to provide reliable, low-cost, same-day transportation services. In addition, the senior population is growing, and we have better data than ever before about incidence of disability in Alameda County through the American Community Survey (ACS).

For all of these reasons, the Alameda CTC has commissioned an assessment of the mobility needs of seniors and people with disabilities in Alameda County in order to provide an up-to-date understanding of where we are today, recent trends, and future projections to inform planning efforts and funding decisions.

## 2 Methodology

Alameda CTC contracted with Nelson\Nygaard Consulting Associates and Quantum Market Research (QMR) in fall of 2016 to complete the Needs Assessment. This report was prepared using a variety of methodologies including stakeholder outreach, demographic analysis, peer research, documentation of resources, and exploration of trends in the field.

### Stakeholder Outreach

The Paratransit Coordination Team has conducted extensive outreach with consumers since 2002. Many of the issues raised have been consistent over time and it was determined that this needs assessment should focus on eliciting detailed input from transportation and social service providers and targeted consumer input through standing meetings. Figure 2-1 below shows the list of stakeholders that were targeted for input. Staff reached out to all identified stakeholders and was able to communicate with all of them to varying degrees.

**Figure 2-1 Stakeholders Identified for Input**

Category	Agencies/Stakeholders	Methodology
Alameda CTC-funded providers	ADA-mandated and City-based programs	Meetings (Joint PAPCO-ParaTAC meeting)
Existing consumers	PAPCO, East Bay Paratransit Service Review Advisory Committee, WHEELS Accessibility Advisory Committee, Tri-City Paratransit Advisory Committee, City-based consumers	Meetings and stakeholder interviews (including Joint PAPCO-ParaTAC meeting)
Non-profit organizations that provide transportation to seniors and people with disabilities	Alameda CTC Gap grant recipients, FTA Section 5310 recipients	Focus group and stakeholder interviews (phone)

Category	Agencies/Stakeholders	Methodology
<p>Non-profit organizations that serve seniors and people with disabilities but do not provide transportation</p>	<p>Alameda County Area Agency on Aging Roundtable; Countywide Travel Training Group; Eden I&amp;R (Alameda County's 211)</p> <p>Contacted Roundtable staff but unable to schedule meeting, instead presented to Alameda County Advisory Commission on Aging. Contacted Roundtable via list-serve for focus groups.</p>	<p>Meetings and stakeholder interviews (phone)</p>
<p>Community-based organizations that focus on populations of limited English proficiency</p>	<p>Friends of Children with Special Needs, Oakland Taxi Up and Go, Indo-Americans Seniors Association of Fremont (INSAF), SAHA – Newark Gardens, Afghan Elderly Association, Spanish Speaking Citizens' Foundation</p>	<p>Meetings and stakeholder interviews (phone)</p>
<p>Government agencies and private entities (i.e. hospitals) that administer support programs for seniors and people with disabilities</p>	<p>Healthcare providers, hospitals (Hospital Discharge Transportation Service contacts), Alameda County Public Health Department, Developmental Disabilities (DD) Council</p> <p>Multiple attempts to obtain input from County and Public Health through different contacts were referred to the DD Council.</p>	<p>Meetings and stakeholder interviews (phone)</p>
<p>Human service agencies that fund and/or support access for transportation services</p>	<p>Alameda County Area Agency on Aging Roundtable (see above)</p>	<p>Meeting</p>

Category	Agencies/Stakeholders	Methodology
Private transportation brokers, taxi services, etc.	MV Transportation, Friendly Cab Contacted but did not provide new input: St. Mini Cab	Stakeholder interviews (phone)
Transportation network companies	Lyft Contacted but did not provide new input: Uber	Stakeholder interviews (phone)
Advocacy organizations that work on behalf of the target populations	Center for Independent Living, Community Resources for Independent Living, United Seniors of Oakland and Alameda County	Events (Healthy Living Festival), stakeholder interviews (phone)

The team scheduled presentations at several existing meetings, shown in Figure 2-2.

**Figure 2-2 Presentations at Existing Meetings**

Date	Meeting
10/10/16	Alameda County Advisory Commission on Aging (sponsored by Area Agency on Aging)
10/24/16	PAPCO and ParaTAC Joint Meeting
11/01/16	East Bay Paratransit Service Review Advisory Committee
11/02/16	WHEELS Accessibility Advisory Committee
11/04/16	Alameda CTC Countywide Travel Training Group Meeting
11/09/16	Developmental Disabilities Planning and Advisory Council
1/30/17	Oakland Mayor's Commission on Persons with Disabilities and Commission on Aging Joint Meeting

The Needs Assessment team also conducted general outreach to complement these targeted strategies. QMR attended the Healthy Living Festival at the Oakland Zoo on September 15, 2016, passed out informational flyers about the Assessment, and followed up with interested parties to conduct more in depth interviews.

Nelson/Nygaard and Quantum Market Research (QMR) conducted two focus groups for the Needs Assessment, on November 16 and 17, 2016. Participants were primarily comprised of non-profit agencies that are receiving Alameda CTC or 5310 funding and other key providers of services to seniors and people with disabilities. Outreach was done through Alameda CTC partners, the Area Agency on Aging Roundtable, the Senior Services Coalition of Alameda County, and the Alameda

County Behavioral Health Care Services. Both focus groups were well-attended; the organizations that participated were:

- Ala Costa Centers
- Alameda County Healthcare Services
- Beth Eden Senior Housing
- Care Builders at Home
- Center for Elders Independence
- Center for Independent Living
- City of Emeryville, Community Services
- Community Resources for Independent Living
- Crisis Support Services of Alameda County
- D'Nalor Care Homes
- Lifelong Medical Care
- Mobility Matters
- Oakland Taxi Up and Go
- Senior Alternatives
- Senior Moments
- Senior Support Program of the Tri-Valley
- Senior Visionary Services
- Sutter Health, East Bay Medical Foundation
- United Seniors of Oakland and Alameda County

In coordination with City of Fremont staff, on November 15<sup>th</sup> the team held a special meeting that served as a modified third focus group. It was titled the "Tri-City Transportation Needs Assessment" meeting and was attended by:

- Afghan Elderly Association
- Alzheimer's Services of the East Bay
- CA Department of Rehabilitation
- City of Fremont
- City of Newark
- Drivers for Survivors
- Fremont Paratransit Program
- Fremont Senior Citizens Commission
- Friends of Children with Special Needs
- Indo-Americans Seniors Association of Fremont (INSAF)
- Kaiser Permanente
- LIFE ElderCare
- Regional Center of the East Bay
- Union City Transit & Paratransit
- Satellite Affordable Housing Associates – Newark Gardens

Nelson/Nygaard also conducted stakeholder interviews and received input via email. More detail on outreach can be found in Appendix A.

## **Demographic and Existing Services Analysis**

Nelson/Nygaard analyzed Alameda County demographics using data from the American Community Survey. The team also compiled an inventory of existing services using AccessAlameda.org, Alameda CTC reports and 5310 records, 2-1-1, 511.org, and analyzed past reporting data on Alameda CTC-funded programs. Lastly, the team reviewed relevant plans including the draft MTC Coordinated Plan, the Alameda County Plan for Older Adults, the Alameda County Public Health Department's Community Assessment Planning and Evaluation Unit report on Persons with Disabilities in Alameda County, the East Bay Paratransit Consumer Survey, and planning study information provided by the cities of Alameda and Berkeley.

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## 3 Demographic Profile

### Overview

Demographic trends in Alameda County highlight a growing need for paratransit and senior mobility services. Most notably, the population of Alameda County is aging: more than one in five Alameda County residents is expected to be 65 or older by 2040. This growth in the senior population across Alameda County reflects both regional and national trends. As the population ages, the number of people with disabilities is likely also increasing, but the available data is too inexact to measure this increase with any certainty.

Seniors and people with disabilities in Alameda County experience different levels of transportation access depending on their location within the county. Some cities are relatively high-density with a rich offering of fixed-route transit services, while others are more suburban with a higher need for automobile use. This means there is no one-size-fits-all solution; mobility needs will need to be addressed via a variety of methods.

Alameda County has one of the highest poverty rates in the Bay Area, both among seniors and the general population. Again, it is important to distinguish between different cities across the county: over 30% of Oakland residents live in poverty, compared to 11% of Fremont residents. In general, more urban parts of the county have higher poverty rates, while more suburban areas have lower poverty rates. However, it is important to consider that poverty can compound the limited mobility options that exist in suburban jurisdictions.

The availability of transit services for seniors and people with disabilities within Alameda County is not increasing at a consistent rate to meet the projected growth in demand. Later chapters in this report will expand on stakeholder demand for more access to transit, particularly in more suburban areas. With inconsistent access to transit, access to a private automobile is a significant factor in determining the mobility of many Alameda County residents. An aging population, continued population growth, and longer life expectancies will continue to put pressure on existing mobility services throughout the county in future years.

### Methodology

This analysis relies primarily on data from the American Community Survey. Alameda County is comprised of fourteen incorporated cities, as well as six unincorporated communities and rural areas. This report focuses primarily on the fourteen incorporated cities, which are home to over 90% of Alameda County's population. Data from six of the nine unincorporated areas are also included where relevant; data from the remaining three unincorporated communities was not available.

The following geographic areas are included in this report:

**Figure 3-1 Geographic Areas Included in Demographic Profile**

Geographic Area	Population	Percent of Countywide Population
<b>Alameda County, California</b>	<b>1,547,000</b>	<b>100%</b>
<b>Cities</b>		
Alameda	74,000	5%
Albany	19,000	1%
Berkeley	115,000	7%
Dublin	46,000	3%
Emeryville	10,000	1%
Fremont	221,000	14%
Hayward	149,000	10%
Livermore	84,000	5%
Newark	44,000	3%
Oakland	400,000	26%
Piedmont	11,000	1%
Pleasanton	73,000	5%
San Leandro	87,000	6%
Union City	72,000	5%
<b>Unincorporated Communities</b>		
Ashland census-designated place (CDP)	23,000	1%
Castro Valley CDP	61,000	4%
Cherryland CDP	15,000	1%
Fairview CDP	10,000	1%
San Lorenzo CDP	25,000	2%
Sunol CDP	1,000	0.1%

Source: American Community Survey 5-Year Estimates, 2010-2014

## Key Findings

The most salient findings from the demographic analysis are shown here. The remainder of this chapter provides a more detailed examination of demographic trends and transportation access among seniors and people with disabilities throughout the county.

- **The number of seniors in Alameda County is on the rise.** Seniors made up 10% of the population in 2000 and reached 12% by 2014, just below average for the nine-county Bay Area region. More than one in five Alameda County residents is expected to be 65 or older by 2040.
- **Nine percent of the total population in Alameda County is disabled,** which is similar to the regional percentage. The disabled population in both the county and the region remained relatively constant between 2010 and 2014.
- **Alameda County has a diversity of urban, suburban, and rural communities.** Differences in population density, vehicle access, and proximity to transit play a pivotal role in determining mobility options for these populations and how best to serve seniors and disabled residents.
- **One in five Alameda County residents live in poverty,** higher than any other Bay Area county except Solano County. Poverty among seniors in Alameda County is on-par with that of the general population. More urban parts of the county have higher poverty rates, while more suburban areas have lower poverty rates.

## Seniors

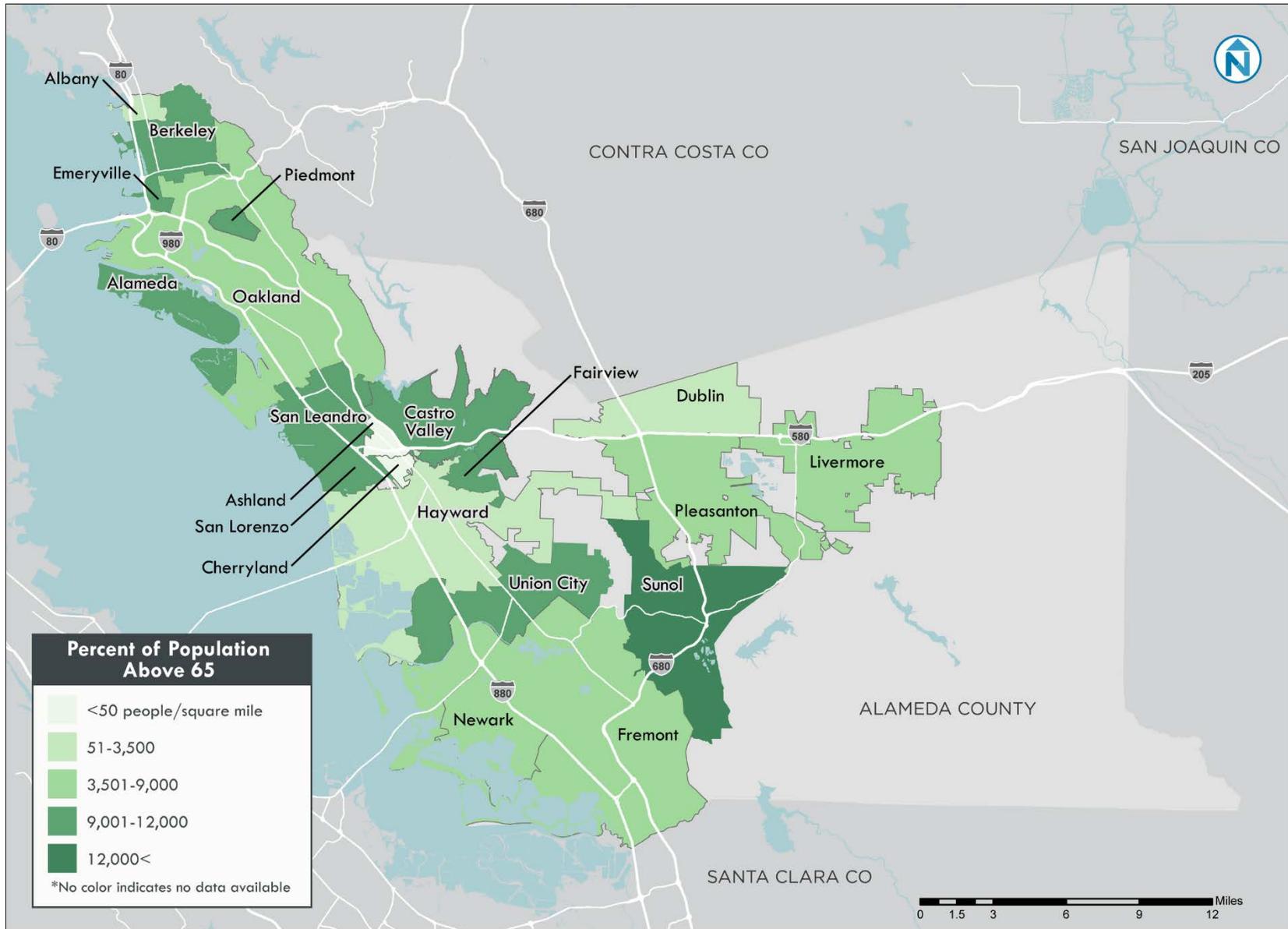
### *Current Conditions*

Alameda County was home to approximately 180,000 people age 65 or older in 2014, according to the U.S. Census' American Community Survey (ACS). Seniors make up approximately 12% of the countywide population, just below the 13.6% average for the nine county Bay Area region. Within the fourteen incorporated cities that make up Alameda County, the percentage of seniors ranges from 9-15%. Piedmont has the highest percentage of seniors at 15%. Alameda, Berkeley, Emeryville, San Leandro, and Union City are next with 13% senior population. Albany and Dublin have the lowest percentage of seniors at approximately 9%. Although the percentage of the population over 65 is relatively consistent across the county, other local characteristics such as population density, vehicle ownership, and access to transit services vary greatly between cities, creating unique challenges in serving the senior population throughout the county.

Among unincorporated communities, Sunol has the highest percentage of seniors at 21% of the total population. However, it is important to note that Sunol has just 0.06% of the total countywide population.

Figure 3-2 shows the distribution of seniors in Alameda County.

Figure 3-2 Distribution of Seniors in Alameda County (2014)

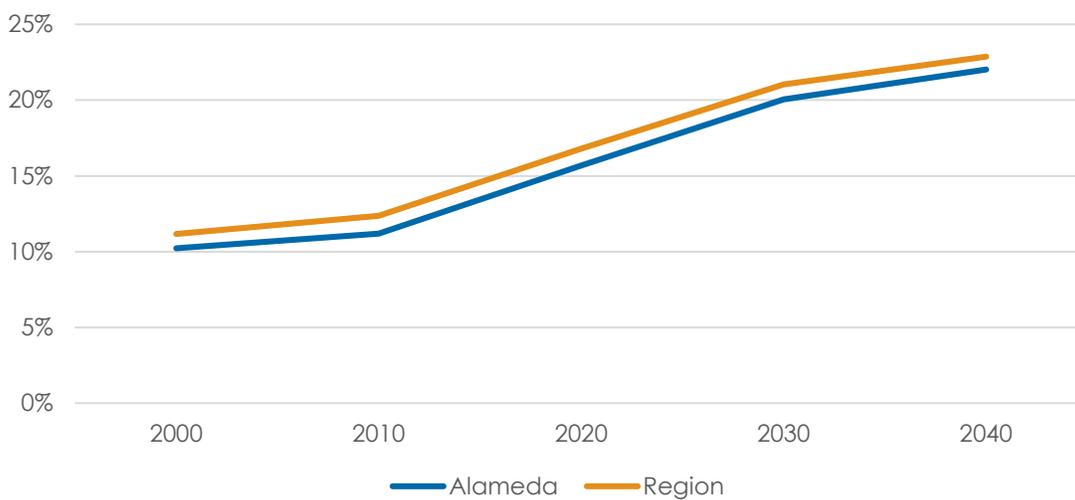


Source: American Community Survey 5-Year Estimates, 2010-2014

**Trends**

The percentage of seniors is on the rise both in Alameda County and across the Bay Area region. Seniors made up 11% of the regional population in 2000 and grew to 14% by 2014. The senior population in Alameda County has tracked relatively closely with the region: from 10% in 2000 to 12% in 2014. Seniors are expected to comprise 22% of Alameda County residents by 2040. These percentages can be seen over time in Figure 3-3, below.

**Figure 3-3 Percentage of the Population who are Seniors (2000-2040)**



Source: California Department of Finance Demographic Projections

## People with Disabilities

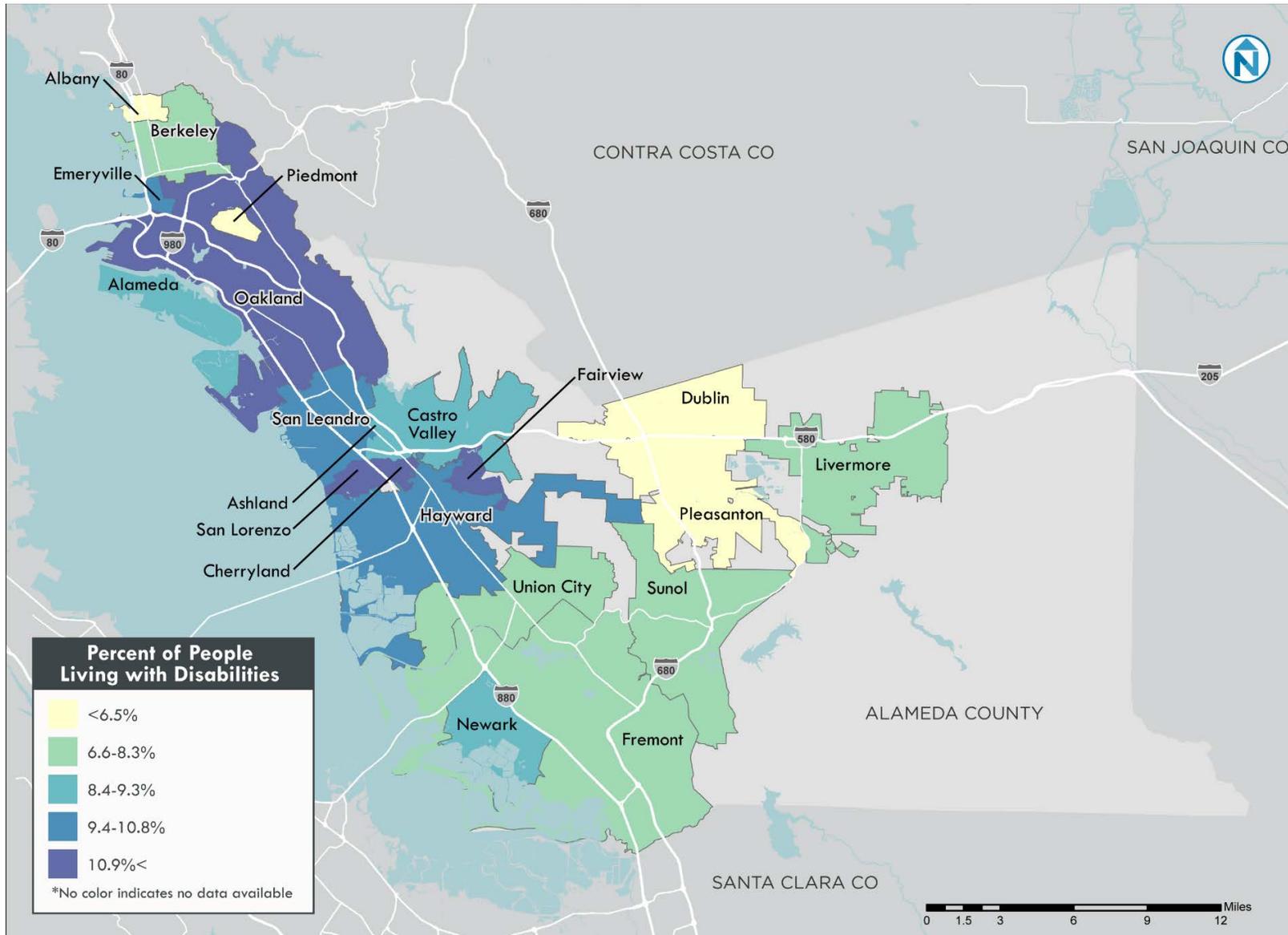
### *Current Conditions*

The American Community Survey, which provides the majority of demographic data for this report, defines a person with a disability as someone with one or more of the following characteristics:

1. **Hearing difficulty:** deaf or having serious difficulty hearing (DEAR).
2. **Vision difficulty:** blind or having serious difficulty seeing, even when wearing glasses (DEYE).
3. **Cognitive difficulty:** difficulty remembering, concentrating, or making decisions (DREM) due to a physical, mental, or emotional problem
4. **Ambulatory difficulty:** difficulty walking or climbing stairs (DPHY).
5. **Self-care difficulty:** difficulty bathing or dressing (DDRS).
6. **Independent living difficulty:** difficulty doing errands alone such as visiting a doctor's office or shopping (DOUT) due to a physical, mental, or emotional problem

Alameda County has a disabled population of approximately 143,000, making up 9% of the total population. Figure 3.6, below, shows the distribution of people with disabilities in Alameda County. City-to-city, the disabled population ranges from 5-12%, a slightly greater spread than the senior population across the county. Oakland and Emeryville have the highest percentage of people with disabilities (12% and 11%, respectively). Among unincorporated communities, Fairview, Cherryland and San Lorenzo have the highest percentage of people with disabilities; Of these, only San Lorenzo makes up more than 1% of the total countywide population.

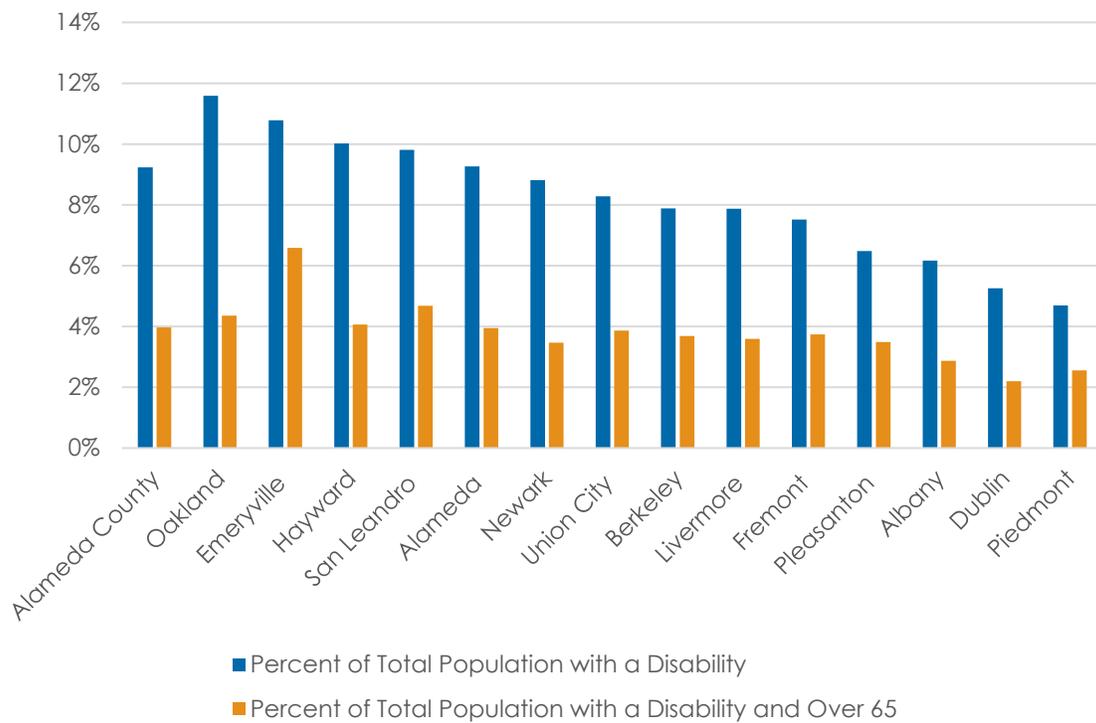
Figure 3-4 Distribution of People with Disabilities in Alameda County (2014)



Source: American Community Survey 5-Year Estimates, 2010-2014

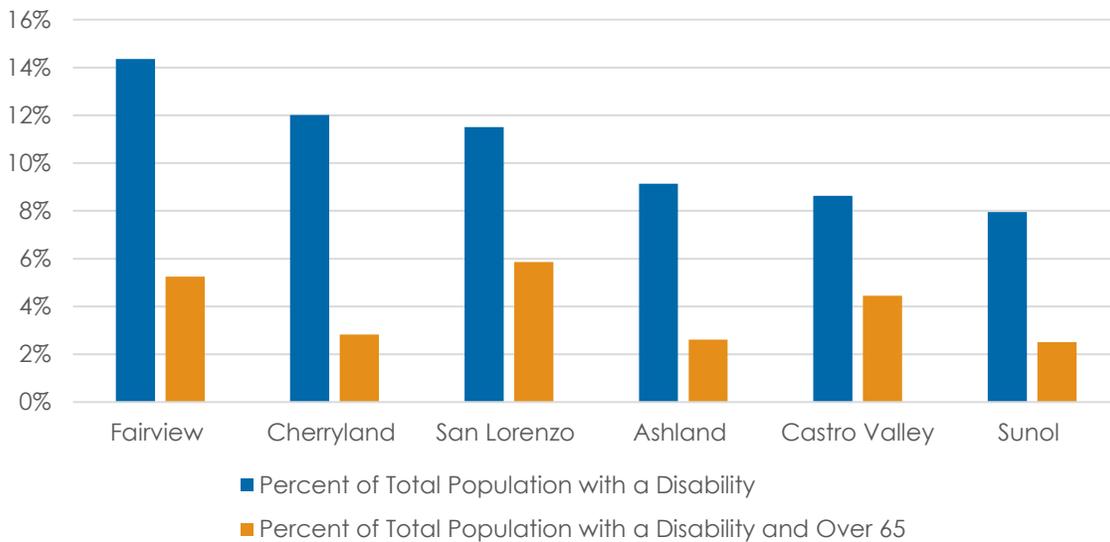
Figures 3-5 and 3-6, below, show the distribution of people with disabilities and seniors with disabilities by city and unincorporated community. In absolute terms, seniors with a disability make up only 4% of the total countywide population. However, seniors are more than three times as likely to experience a disability than the average Alameda County resident: 34% of all seniors in Alameda County have a disability, compared to 9% of the population as a whole. Countywide averages for people with disabilities and disabled seniors are consistent with the greater Bay Area: regionally, 10% of the total population is disabled and 33% of the senior population is disabled.

**Figure 3-5 Total Population with a Disability and Seniors with a Disability by City (2014)**



Source: American Community Survey 5-Year Estimates 2010-2014

**Figure 3-6 Total Population with a Disability and Seniors with a Disability by Unincorporated Community (2014)**



Source: American Community Survey 5-Year Estimates 2010-2014

### **Trends**

Due to a lack of robust Census data, it is not possible to reliably report on trends in the number or percentage of people with disabilities in Alameda County. However, it is generally understood that there is a strong overlap between seniors and people who have a disability; the increase in the senior population – and an overall increase in life expectancy nationwide – will continue to increase demand on mobility programs that target seniors and people with disabilities. It is anticipated that the increase in seniors over the next decade will be predominantly comprised of younger seniors (age 65 to 74), who will likely be healthier and have fewer disabilities than older seniors. An increase in the number of people with disabilities could therefore lag behind the increase in the senior population.

## **Poverty Among Seniors and People with Disabilities**

### **Current Conditions**

Alameda County has one of the highest poverty rates in the Bay Area, both among seniors and the general population. For this report, poverty was measured at 150% of the Federal Poverty Level, which is the metric used by the Metropolitan Transportation Commission (MTC) to measure poverty in the San Francisco Bay Area. For 2014, 150% of the Federal Poverty Level was equivalent to \$17,505 per-capita annual income, according to US Department of Health and Human Services poverty guidelines.

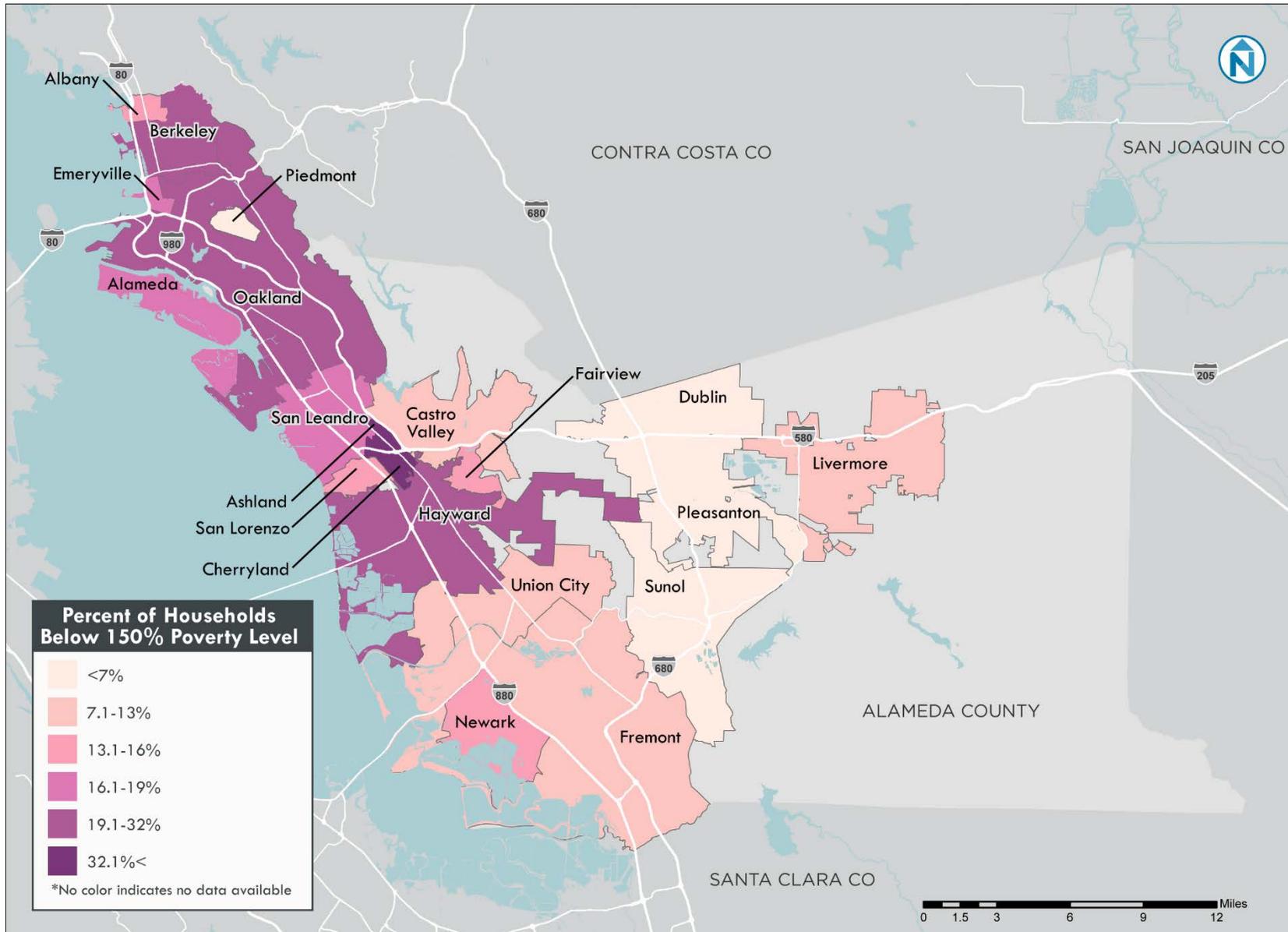
The regional poverty rate is approximately 17% for both the general population and for seniors. Comparatively, Alameda County has a 20% poverty rate for the general population: higher than any other county in the Bay Area except Solano County, which also has a 20% poverty rate. The poverty rate for seniors in Alameda County is 19%: higher than any other county except San Francisco, which has a 24% poverty rate among seniors. In total, just under 35,000 seniors in Alameda County were living in poverty in 2014. The cities with the highest poverty rates in Alameda County are Oakland (32%), Berkeley (24%), and Hayward (23%). Oakland also has the highest senior poverty rate at 30% of all seniors.

One in five people with a disability in Alameda County are living at or below 100% of the Federal Poverty Level (data for poverty rates at the threshold of 150% of the Federal Poverty Level is not available for disabled people in Alameda County). This amounts to over 29,000 individuals. Children under 18 who experience a disability are twice as likely to be living in poverty as disabled individuals over 65, though in total, less than 3% of 0-18 year olds are disabled (compared to 33% of all seniors). These percentages are laid out in Figure B-2 of Appendix B.

Among unincorporated communities, Cherryland, Ashland and Fairview have the highest percentage of people living below 150% of the Federal Poverty Level. Of these, only Ashland makes up more than 1% of the total countywide population. Data for seniors living below 150% of the Federal Poverty Level was not available for unincorporated communities.

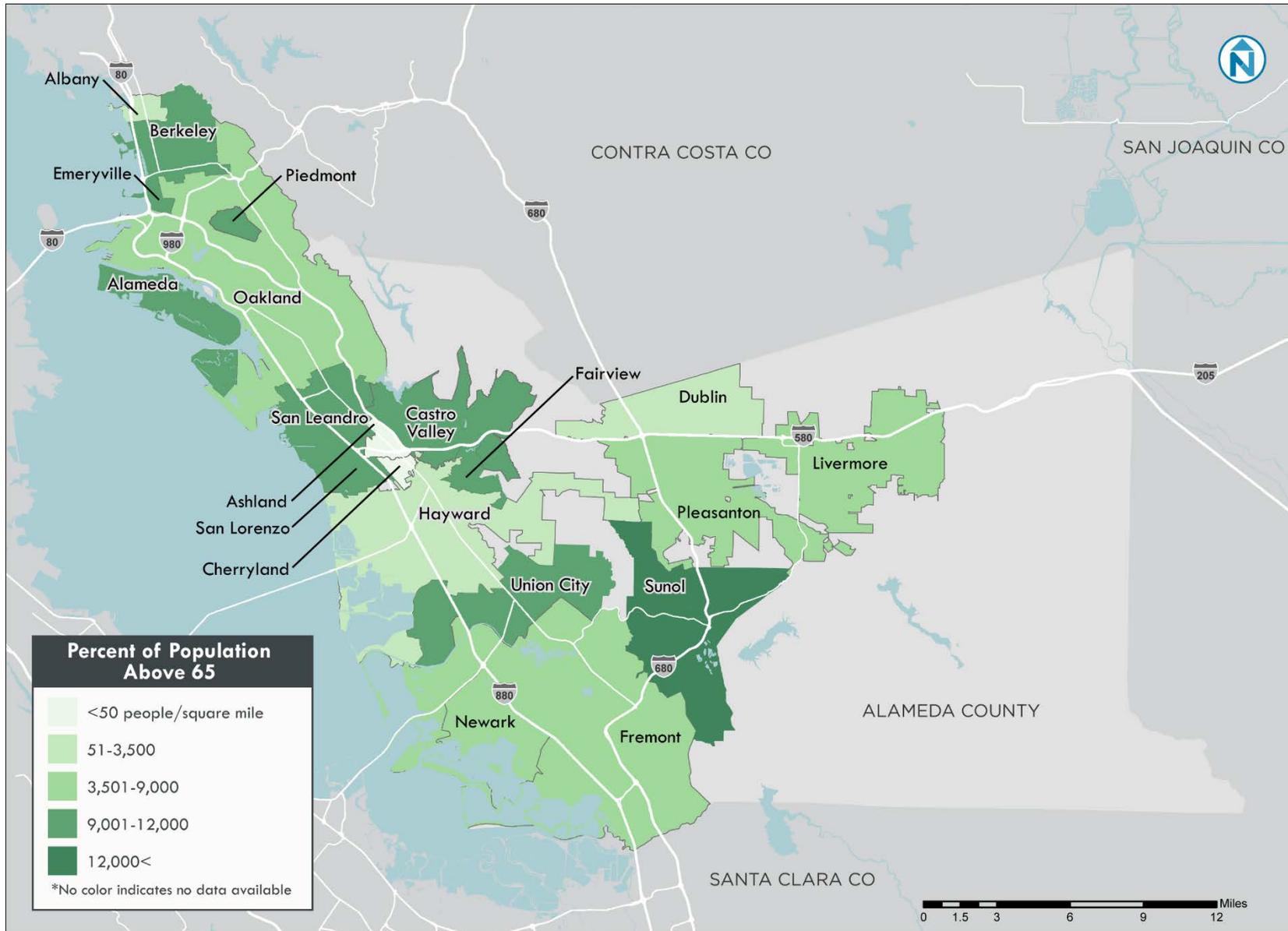
The poverty rate by-city can be seen in Figure 3-7, below. Data for seniors living below 150% of the federal poverty level was not available for Albany, Dublin, Emeryville, Newark, or Piedmont.

Figure 3-7 Distribution of Poverty in Alameda County (2014)



Source: American Community Survey 5-Year Estimates, 2010-2014

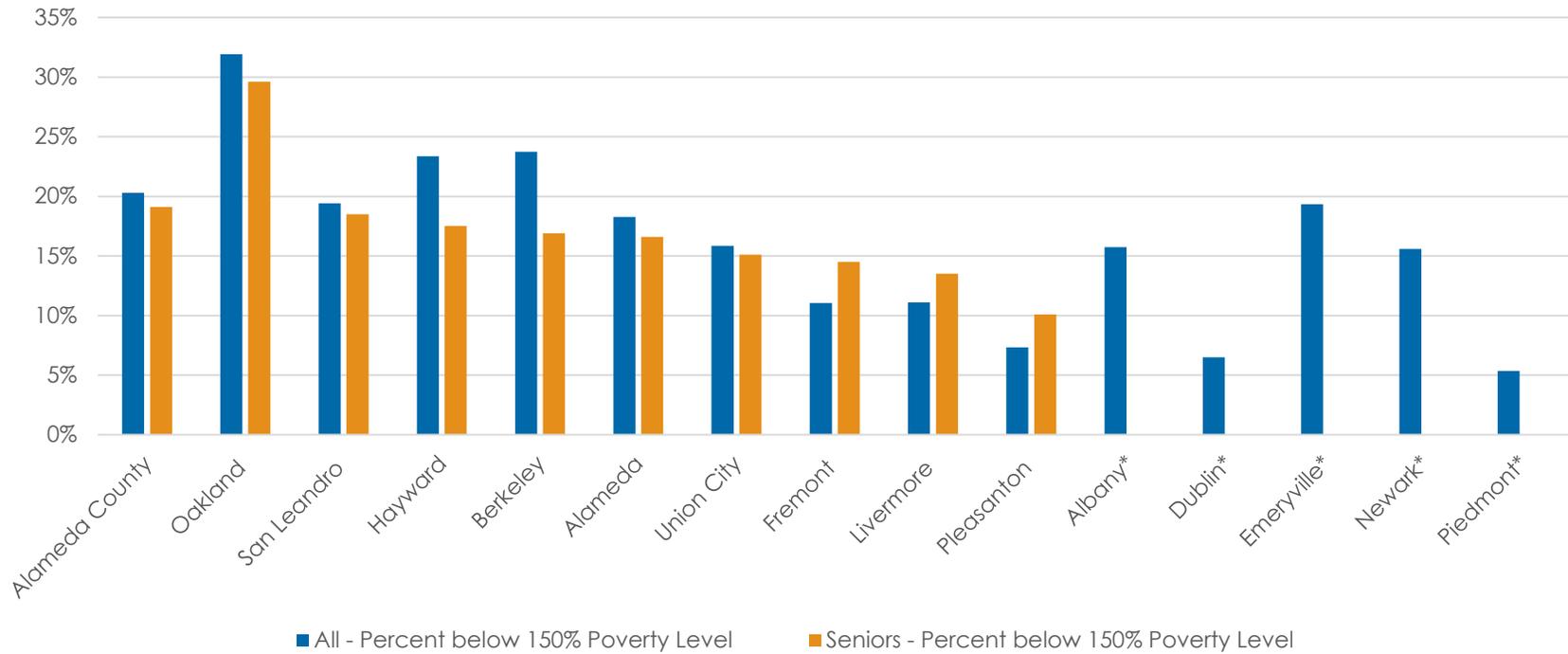
Figure 3-8 Distribution of Poverty Among Seniors in Alameda County (2014)



Source: American Community Survey 5-Year Estimates, 2010-2014

### 3. Demographic Profile

**Figure 3-9 Percentage of Seniors in Poverty & Percentage of Total Population in Poverty by City (2014)**



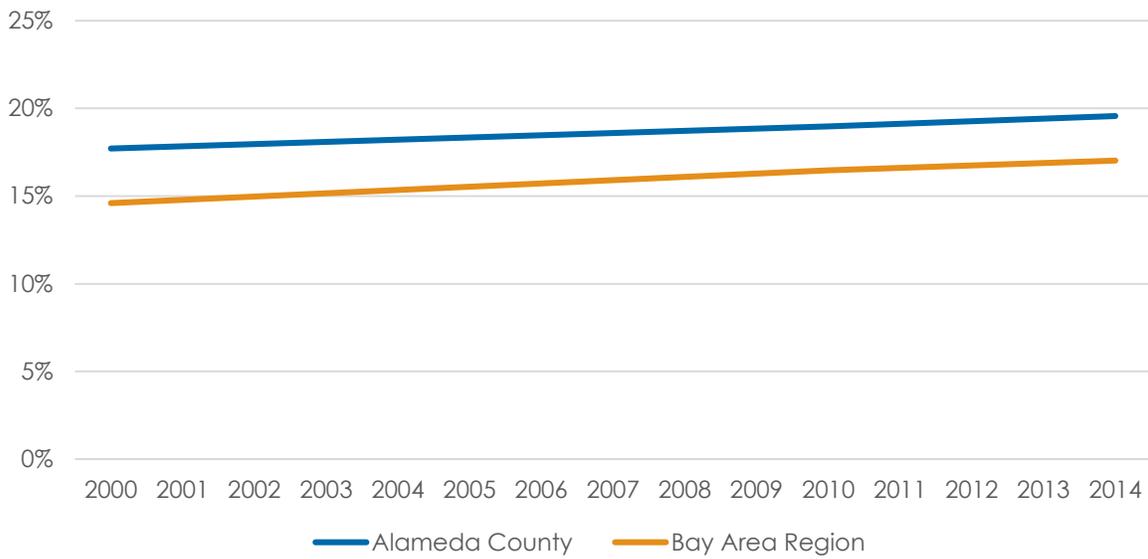
\*2014 Data not available for these locations

Source: American Community Survey 5-Year Estimates 2010-2014

**Trends**

The percentage of the population living in poverty has been on a slow but steady rise both regionally and in Alameda County over the past decade and a half. Figure 3-10 below shows the increase in poverty both regionally and in Alameda County from 2000-2014. This trend is in line with a general increase in poverty nationwide. 2040 poverty projections were unavailable for comparable populations.

**Figure 3-10 Percentage of Population Living in Poverty (2000-2014)**



Source: American Community Survey 1-Year Estimates 2000-2014

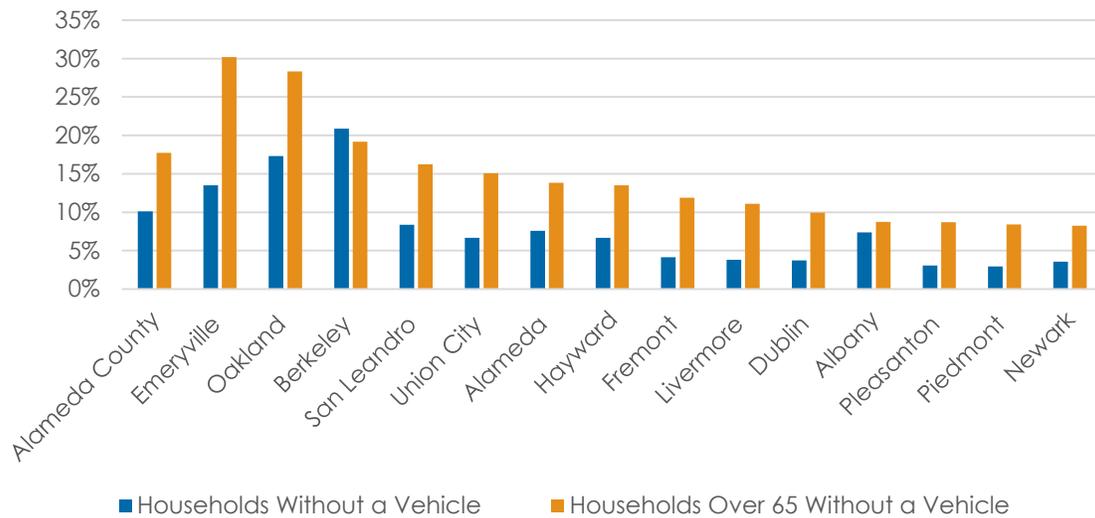
## Geographic Distinctions

Seniors and people with disabilities in Alameda County experience very different levels of transportation access depending on their location within the county. Denser cities such as Oakland and Berkeley offer a much greater range of mobility options for seniors and people with disabilities compared to low-density cities such as Fremont and Hayward. Oakland has nearly two-and-a-half times the population density of Fremont, enabling door-to-door paratransit services to operate more efficiently and increasing the likelihood that residents will live within close proximity to fixed-route transit services. Conversely, Fremont is lower density with more limited transit access and a much higher rate of automobile ownership, increasing the likelihood that residents will be dependent on automobiles for their daily transportation needs. Dublin and Pleasanton have the lowest rates of poverty but, like Fremont, have limited transit access and a much higher rate of automobile ownership, increasing the likelihood that residents will be dependent on automobiles

For seniors and people with disabilities, driving may not be possible due to age, disability, or income. As can be seen in Figure 3-11 below, seniors in Alameda County have much lower rates of automobile access than the general population: 18% of seniors in Alameda County do not own a vehicle, compared to 10% for the general population. The distribution of seniors without a vehicle from city-to-city mirrors that of the general population, with more suburban cities having correspondingly higher rates of automobile ownership. 28% of seniors in Oakland and 19% of seniors in Berkeley live in households that do not have a vehicle. However, even in more suburban cities such as Fremont and Hayward – where 12% and 14% of seniors do not have access to an automobile – the lack of auto access among seniors is still higher than the countywide average for the population as a whole.

Not having access to a vehicle is much more likely to present a mobility barrier in suburban areas due to lack of viable alternatives. Seniors and people with disabilities will likely have a greater reliance on friends or relatives to provide transportation, and seniors may feel pressured to drive for longer than they safely should.

Figure 3-11 Households Without a Vehicle in Alameda County (2014)



Source: American Community Survey 5-Year Estimates, 2010-2014

## Conclusion

The target populations for Alameda County's paratransit programs are growing and will continue to expand in future years. Additionally, Alameda County has one of the highest poverty rates in the Bay Area, both among seniors and the general population. The Alameda CTC previously recognized the effects of poverty on a community by working with PAPCO and ParaTAC to add income as a factor to the funding formula that is used to distribute Measure B and BB funding.

The specific needs of each city in Alameda County need to be considered, as the mobility challenges facing seniors and people with disabilities differ depending on population density, proximity to public transit, and income. Moreover, unincorporated communities with high rates of seniors, people with disabilities, and poverty will need to be incorporated in the long-term visioning for paratransit services in nearby cities as well as countywide.

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## 4 Existing Services

### Transportation Resources in Alameda County

Alameda County offers a wide range of transportation options for seniors and people with disabilities. In addition to fixed-route transit, riders might use ADA-mandated paratransit, city-based taxi subsidy programs, community shuttle services, city-based door-to-door programs, non-profit transportation services, private providers like taxis and Transportation Network Companies (TNCs), and other options. Additional transportation options that are available to these groups as members of the general public include walking, biking (for limited portions of the population), and driving or being driven by family and friends. This chapter is focused on those options that specifically cater to seniors and people with disabilities; it provides a snapshot of resources available at the time of the report (it must be noted that resources change rapidly over time).



Image from Nelson\Nygaard

Alameda CTC provides funds to jurisdictions and transit agencies as Direct Local Distribution (DLD) funds for ADA-mandated (East Bay Paratransit, LAVTA WHEELS, and Union City Paratransit) and city-based paratransit programs. The majority of trips funded through Measure B are provided by the ADA-mandated paratransit programs. As a result, the majority of Measure B and BB funding is allocated to these programs. City programs are intended to supplement the ADA programs by providing services to fill unmet needs, such as taxi programs to provide same day service or group trip programs. Discretionary funding can be used for a wide range of activities including providing countywide information resources and providing mobility management services to increase awareness of and access to services, as well as supporting innovative pilot programs, unique transportation services offered by non-profit organizations, and Countywide transportation services.

The types of transportation resources available to seniors and people with disabilities in Alameda County are summarized in Figure 4-1 below and subsequently described in more detail.

**Figure 4-1 Types of Transportation Resources in Alameda County**

Resource	Short Definition
<b>Fixed-Route Transit / ADA-mandated paratransit</b>	Buses, trains, and ferries operated by public transit agencies that run on regular, pre-determined, pre-scheduled routes, usually with no variation. The Regional Transit Connection (RTC) Clipper card is a photo identification card that verifies a rider's eligibility to receive an ADA reduced fare on fixed route transit. Transit agencies provide ADA-mandated paratransit services to complement fixed route transit, in compliance with the American with Disabilities Act (ADA).
<b>Community-Based Shuttles</b>	Fixed route or deviated services offered outside of the transit agencies (often by public-sector agencies or non-profit organizations) that address specific trip needs in the community that are not adequately being met by existing public transportation service. These cater to the general public and special populations.
<b>Private Transportation</b>	Transportation provided by a private for-profit entity in the business of transporting people. These services are often demand-response and initiated and paid for by the rider. Examples are taxis, motor coach services, TNCs (Uber, Lyft, etc.), and vanpools.
<b>Subsidized Fare Programs/ Voucher Programs</b>	Programs typically administered through a social service agency, that enable qualified people to purchase fares/vouchers for transportation services at a reduced rate from providers such as taxis, public transit, or volunteer driver programs. Recipients are usually low-income.
<b>Volunteer Driver Programs</b>	Programs that provide one-way, round-trip, and multi-stop rides. Trips are often door-through-door, in contrast to other transportation options which stop at the curb or door. These programs are provided free of charge, on a donation basis, through membership dues, or at a minimal cost, and typically have an eligibility process and advance reservation requirements.
<b>Mobility Management Services</b>	Mobility management services cover a wide range of activities, such as travel training, coordinated services, trip planning, brokerage, and information and referral. In addition to information and referral and travel training detailed below, mobility management services refer to the provision of individual transportation information and assistance, and service linkage related to information and referral.
<b>Information &amp; Referral</b>	Programs that provide transportation information and direct referral, connecting people to mobility resources that can help them. Agencies may be independent non-profit organizations, libraries, faith-based organizations, or government agencies.
<b>Travel Training</b>	Programs designed to teach people with disabilities, seniors, youth, veterans, and/or low-income populations to travel safely and independently on fixed-route public transportation in their community.

### Fixed-Route Transit/ADA-Mandated Paratransit

Fixed-route transit is operated by public transit agencies and offers services that run on regular, pre-determined, pre-scheduled routes, usually with no variation. All fixed-route transit providers are legally required to provide complementary paratransit. Per the FTA “each public entity operating a fixed route system shall provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed route system.” Aside from driving and walking, fixed-route transit is the most widely available transportation option available in Alameda County.



Image from Nelson\Nygaard

Accessibility features on fixed-route transit include:

- Buses and trains equipped with wheelchair lifts or low floor ramps to allow easy access for people with disabilities.
- Priority seating for seniors, people with disabilities, pregnant women, and other populations who need it.
- Bus drivers trained to understand the needs of all populations who ride the bus, provide assistance in securing wheelchairs in designated spaces, and allow passengers sufficient time to be seated, and get on and off the vehicle.
- Announcement of stops at major intersections, stations, transfer points and, at the request of passengers, specific destinations.
- Stations with elevators to boarding platforms, for ease of access.
- Route and schedule information provided by transit agencies, including the best way to reach a desired destination. This information is available in accessible formats, if needed.

For people who, due to their disability, are unable to ride regular buses and trains, some or all of the time, ADA-mandated paratransit is offered. Some certified paratransit riders can ride fixed-route transit depending on the trip and/or their current ability. East Bay Paratransit reported in their Customer Satisfaction Survey Summary that 41% of riders have used public transit in their adult life since being disabled. ADA-mandated paratransit is meant to provide



Image from Nelson\Nygaard

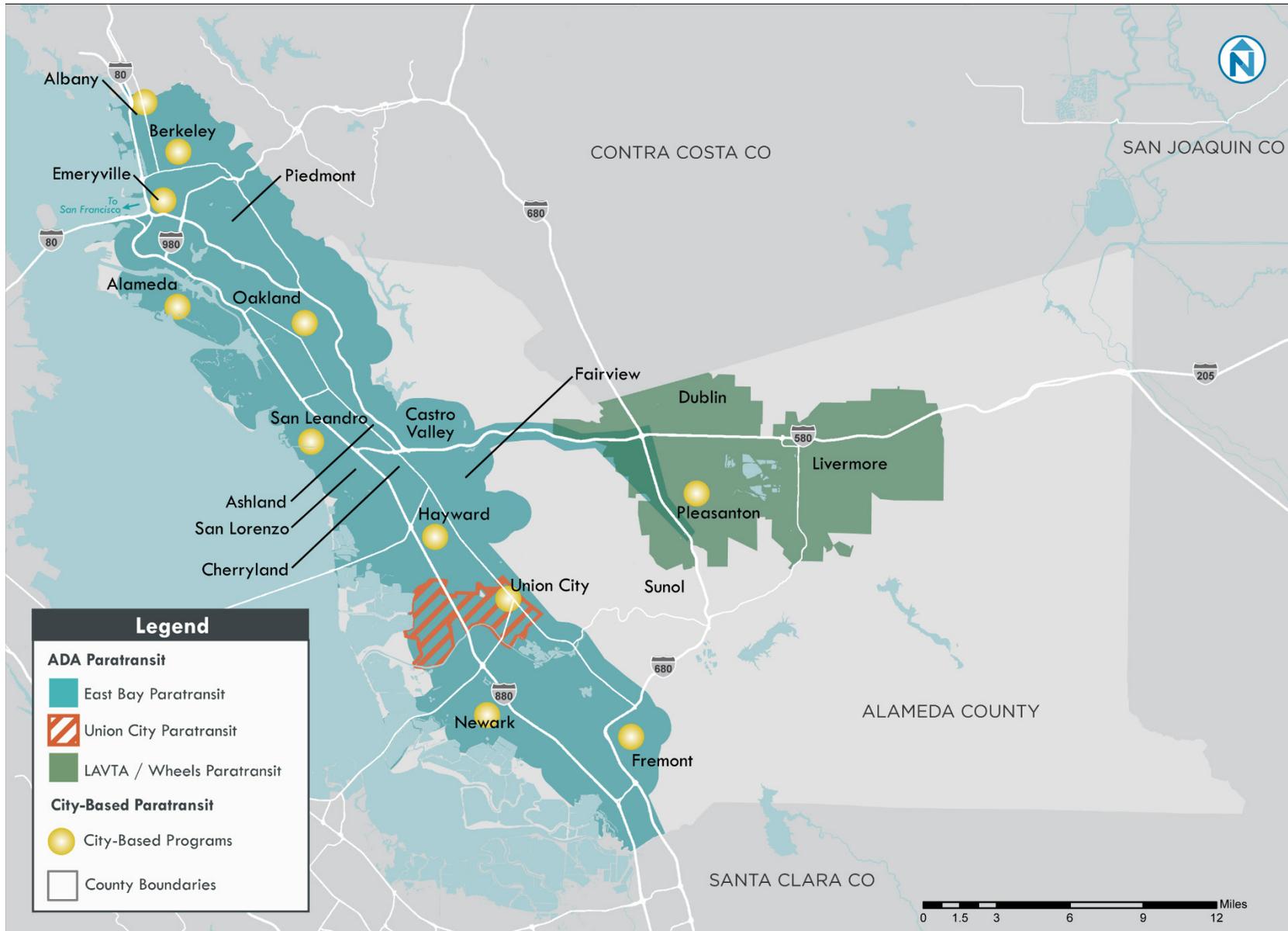
an equivalent level of service as fixed-route transit. This means paratransit services operate in the same area, on the same days and during the same hours as the public transit operates. Paratransit service may be provided on small buses, vans, taxis, or in sedans. It is generally a shared-ride, door-to-door, or curb-to-curb service that must be reserved at least one day in advance.

**Figure 4-2 Providers of Fixed-Route and ADA-Mandated Paratransit in Alameda County**

Fixed-Route Transit Agency	Service Area	ADA-Mandated Paratransit Provider
<b>AC Transit</b>	West, Central, and South Alameda County (Fremont to Albany) and Western Contra Costa County	East Bay Paratransit (in coordination with BART)
<b>ACE Altamont Corridor Express</b>	Rail service between Stockton and San Jose	The ADA does not require that commuter rail and commuter bus services provide complementary paratransit service
<b>BART</b>	Rapid rail transit in Alameda, Contra Costa, and San Francisco counties	East Bay Paratransit (in coordination with AC Transit); other applicable paratransit providers within ¼ mile of stations in other counties
<b>Capitol Corridor</b>	Rail service between Sacramento and San Jose	The ADA does not require that commuter rail and commuter bus services provide complementary paratransit service
<b>Dumbarton Express</b>	Dumbarton Bridge, Union City, Palo Alto	The ADA does not require that commuter rail and commuter bus services provide complementary paratransit service
<b>San Francisco Bay Ferry</b> (Water Emergency Transportation Authority)	Ferry service between: Alameda/Oakland and San Francisco; Alameda/Oakland and South San Francisco; Harbor Bay and San Francisco; and Vallejo and San Francisco.	Complementary paratransit requirement not defined for ferries
<b>Union City Transit</b>	City of Union City in Alameda County	Union City Paratransit
<b>Wheels</b> (Livermore Amador Valley Transit Authority)	Cities of Dublin, Pleasanton, and Livermore in Alameda County	Wheels Dial-a-Ride Paratransit and Pleasanton Paratransit

Most fixed-route transit agencies contract with private transportation providers to provide ADA-mandated paratransit. These contractors often offer other transportation services including taxis, community shuttles, and charter services.

Figure 4-3 ADA-Mandated Paratransit and City-Based Programs in Alameda County



### City-Based Paratransit Services

Ten cities in Alameda County offer city-based paratransit services funded by the Alameda CTC. Some programs provide services to adjacent cities and unincorporated areas to cover all twelve cities and unincorporated Alameda County. Programs are meant to complement ADA-mandated paratransit and are often directed more towards seniors. Programs show a wide range of services based on what city staff have determined with community input is most necessary for that community. All cities have a “core” trip-provision service that is funded by DLD funding. Core services are taxi, door-to-door, and/or shuttle. If budget allows, some have other services as well, examples include travel training, group trips, volunteer driver programs, and scholarship/subsidized fare programs. These other types of services are considered more supplemental and may be funded by Alameda CTC discretionary funding. Transportation programs eligible for funding are described in the Implementation Guidelines (Appendix C).



Image from Nelson\Nygaard

**Figure 4-4 City-based Paratransit Program Services Funded by Alameda CTC FY 2016-17**

City	Service Mix (Core service in bold)
<b>Alameda</b>	<b>Taxi Program</b> Accessible Fixed-Route Shuttle Group Trips Scholarship/Subsidized Fare
<b>Albany</b>	<b>Taxi Program</b> Group Trips
<b>Berkeley</b>	<b>Taxi Program</b> City-based Specialized Van Mobility Management/Travel Training
<b>Emeryville</b>	<b>Taxi Program</b> City-based Door-to-Door (discretionary funding) Group Trips Meal Delivery Scholarship/Subsidized Fare

City	Service Mix (Core service in bold)
<b>Fremont</b> <i>(provides some services for Union City and Newark)</i>	<b>City-based Door-to-Door</b> <b>Taxi Program (discretionary funding)</b> Group Trips Meal Delivery Mobility Management/Travel Training Volunteer Driver (discretionary funding)
<b>Hayward</b> <i>(including Castro Valley, San Lorenzo and other unincorporated areas)</i>	<b>Taxi Program</b> City-based Specialized Van Group Trips Meal Delivery Mobility Management/Travel Training Scholarship/Subsidized Fare Volunteer Driver
<b>Newark</b>	<b>City-based Door-to-Door (contracted through Fremont)</b> Meal Delivery
<b>Oakland</b> <i>(including Piedmont)</i>	<b>Taxi Program</b> City-based Door-to-Door City-based Specialized Van Group Trips
<b>Pleasanton</b> <i>(including Sunol)</i>	<b>City-based Door-to-Door</b> Accessible Fixed-Route Shuttle (discretionary funding) Scholarship/Subsidized Fare
<b>San Leandro</b>	<b>Accessible Fixed-Route Shuttle</b> Taxi Program

Note: Union City Transit and Livermore Amador Valley Transit Authority (LAVTA) receive funding through City-based DLD funding for ADA-mandated paratransit. Both providers offer service to geographic areas beyond the ¼ mile ADA requirement. In addition, LAVTA also offers fare subsidies, a subsidized taxi service, and has recently initiated the Go Dublin! pilot which offers same-day rideshare trips on UBER, Lyft and DeSoto Cab Company to persons in Dublin, and includes wheelchair accessible vehicles.

The chart on the following page shows programs available by all cities, planning areas, and funding source.

**Figure 4-5 Summary of Programs by City/Area, January 2017**

City	Planning Area	Door-to-Door	Taxi Subsidy	Specialized Accessible Van	Accessible Shuttle	Group Trips Program	Volunteer Driver Program	Mobility Mgmt./ Travel Training	Scholarship/ Subsidized Fare	Meal Delivery	ADA Para-transit
Alameda	North		●		●	●		■	●		◆
Albany	North		●			●		■			◆
Berkeley	North		●	●				●	◆		◆
Emeryville	North	■	●			◆		■	●	●	◆
Oakland	North	●	●	●		●		■			◆
Hayward	Central		●	●		●	●	●	●	●	◆
San Leandro	Central		◆		●			■			◆
Fremont	South	●	■			●	■	■		●	◆
Newark	South	●	■				■	■		●	◆
Union City	South		■			●	■	■			●
Dublin	East		◆				■	■	◆		◆
Livermore	East		◆				■	■	◆		◆
Pleasanton	East	◆	◆		■	■	■	■	●		◆

\*Primary funding source (some programs have mixed funding sources, the box reflects majority):

- Direct Local Distribution Funding ●
- Discretionary Funding ■
- Other Funding ◆

## Alameda CTC Countywide Programs

Alameda CTC offers two small specialized countywide transportation programs. The first is the Hospital Discharge Transportation Service (HDTs). In coordination with participating hospitals, HDTs offers a free accessible ride home or to a rehabilitation facility upon discharge from a hospital. Currently participating hospitals are:

- Alameda Health System (AHS), Highland Hospital – Oakland
- Alameda Health System, San Leandro Hospital – San Leandro
- Alameda Hospital – City of Alameda
- Kaiser Permanente – Fremont
- Kaiser Permanente – San Leandro
- Kaiser Permanente – Oakland
- St. Rose Hospital – Hayward
- Stanford Health Care, ValleyCare Medical Center – Pleasanton



Image from Nelson\Nygaard

The second program is the Wheelchair Scooter Breakdown Transportation Service (WSBTS). The WSBTS is for wheelchair and scooter users in Alameda County who are stranded due to a mechanical breakdown of their mobility device or a medical emergency that has separated them from their chair. Consumers can call a toll-free number and receive a one-way ride within one hour to their home or a repair shop.

### Community-Based Shuttles

A broad range of shuttles are offered outside of the transit agencies. These shuttles are often sponsored by public-sector agencies or non-profit organizations, and address unmet transit needs of the community. These shuttles can be fixed-route or offer door-to-door or curb-to-curb service.



Image from Nelson\Nygaard

These transportation services are sometimes dedicated for a specific clientele (i.e. Medicaid eligible persons, seniors attending meal programs, etc.). Riders are often referred to these programs by an agency they are receiving services from, such as a senior center, County Human Service agency, or regional center.

### Services Provided by Jurisdictions

Some cities or communities offer free shuttles that are designed to assist people with commuting or shopping. In addition to being free and open to the general public, these shuttles generally offer the same accessibility options, such as lifts and ramps, as fixed-route transit. These shuttles are distinct from the Alameda CTC-funded Accessible Fixed-Route Shuttles listed in Figure 4-5 offered by Alameda, Pleasanton, and San Leandro. The Accessible Fixed-Route Shuttles are limited to or prioritize seniors and people with disabilities certified through those city-based paratransit programs.

**Figure 4-6 Community Shuttles for the General Public**

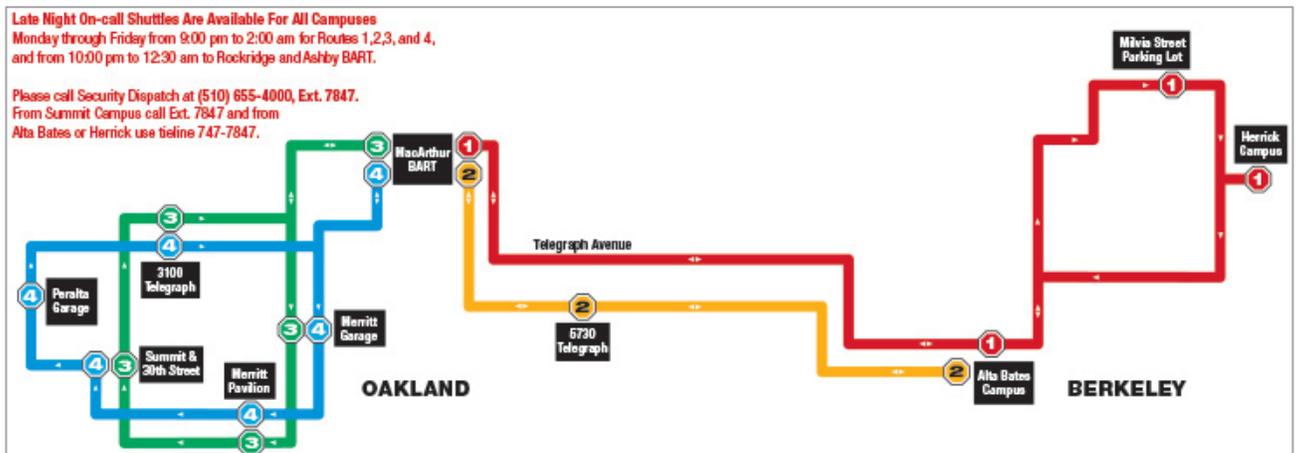
Shuttle	Brief Description
Broadway Shuttle (The B)	Offering fast, free connections from BART, San Francisco Bay Ferry, Amtrak and Capitol Corridor to downtown Oakland offices, restaurants, local shops, social services and entertainment venues
East Oakland Shuttle	Service to Alameda County's Eastmont, Edgewater, and Enterprise offices from the Coliseum BART station in Oakland
Embarcadero Cove Shuttle	Service to the 1900 and 2000 Embarcadero Cove offices in the city of Alameda from the Lake Merritt BART station
Emery Go-Round	Four routes that connect Emeryville's employers and shopping centers with the MacArthur BART station

Shuttle	Brief Description
Estuary Crossing Shuttle	Travels between the College of Alameda and Lake Merritt BART, with a short intervening loop to Wind River Systems. Can carry 13 bicycles.
Fairmont/Juvenile Justice Center Shuttle	Service to Alameda County's Fairmont Hospital and Juvenile Justice Center in San Leandro (as well as the Bay Fair Mall) from the Bay Fair BART station
San Leandro LINKS	Serves businesses in West San Leandro by providing a free transportation link between places of employment and the Downtown San Leandro BART Station
West Berkeley Shuttle	Shuttle service that provides a "last mile" transit connection from the Ashby BART Station to business establishments throughout the West Berkeley Area

**Services Provided in Relation to Healthcare/Social Services**

There are a number of shuttles and transportation services that are offered by healthcare and social service providers. A number of hospitals provide shuttles to nearby transit hubs.

- Alameda Health System Fairmont Shuttle
- Alameda Health System Highland Shuttle
- Alta Bates Summit Medical Center Shuttle
- Children's Hospital Oakland Shuttle
- Kaiser Oakland Shuttle
- Kaiser San Leandro Shuttle



Alta Bates Summit Medical Center Shuttle Service

Image from [www.altabatessummit.org](http://www.altabatessummit.org)

Program of All-Inclusive Care for the Elderly (PACE) programs provide a comprehensive medical/social service delivery system including transportation for older adults.<sup>1</sup> Alameda County's two PACE programs have accessible vehicles obtained through FTA Section 5310 funding.<sup>2</sup> The two PACE programs are Center for Elders' Independence and On Lok Lifeways.

The Regional Center of the East Bay (RCEB) serves individuals with, or at risk for, developmental disabilities, and their families. They offer transportation, sometimes provided by RCEB and sometimes through ADA-mandated paratransit, for adult consumers to attend a primary day program, when they are unable to safely use public transportation or when public transportation is not available.



Image from [www.calpace.org](http://www.calpace.org)

### **Services Provided by Non-Profit Organizations**

Non-profit organizations in the County also offer shuttle programs to fill unmet transportation needs. Many non-profit organizations have received support through

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<sup>1</sup> The Programs of All-Inclusive Care for the Elderly (PACE) provides comprehensive medical and social services to certain frail, community-dwelling elderly individuals, most of whom are dually eligible for Medicare and Medicaid benefits. An interdisciplinary team of health professionals provides PACE participants with coordinated care. For most participants, the comprehensive service package enables them to remain in the community rather than receive care in a nursing home. Financing for the program is capped, which allows providers to deliver all services participants need rather than only those reimbursable under Medicare and Medicaid fee-for-service plans. PACE is a program under Medicare, and states can elect to provide PACE services to Medicaid beneficiaries as an optional Medicaid benefit. Individuals can join PACE if they meet certain conditions: age 55 or older, live in the service area of a PACE organization, eligible for nursing home care, and be able to live safely in the community. The PACE program becomes the sole source of services for Medicare and Medicaid eligible enrollees. Individuals can leave the program at any time. ([www.medicaid.gov/medicaid/ltss/pace/index.html](http://www.medicaid.gov/medicaid/ltss/pace/index.html))

<sup>2</sup> 5310 grants aim to improve mobility for seniors and individuals with disabilities by removing barriers to transportation service and expanding transportation mobility options. Eligible applicants include private nonprofit organizations, states or local government authorities, or operators of public transportation. Eligible activities include capital purchases of buses and vans, transit-related information technology systems, including scheduling/routing/one-call systems, mobility management programs, travel training, volunteer driver programs, and improved accessible paths, signage, or way-finding technology. FTA funds are competitive and are administered by Caltrans and the Bay Area MTC.

Alameda CTC discretionary funding or in FTA Section 5310 applications. Non-profit organizations offering transportation to consumers through their own vehicles include:

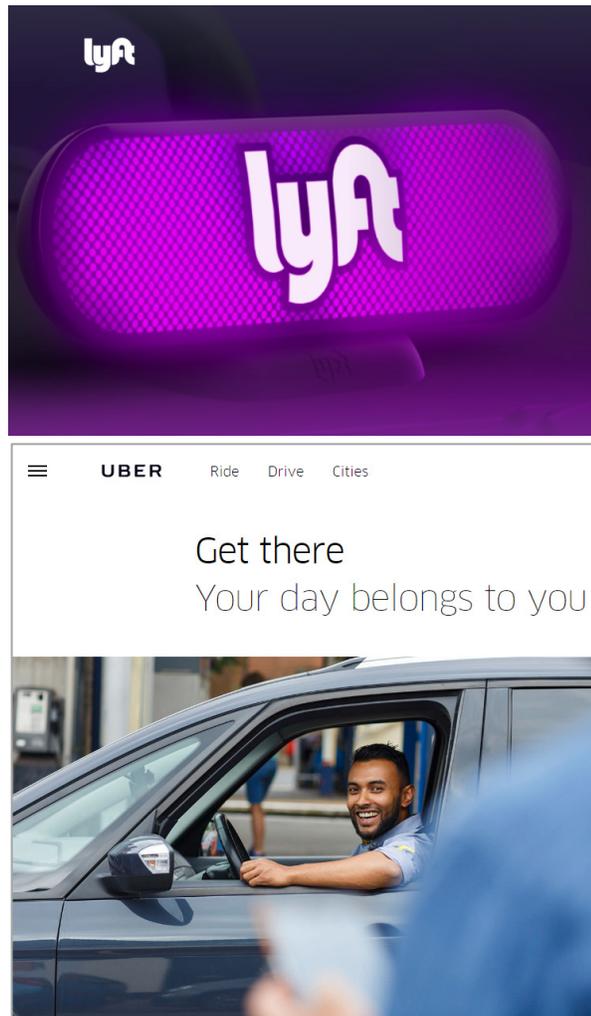
- Alzheimer's Services of the East Bay
- Bay Area Community Services
- Bay Area Outreach and Recreation Program
- East Bay Services to the Developmentally Disabled
- Easy Does It Emergency Services
- Friends of Children with Special Needs

Additionally, there are other types of organizations that may have a vehicle/with a van including churches, senior centers, and senior housing facilities.

### Private Transportation

Private transportation providers have always been an integral partner in the provision of transportation resources for seniors and people with disabilities. Private transportation providers are for-profit entities in the business of transporting people. As noted earlier, most fixed-route transit agencies contract with private transportation providers to provide ADA-mandated paratransit. This is also true of many of the Community-Based Shuttles described earlier. In these instances, riders do not request or access the transportation directly from the private company, but through the agency sponsoring the service.

Other options are more likely to be requested directly by the rider. Taxis have filled gaps in service for transportation disadvantaged populations for decades. Recently Transportation Network Companies (TNCs), like Uber and Lyft, have begun to fill some of the same gaps. However, smart-phone, software-



Images from Lyft.com and Uber.com

driven transportation options are difficult to track because the data is privately controlled, and the services are volatile, with providers rapidly going into and falling out of business. Other examples of private transportation are school bus services (where available), motor coach services, shuttles, vanpools, and limousine and sedan services.

Private transportation providers can be helpful in making first and last mile connections. However, riders can face barriers when trying to use private providers directly, including affordability, accessibility for riders with mobility devices, and access to smartphones.

Although private transportation providers are covered by the ADA in terms of access, service, fares and training, it is not clear if they are required to provide accessible vehicles.<sup>3</sup> A number of Bay Area cities and counties including Alameda County, Marin County, San Francisco, and Santa Clara County have attempted to increase accessible taxi options with limited success. While TNCs have not sought to add accessible vehicles to their fleet, they have attempted to increase accessible services with limited success in different locations around the U.S. through options such as uberACCESS, uberWAV, and Lyft Accessible Vehicle Dispatch.

Alameda County also hosts a number of Non-Emergency Medical Transportation (NEMT) services. Non-emergency medical transportation (NEMT) is an important benefit for Medicaid beneficiaries who need to get to and from medical services but have no means of transportation. The Code of Federal Regulations requires States to ensure that eligible, qualified Medicaid beneficiaries have access to NEMT to take them to and from providers. Many NEMT trips are taking people to and from dialysis.

### **Subsidized Fare Programs/Voucher Programs**

The demographic profile of Alameda County noted significant poverty for seniors and people with disabilities and cost can be a barrier to accessing transportation for these populations. Fixed-route transit providers offer reduced fares to seniors 65 and above and people with disabilities. Senior Clipper Cards can be obtained via mail, online, and at the transit agencies' customer service offices. The RTC card is a photo identification card that verifies a rider's eligibility to receive a reduced fare on fixed route transit. With the advent of Clipper, the RTC card now serves as an individual's Clipper Card which automatically applies the discount fare. RTC Clipper cards must be obtained from a fixed route transit provider and require a physician's verification or proof of a DMV Disabled Parking Placard. The initial application must be made in person and there are three locations in Alameda County – AC Transit Customer Service in Downtown Oakland, BART Customer Service in Lake Merritt station, and WHEELS Customer Service in Livermore. For some consumers, obtaining a ride to one

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<sup>3</sup> These issues are still being debated and adjudicated in the courts. ([www.stanfordlawreview.org/online/loophole-large-enough/](http://www.stanfordlawreview.org/online/loophole-large-enough/))

of these specific locations to apply for a card represents a barrier. No Alameda County transit providers currently have means-based discount programs for the general population.

Subsidized fare and/or voucher programs also exist that are administered through social service agencies. Many transit agencies sell fare products at bulk discounts to social service agencies that serve low-income populations. These organizations determine eligibility and issue the fare products to their clients at their own discretion, free of charge, or at significant discounts. Some programs also include fares/vouchers for volunteer-based transportation programs and/or taxis. These programs are designed primarily to address immediate needs and depend on the discounts offered by transit agencies and available funds to purchase fare products.

Taxi subsidy programs allow eligible participants to use taxis at a reduced fare by reimbursing a percentage of the fare, or by providing a low-cost fare medium, e.g. scrip or vouchers, which can be used to cover a portion of the fare. As noted earlier, many Alameda County cities offer subsidized taxis for seniors and people with disabilities.

Some cities also offer subsidies for ADA-mandated Paratransit. The Alameda CTC Implementation Guidelines require that programs use low-income eligibility verification in order to utilize Measure B or BB funds for any type of subsidized fare programs, and that they submit programs for review by Alameda CTC staff prior to implementation. Further, program sponsors cannot spend more than 3% of their annual DLD funding for subsidized East Bay Paratransit (EBP) tickets.

### **Volunteer Driver Programs**

Volunteer driver programs involve connecting riders to a network of volunteers that provide one-way, round-trip, and multi-stop rides. Participation in these programs can be provided free of charge, on a donation basis, through membership dues, or at a minimal cost, and typically have an eligibility process and advance reservation requirements. Programs are sponsored by non-profit organizations, transit agencies, or cities and counties. Some volunteer driver programs may also have an escort component where volunteers accompany riders with mobility devices on paratransit services, when they are unable to travel in a private vehicle. Some programs may use staff to provide initial rides or to fill gaps when volunteers are unavailable.

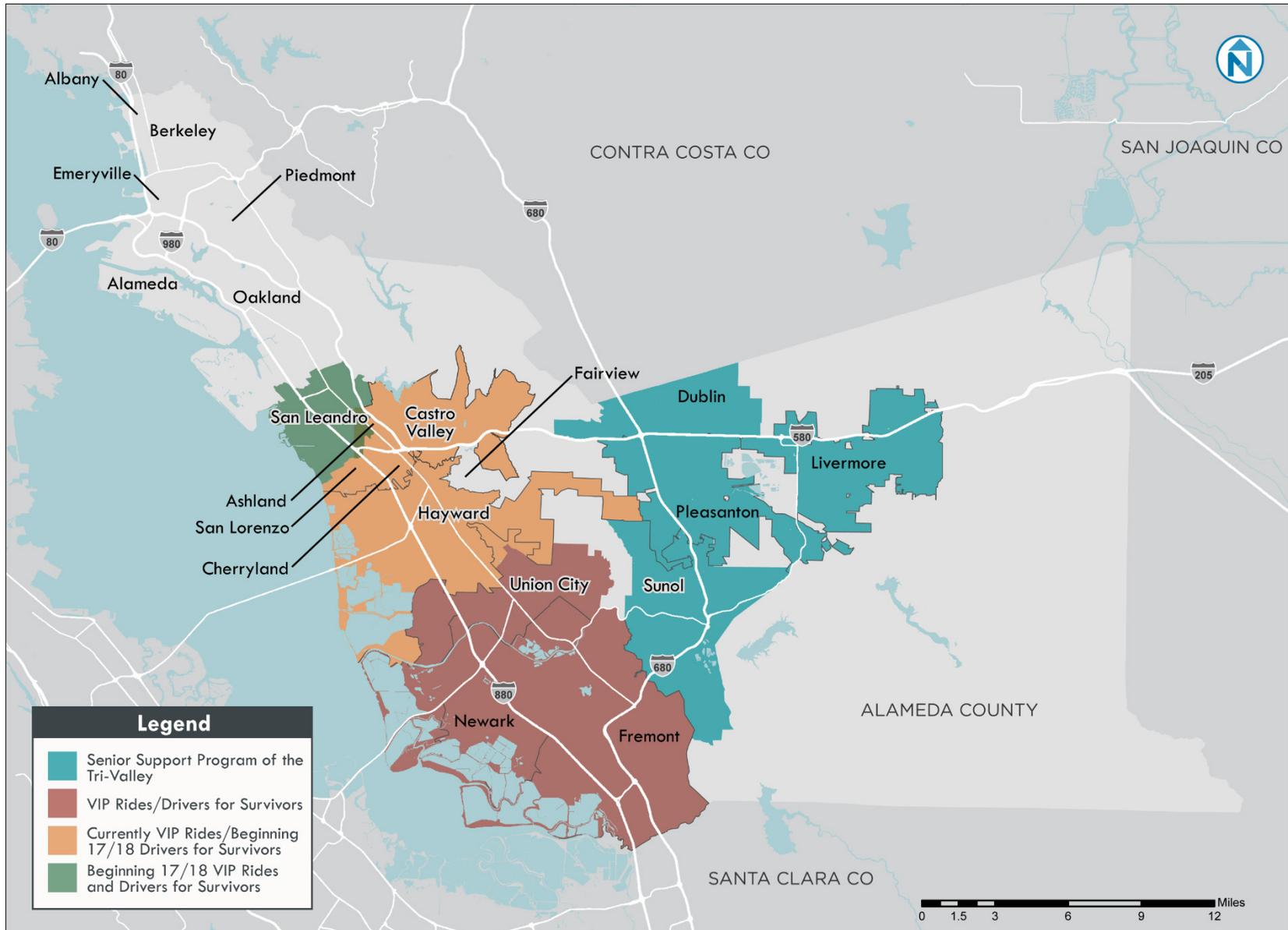
Volunteer driver programs are generally designed for seniors and can fill key needs that are not met by other transportation services like ADA-mandated paratransit. This is because these programs usually offer door-through-door service. These services are therefore ideal for more frail individuals who cannot wait outside, may need a stabilizing arm, help with a jacket or carrying groceries, etc. These programs are also well-suited for certain medical trips, for example when someone needs to stop and pick up a new prescription before going home, or go to a facility in another county

for specialized treatment. Volunteer driver programs usually have to closely monitor their capacity and face ongoing challenges with funding and finding quality volunteers.

**Figure 4-7 Volunteer Driver Programs in Alameda County**

Program	Description
Drivers for Survivors	Trips for ambulatory cancer patients in Fremont, Newark, and Union City, within a 60-mile radius of a client's home. Also planning to serve San Leandro in FY 2017-18.
VIP Rides Program (LIFE Eldercare)	Trips for seniors and people with disabilities without other options in Fremont, Newark, and Union City. Also serves Hayward and planning to serve San Leandro in FY 2017-18.
Volunteers Assisting Same Day Transportation (VAST) (Escorts Project, Senior Support Program of the Tri Valley)	Trips for seniors 60+ without other options in Dublin, Pleasanton, Livermore and Sunol for the origin of the trip, and throughout the Greater Bay Area to get seniors to their medical appointments/destination.
American Cancer Society Road to Recovery - Patient Transportation Assistance	Every day, cancer patients across California face the challenge of getting to and from their medical appointments. The "Our Road to Recovery" volunteer program ensures that thousands of patients a year get to and from treatment.

Figure 4-8 Alameda County Volunteer Driver Programs



### Mobility Management

Mobility management services cover a wide range of activities, such as travel training, coordinated services, trip planning, brokerage, and information and referral. For the purposes of this resource list, mobility management services refer to the provision of individual transportation information and assistance, and service linkage. Some mobility management services are closely related to information and referral, but go further by providing more individually tailored information and providing service linkage. Where available, mobility management is an ideal “entry point” for seniors and people with disabilities to the range of transportation resources available.

**Figure 4-9 Mobility Management Providers in Alameda County**

Program and Contact Information	Summary of Service
<p><b>Access Alameda</b> 510-208-7400 <a href="http://www.accessalameda.org">www.accessalameda.org</a></p>	<p>The Access Alameda Website is provided to help individuals identify and connect with the accessible transportation services available in Alameda County, including public transit, Americans with Disabilities Act (ADA) paratransit, city-based paratransit programs, and organizations that provide volunteer drivers and/or training on how to travel by using these services in Alameda County.</p>
<p><b>Eden I&amp;R</b> 2-1-1 <a href="http://www.edenir.org">www.edenir.org</a></p>	<p>Eden I&amp;R is the Alameda County 2-1-1 provider and is looking to expand into more individually tailored information and service linkage.</p>
<p><b>Tri City Mobility Management</b> 510-574-2053 <a href="http://fremont.gov/366/Transportation-Services">fremont.gov/366/Transportation-Services</a></p>	<p>Fremont, Newark, and Union City: Mobility management provides information about transportation access to all callers. Assistance can be provided for a range of transportation needs, from needing wheelchair accessible transportation to assistance retesting for a driver’s license.</p>

Other paratransit programs and non-profit organizations engage in less formal mobility management service linkage activities. One notable example is in the Tri-Valley where Pleasanton Paratransit (PPS), LAVTA, and Senior Support Program of the Tri-Valley (SSPTV) are in daily contact and coordination. PPS and LAVTA share some responsibility for ADA-mandated paratransit rides. SSPTV, which provides volunteer driver rides, is located in the same building as PPS.

Alameda CTC has also been an active participant in Regional Mobility Management efforts, such as participating in MTC’s Mobility Management Roadmap Study and attending and sometimes hosting the Regional Mobility Management Group meetings.

**Information & Referral**

Information and referral (I&R) programs provide community information and referral, and connect individuals with resources that can help them. There is a spectrum of I&R services, ranging from a simple website and database listing resources, to a fully-customized trip planner and referral service.

Historically 2-1-1 is the primary free, confidential referral and information helpline and website that connects individuals to health and human services, 24 hours a day, seven days a week. Although all 2-1-1 helplines offer transportation information, Alameda County is fairly unique in highlighting it. Eden I&R is the Alameda County 2-1-1 provider.

Information and referral is the key “entry point” for individuals accessing transportation services. An information and referral database or list is only useful with a sufficiently large pool of resources.



Image from www.edenir.org

**Figure 4-10 Information and Referral Services in Alameda County**

Program Name	Phone	Website
Eden I&R	2-1-1	<a href="http://www.edenir.org">www.edenir.org</a>
Access Alameda	510-208-7400	<a href="http://accessalameda.org">accessalameda.org</a>

**Travel Training**

Travel training programs generally fall under mobility management and are designed to teach people with disabilities, seniors, youth, veterans, and/or low-income populations to travel safely and independently on fixed-route public transportation in their community. The Association of Travel Instruction identifies three different types of travel training.

Transit Orientation

Group or individual activity conducted for the purpose of explaining the transportation systems; options and services available to address individual transportation needs; use of maps and schedules as resources for trip planning; fare

system, use of mobility devices while boarding, riding, and exiting; vehicular features; and benefits available.

Familiarization

Individual or small group trip activity to facilitate use of transportation systems with a travel trainer accompanying experienced traveler(s) on a new mode of transportation or route to point out/explain features of access and usability.

Travel Training

One-to-one short-term instruction provided to an individual who has previously traveled independently and needs additional training or support to use a different mode of travel, a different route, mode of transit, or travel to a new destination; or One-to-one comprehensive, specially designed instruction in the skills and behaviors necessary for independent travel on public transportation provided to an individual who does not have independent travel concepts or skills to go from point of origin or trip to destination and back.

As noted earlier, fixed-route transit is the most widely available transportation option available aside from driving and walking. In many communities it provides a base level of affordable service to access major destinations like school, work, medical appointments, shopping, etc. Travel training can help seniors and people with disabilities access this transportation resource effectively. Programs can be sponsored by non-profits organizations, transit agencies, and cities or counties.

**Figure 4-11 Travel Training Programs in Alameda County**

Program	Description
<b>Bay Area Outreach &amp; Recreation Program (BORP)</b>	Training as needed to participants of BORP.
<b>Center for Independent Living (CIL)</b>	Individual training for people with disabilities and seniors. Training primarily provided in Northern and Central Alameda County.
<b>City of Alameda</b>	Training as needed to participants of the Mastick Senior Center.
<b>City of Emeryville</b>	Training as needed to participants of the Emeryville Senior Center.
<b>City of Pleasanton</b>	Individual training for seniors 70+ and people with disabilities in Pleasanton and Sunol.
<b>Community Resources for Independent Living (CRIL) and City of Hayward</b>	Individual and group training for people with disabilities and seniors in Hayward, Pleasanton, Livermore, and Dublin. Training primarily provided in Central and Eastern Alameda County.

Program	Description
<b>Livermore Amador Valley Transit Authority (LAVTA)</b>	Individual and group training for people with disabilities and seniors age 65 or older. Serving primarily those in Livermore, Dublin, Pleasanton, and unincorporated areas of the Tri-Valley.
<b>Through the Looking Glass</b>	Training as needed to families with disability issues in Alameda County.
<b>Tri-City Travel Training Program</b>	Individual and group training for people with disabilities and seniors in the Fremont, Newark, and Union City.
<b>United Seniors of Oakland and Alameda County (USOAC)</b>	Group training for seniors 55+ and people with disabilities in Alameda County. Training primarily provided in Northern and Central Alameda County.

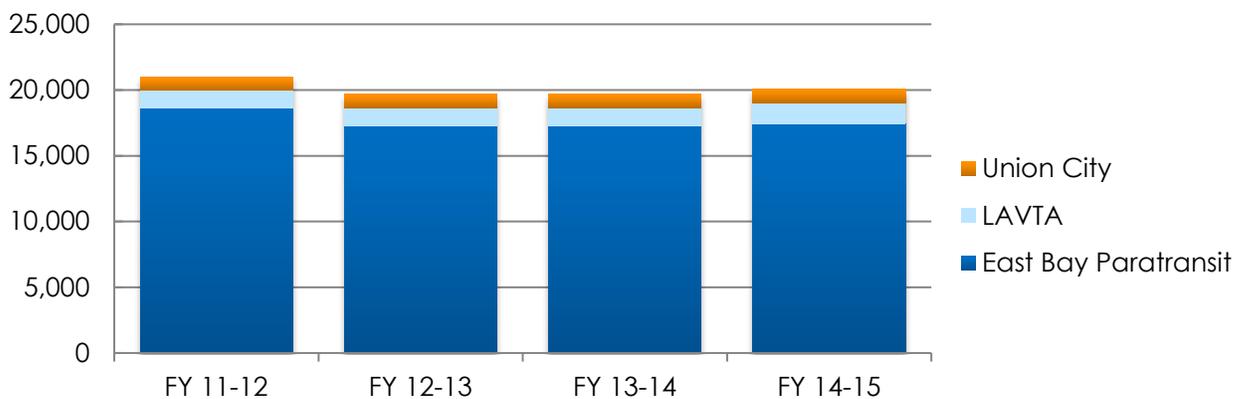
In addition to the programs listed above, the Alameda CTC hosts a Countywide Travel Training Group that meets quarterly. All interested parties are invited to attend to learn about new developments in the field and exchange technical information.

### Data Gathered by Alameda CTC from Funded Programs

The Alameda CTC has collected extensive reporting data on funded programs throughout the existence of Measures B and BB. This data includes compliance reports, program plan applications, grant reports, and data for the annual performance report. The data provides a significant resource on trends in the County based on different types of transportation programs.

A review of trends in ADA-Mandated registered riders over the past four years does not show a consistent increase. The drop from FY 11-12 to FY 12-13 does not have an obvious explanation from providers. Suggestions include economic issues and/or closures of day programs.

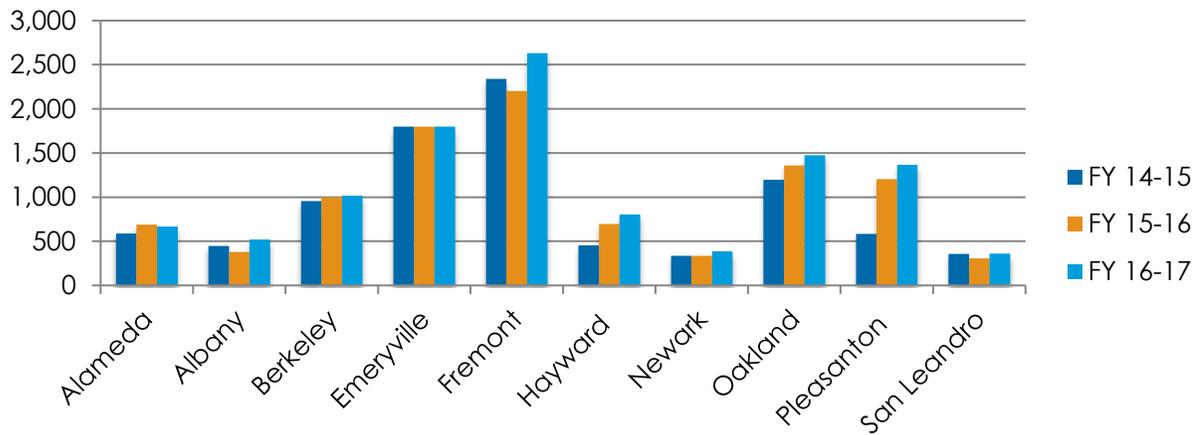
**Figure 4-12 ADA-Mandated Paratransit Registered Riders**



Source: Performance Report Data from ADA Providers

The Alameda CTC recently began tracking registered riders for city-based programs and some do show an increasing trend, but not all.

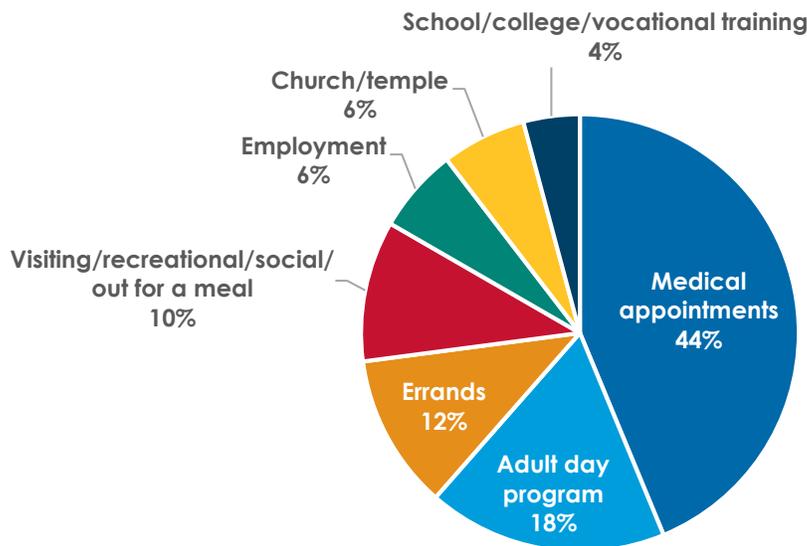
**Figure 4-13 City-Based Paratransit Registered Riders**



Source: Program Plan Applications for DLD Funding from City-Based Providers

Alameda CTC is not able to track trip purpose for all funded programs. However the largest provider, East Bay Paratransit, reports trip purpose in their Customer Satisfaction Survey Summary. Recent data indicates that close to half of (44%) of all trips were for medical appointments.

**Figure 4-14 East Bay Paratransit Trip Purpose**



Source: East Bay Paratransit Consortium Customer Satisfaction Survey 2016: Management Report

The Alameda CTC funds seven types of transportation programs that provide trips for seniors and people with disabilities. They are:

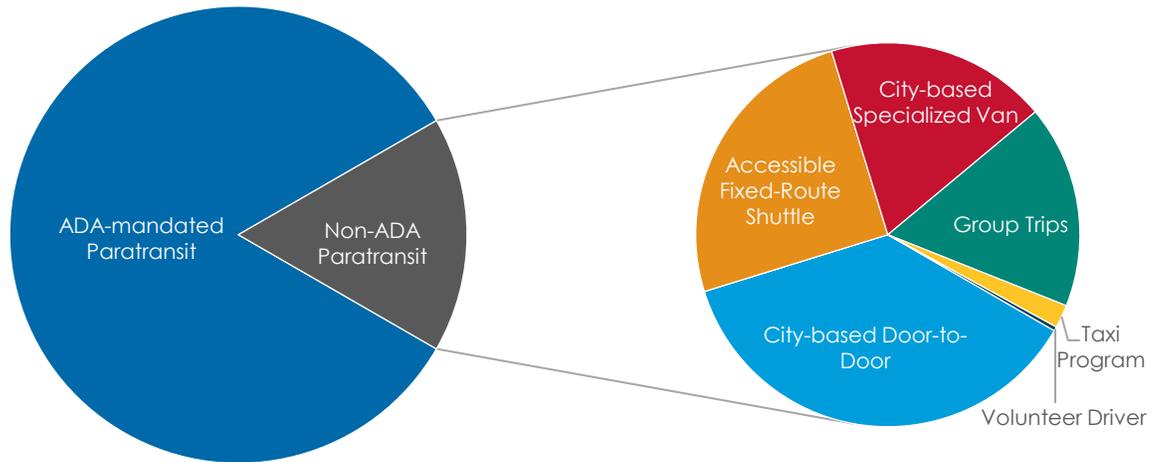
- Accessible Fixed-Route Shuttle
- ADA-mandated Paratransit
- City-based Door-to-Door
- City-based Specialized Van
- Group Trips
- Taxi Program
- Volunteer Driver

Figures 4-15 and 4-16 provide a comparison of Alameda CTC funding and projected rides from program plan applications for FY 2016-17. This provides an overview of where Measure B and BB funding is going today and where we see the highest utilization of services.

These figures suggest several interesting conclusions. First, that while ADA-mandated trips use a majority of the funding, they do not provide a majority of the trips. A difference in cost per trip is the most likely reason behind these differences, and differences in cost per trip are to be expected given the different levels of service provided (Figure 4-17). ADA-mandated providers need to serve all trip requests to comply with the ADA; meet FTA requirements for driver training and certification; provide longer trips (the average East Bay Paratransit trip length in FY 15-16 was 10.4 miles which is farther than estimated average taxi trip lengths); and serve a large portion of accessible trips.

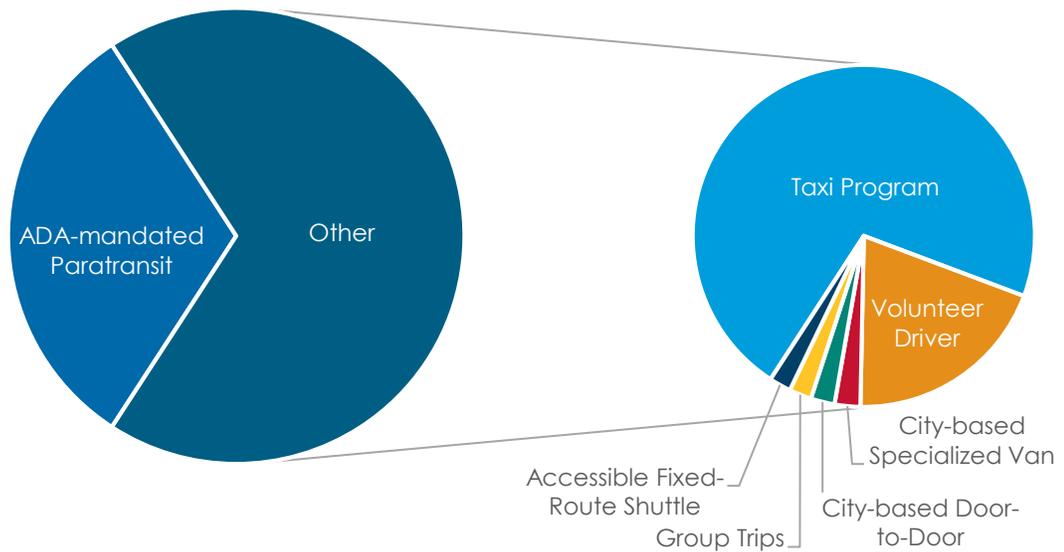
Also, taxi programs serve the highest number of trips and receive a small amount of funding due to short trip distances and serving very few wheelchair trips. Taxi programs appear to be a heavily utilized and comparatively cost effective strategy (further discussion of this in Chapter 5 and 6).

**Figure 4-15 Alameda CTC Funds Allocated by Program Type FY 16-17**



Source: Program Plan Applications for DLD Funding

**Figure 4-16 Projected Trips by Program Type FY 16-17**  
(Includes Trips Funded by Non-Alameda CTC Funds)



Source: Program Plan Applications for DLD Funding

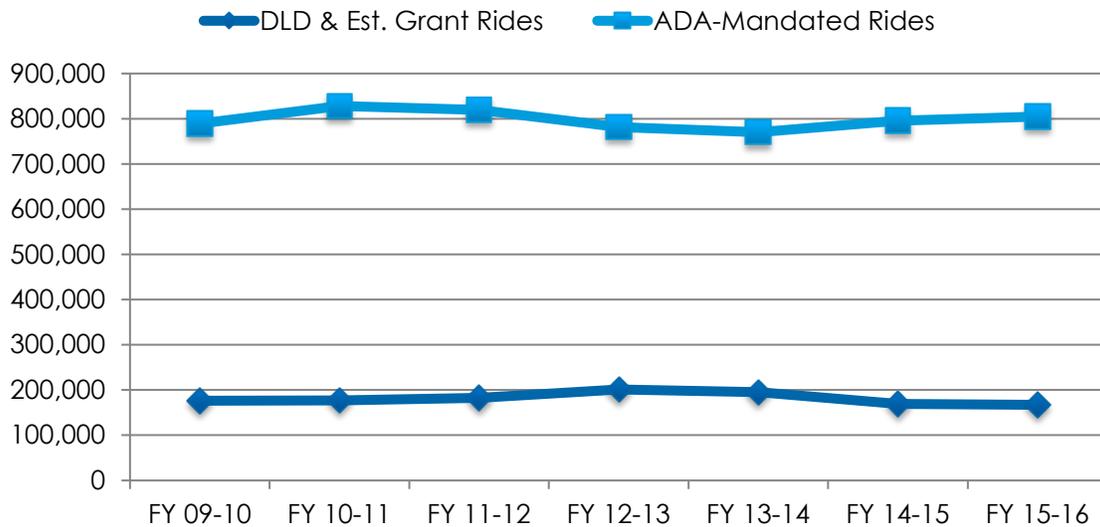
**Figure 4-17 FY 14-15 Cost Per Trip**

Program	Cost Per Trip
Accessible Fixed-Route Shuttle (Figure 4-5)	\$ 19.29
ADA-mandated Paratransit	\$ 43.25
City-based Door-to-Door	\$ 39.06
City-based Specialized Van	\$ 29.99
Group Trips	\$ 10.47
Taxi Program	\$ 20.41
Volunteer Driver	\$ 18.45

Source: Compliance Reports

In line with projections for increased population, staff anticipates increased demand for rides. However, a look at ridership volumes in recent years does not provide a clear trend. ADA-mandated trips appear to be increasing somewhat, yet overall DLD and grant-funded trips are flat. Anecdotal communications from ADA-mandated providers indicate trip demand may be rising more recently.

**Figure 4-18 Ridership Trends**



Source: Compliance and Grant Reports

### Conclusion

As noted previously, the target populations for Alameda CTC programs are growing and the mobility challenges facing seniors and people with disabilities differ throughout the county. Alameda County has a diversity of urban, suburban, and rural communities, and differences in population density, vehicle access, and proximity to transit play a pivotal role in determining mobility needs and options for seniors and disabled residents. An aging population, continued population growth, and longer life expectancies will continue to put pressure on existing mobility services throughout the county.

Figure 4-5 showed a summary of programs by city and planning area. In examining the range of services provided and ridership data, some key take-aways include:

- ADA-mandated paratransit and subsidized taxi are the only programs available in every jurisdiction in Alameda County.
- Until recently, volunteer driver programs were available throughout the County, but with the recent withdrawal of one program, North County is no longer served and one portion of Central County will not be fully served again until FY 2017-18.
- South and East County, which are more suburban, focus proportionally more resources on city-based door-to-door service than the other planning areas, perhaps due to less robust coverage by ADA paratransit providers.
- North County has the majority of the free community shuttles (one shuttle is in Central) and better access to fixed-route transit.
- There is a significant differential in the costs of the different types of services due to the types of trips they serve. Programs that serve longer trips, accommodate all trip needs, and serve both seniors and people with disabilities tend to be more costly than those that serve shorter trips for ambulatory passengers only. Both types of services are important for serving the full range of needs of the senior and disability population.
- Several of the city-based programs offer subsidized fare programs, addressing issues of poverty for seniors in the county. In addition, expansion of access to the Clipper RTC card for people with disabilities could increase access to discounted transit fares.

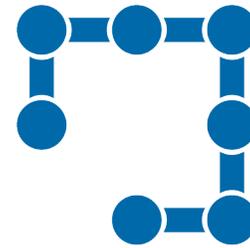
These findings are important as Alameda CTC considers how to distribute future funding. Funding allocations should be targeted to best meet actual demand and need and should consider program effectiveness and usage. Over time, Alameda CTC must continue to work with its partners to improve paratransit programs throughout the county.

## 5 Identification of Transportation Needs and Gaps

This chapter draws on several sources including outreach conducted with consumers, their advocates, and agencies who serve them (Chapter 2), as well as demographics (Chapter 3), analysis of current programs (Chapter 4), and other reports. Many of the needs and gaps identified in this chapter have been identified in prior efforts. However, some overall trends have changed since previous analyses. Stakeholders were more focused on fixed-route transit issues than the previous focus on ADA-mandated paratransit. In addition, there was a strong emphasis on customer service and sensitivity issues for both transit and paratransit employees. Consistent with regional trends, there was also concern about the high cost of transit and paratransit fares, the impact of Transportation Network Companies like Lyft and Uber, and cross-jurisdictional travel (particularly for medical appointments).

### Issues and Needs related to Fixed-Route Transit Service

In discussions with stakeholders, several issues came up related to fixed-route transit services. Though these services are technically accessible, and could be a viable travel option for some, issues such as poor customer service, disrepair, and crowding make the services functionally inaccessible for many seniors and people with disabilities. Issues and needs highlighted by stakeholders included:



- **Disrepair and broken infrastructure**, e.g. broken BART elevators and escalators and buses unable to kneel.
- **Lack of amenities at bus stops**, e.g. not ADA accessible, no shelter or bench or real time arrival information.
- **Poor customer service**, e.g. drivers not calling out stops for the visually impaired, drivers not waiting for seniors to be seated before leaving the stop, and lack of patience in communicating with riders who have cognitive issues.
- **Crowding on transit**, particularly during work or school “rush hours.” A focus group participant stated “The culture is not conducive to seniors with people rushing, packed in, rushing in and off the train. It doesn't allow time for seniors and disabled to even get to the door in time.”
- **Transit stops spaced too far apart** or not close enough to the most needed locations.
- **Long waits** and transfers, indicating a need for higher frequency services and/or timed transfers.

- **Need for more non-commute service**, e.g. addition of non-commute ACE train trips

The Alameda County Plan for Older Adults from May 2016 called out several of these issues: "Although many transportation options exist, the systems lack flexibility and older adults frequently must wait for long periods of time for drivers to arrive, or may not be comfortable waiting for or boarding buses. Although 67% of consumer survey respondents noted that they utilize public transportation, the lack of frequency and location of routes is a deterrent to some."

### Issues and Needs related to ADA-mandated Paratransit Service

Although many stakeholders discussed fixed-route transit first, many also had concerns regarding ADA-mandated paratransit.



- **On-time performance** continues to be a concern.
- **Long rides**, without bathroom breaks for riders, due in part to East Bay Paratransit's large service area.
- **Lack of efficiency**: One service provider noted that eleven people might be traveling from one location to a common destination on six separate ADA paratransit buses, indicating a need for more coordination and efficiency.
- **Customer service** for ADA-mandated paratransit drivers, less so for ADA reservations and dispatch staff.

It should be noted that perception in service can be skewed, consumers often focus on one bad experience and minimize less eventful trips. This is one reason that East Bay Paratransit's Annual Customer Satisfaction Survey focuses on the last trip taken.

Although stakeholders reported concerns to the Alameda CTC about on-time performance, the 2016 EBP survey only showed a one percent decline in on-time performance from the prior three years. The survey also showed overall satisfaction with the quality of service on the surveyed trip but a 3-5% decline in courtesy of phone reservationists and skill of the customer service agent.

### Need for Door-through-Door Service and Other High Need Trips

Many noted that ADA-mandated paratransit simply cannot meet all the needs of seniors and people with disabilities. Types of need that ADA services cannot meet well included:

- Those who need "escorting" or door through door service, e.g., some consumers need help carrying their groceries in or out of their house.
- Riders traveling with small children in car seats. Parents and/or children may have a disability and require specialized assistance.
- Riders needing group trips such as church groups or senior housing facilities.

Only volunteer driver programs consistently meet the needs of seniors and people with disabilities who need “escorting” or door through door service. Volunteer driver programs were present in all parts of the county until recently. Unfortunately, at the end of December 2016, the non-profit organization providing a volunteer driver program for North County and San Leandro discontinued their service in Alameda County, leaving a gap in door through door service.

Separate from door through door service, some consumers need to be accompanied by an attendant due to behavioral issues. Sometimes this need is not addressed due to a lack of resources and the consumer is suspended from ADA-mandated paratransit.

### Lack of Affordability

Region-wide, there is concern about **the high cost of transit and paratransit fares**. According to the Alameda County 2-1-1 provider (Eden I&R) many people have to choose between housing and transportation. Also they are embarrassed at their situation and as a result are less likely to request help or seek resources. According to the Alameda County Plan for Older Adults “Alameda County older adults are particularly challenged by economic insecurity...many older adults lack the financial resources to meet basic needs, an assertion evidenced by the fact that almost 20% of food provided through the Alameda County Food Bank is distributed to older adults. According to the 2011 Elder Economic Security Index, which takes into account costs for housing, food, out-of-pocket medical expense and other necessary spending, half of Alameda County older adults do not have enough income to cover their basic needs.”



Stakeholders also noted **difficulty in obtaining the Regional Transit Connection (RTC) Clipper card** which allows for discounts for people with disabilities on most transit services. The RTC card is a photo identification card that verifies a rider's eligibility to receive an ADA reduced fare on fixed route transit. With the advent of Clipper, the RTC card now serves as an individual's Clipper Card which automatically applies the discount fare. RTC Clipper cards must be obtained from a fixed route transit provider and require a physician's verification or proof of a DMV Disabled Parking Placard. The initial application must be made in person and there are three locations in Alameda County – AC Transit Customer Service in Downtown Oakland, BART Customer Service in Lake Merritt station, and WHEELS Customer Service in Livermore. Some consumers find obtaining a ride to one of these specific locations to apply a barrier. Senior Clipper Cards can be obtained via mail, online, and at the transit agencies' customer service offices. Some travel training programs like Fremont assist trainees in obtaining Senior Clipper Cards.

## Need for Same Day Service

### *Subsidized taxi issues identified*

Subsidized taxi service is the most common “core” service provided by city-based paratransit programs. These programs provide same-day service for ambulatory passengers. Subsidized taxi service programs provide the second most trips for seniors and people with disabilities, after ADA-mandated paratransit. However, despite the fact that it’s available in some form throughout the County and highly utilized, stakeholders still highlighted issues with subsidized taxi programs including:



- **More demand than supply:** All programs have trip limits which cap the number of trips or amount of subsidy value each consumer can utilize. Consumers expressed that this often means they cannot take all the trips they need.
- **Difficulty traveling to other cities:** Taxi programs are often part of city-based programs and travel is limited to within one city; stakeholders noted that travel between cities can be challenging. Riders are often unaware of the constraints drivers might have in driving in different cities due to permitting differences.
- **Limited availability of accessible taxis:** Many stakeholders noted concern about the lack of parity of availability between accessible taxis and taxis for ambulatory riders.

In addition to these consumer-related issues, the different subsidy mechanisms used by different programs and outdated fare media can pose a challenge to taxi providers. Different taxi programs use a wide variety of fare media including scrip in different denominations; vouchers in fixed values that may not cover the cost of the trip and need to be supplemented with cash; reimbursement programs that require a specific receipt; and different reimbursement/payment structures. For example, a taxi driver permitted in Berkeley and Oakland must submit Oakland scrip to their company for reimbursement but bring their Berkeley scrip to the specified window in City Hall on the one day a week the window is open. Some companies use non-metered vehicles for accessible trips which then require a calculated meter fare based on Google maps.

Program sponsors in Alameda County have recognized that these complicated systems provide a disincentive to service at a time when the taxi industry is already struggling. Several cities are exploring the feasibility of an electronic debit card for taxi payment. The Alameda CTC sponsored a feasibility study and initial assessments indicate high startup costs and the rapidly evolving industry may make such a system infeasible. However the Paratransit Team is continuing to work with interested cities.

### ***Transportation Network Companies (TNCs)***

Many stakeholders expressed ambivalence towards Transportation Network Companies (TNCs) like Lyft and Uber. Some wanted greater usage of them for trips like dialysis. Others were concerned about their lack of accessible vehicles and with the prospect of fund recipients or the Alameda CTC potentially partnering with them and utilizing taxpayer funds for new private companies, whose futures are unknown. ADA-mandated providers were concerned about TNCs being expected to provide paratransit trips but failing to operate in a way that would meet FTA requirements including vehicle maintenance, drug and alcohol testing, ADA sensitivity training, logging of service miles and hours, etc.



### ***Accessible service equity issues identified***

As noted above, there is a lack of equity in access to subsidized taxi service for non-ambulatory riders. Stakeholders raised similar concerns for other mobility services like Lyft, Uber, and carshare. As a result, consumers who require an accessible vehicle have less access to same-day transportation services. Stakeholders emphasized that all new modes of transportation need to be made accessible to all users.



### ***Lack of Accessibility of Shared Mobility Providers***

There was interest from some stakeholders in ensuring that shared mobility programs are fully accessible to people with disabilities, including both carshare and bikeshare programs. These stakeholders were generally already involved with these shared mobility programs as staff developing programs or consumers of the accessible City Carshare vans. In November 2016, City Carshare transferred their fleet to Getaround but the accessible vans were not transferred and were decommissioned. This created significant disruption to consumers' lives, including cancelations of existing reservations and missed consumer appointments. This also attracted media attention.<sup>1</sup>

<sup>1</sup> <http://www.sfchronicle.com/business/article/Wheelchair-vans-won-t-roll-in-City-CarShare-10633616.php>

### Medical Trips

According to the Alameda County Public Health Department, people with disabilities are 2.3 times more likely to delay medical care. This is, in part, due to lack of reliable transportation options for medical trips. Several of the specific issues consumers face are described below.



**Traveling and/or transferring between cities, counties, providers**, etc. continues to be difficult for many seniors and people with disabilities. This is particularly highlighted for medical appointment trips to facilities including UCSF in San Francisco, John Muir in Walnut Creek, and Stanford Hospital in Palo Alto, which are located in three different counties outside of Alameda County. When ADA-mandated paratransit riders need to transfer between providers, the trip is called a “regional trip.” Regional trip transfers are made more difficult by the standard 30 minute pick-up/drop-off window that many ADA-mandated providers use. East Bay Paratransit faces particular challenges with regional trips because of their geographic location and service area in the center of the Bay Area. Many transit agencies make little attempt to coordinate regional trips or travel beyond required limits, but EBP provides a regional trip coordinator to help with this effort.

**Dialysis transportation** poses continued challenges. Prior outreach has identified challenges associated with these trips. Riders require three to four round trips per week, the length of treatment time is often uncertain and can run late, and riders are very weak when they are released. Sometimes the facility will not release a rider for transportation because their medical condition precludes it. This can be exacerbated by paratransit trips that are provided in buses rather than sedans as some people are very uncomfortable due to vehicle suspension/bumpiness issues. Facilities are often also unwilling to adjust schedules to off-peak periods.

**Medi-Cal eligibility limitations** were brought up by staff and consumers. Staff affiliated with medical providers expressed concern about non-emergency medical transportation (NMT) providers that do not accept Medi-Cal eligibility and overall limitations with Medi-Cal not authorizing reimbursement for some trips. Prior outreach by the Alameda CTC indicates that there is confusion about how Medi-Cal NMT works and how to choose and arrange the best transportation option for riders.

**Challenges with the Hospital Discharge Transportation Service (HDTS)** have been highlighted by hospital staff, the transportation provider, the Alameda CTC, and consumers. Hospital discharge trips are challenging to serve because of the uncertainty related to patient discharge timing. The transportation provider has had limited success in meeting this need reliably and Alameda CTC staff has struggled to document and analyze the quality of the service. Hospital staff reported a number of obstacles including lack of information, receiving vague or inaccurate time information when calling to request a trip, not having enough warning to have time

to get the patient ready, or conversely having the trip not show up at all or not being called back until the next day. As a result of these issues some staff rarely use the program, one staff member noted they would “end up having to call a taxi” when discharging patients. This program also came up in discussion with Eden I&R because some staff had called 2-1-1 for options.

**Affordable gurney transportation** was also highlighted by a stakeholder as a medical transportation gap.

### Access to Information

Due to the wide range of services offered in Alameda County, the Alameda CTC has made a strong effort to provide information resources. Staff found there are still gaps or concerns in accessing transportation information. A focus group participant stated “I’ve only been in the Bay Area for 6 years now. I don’t recall any specific campaign I’ve seen to engage the public. We have a super growing population of seniors... it’s one of those things that would appear a priority to make that clearer.” Eden I&R stakeholders also indicated that “Seniors tend to be very isolated and sometimes don’t have networks to get information from. They still use phone books; some have limited computer proficiency. When talking to seniors, calls may take longer because they are processing information, or want to chat. You need to be patient.”



Specific gaps in access to information included:

- **Multi-lingual resources:** Eden I&R reports that consumers frequently need information translated into Spanish, Tagalog, Hindi, Farsi, Mandarin, and Cantonese. Information also needs to be translated into Braille, audio, large print, and other accessible formats. Stakeholders noted similar issues for individuals with cognitive or mental health issues.
- **Smartphone Access:** Many stakeholders expressed concern about the necessity to be tech-savvy to access information. There is some concern about the ability of target groups to leverage information due to the overall increase in societal reliance on smartphone ownership. While it’s true that smartphone ownership declines with age and increases with income, smartphone use among all groups is increasing. East Bay Paratransit’s 2016 Customer Satisfaction Survey reports that one-third (35%) of customers have access to a computer, and over three-fourths (84%) own a cell phone. Of those who have access to a computer, eight in ten (80%) use e-mail. Of those who have a cell phone, half (49%) own a smartphone and over half (56%) can receive a text about van arrival.

### Miscellaneous issues identified

There were a variety of other issues that came up in stakeholder outreach, these are summarized here:

- **Limited transportation options for over-sized mobility devices**, is a recurring issue for providers using lifts such as ADA-mandated programs. There is also difficulty finding a “one-size-fits-all” wheelchair securement device.
- **Personal safety concerns** came up in several different contexts. For example, an individual with a vision-impairment might need to confirm that the correct service and driver is picking them up. Safety from injury was also raised in the comments with regard to driver training, as noted in the transit and ADA section above. As an example, one stakeholder referred to bus drivers who commence driving before everyone is safely seated. Another injury concern was the previously noted fact that East Bay Paratransit has eliminated all sedans and some people are unable to ride in the buses due to vehicle suspension/bumpiness issues.
- **Better services to meet the transportation needs of people in crisis**, for instance those who are homeless or suffering from domestic violence or extreme poverty. They suggested that a form of same-day service emergency payment/credit system be created for individuals to get food or get away from an abuser. Stakeholders also noted a need for increased emergency planning and better coordination between adjacent operators about communication during an emergency.
- **More accessible parking**: Meeting participants noted that the new protected bike lanes on Telegraph Avenue had removed parking spaces that were well-suited for accessible vehicles. There have been other situations where new construction/facilities eliminated blue spaces.
- **Recreational trips**: It should be noted that although urgent needs, particularly medical trips, were often the focus of stakeholder comments, the need for socialization and recreation trips were not forgotten. Stakeholders would like to address essential trip needs more effectively in order to have the capacity to enjoy trips that improve their quality of life.



## 6 Strategies to Address Identified Needs and Gaps

This chapter presents a series of initial strategies that have been developed to address the needs identified in the demographic analysis, outreach process, and analysis of existing services. Strategies are suggested to meet the major needs identified. These strategies can inform planning efforts and/or funding decisions. The proposed strategies are preliminary and can lay the groundwork for consideration of new initiatives. More detail on each strategy is provided in the discussion following the table.

**Figure 6-1 Strategies and Needs Served**

Strategy	Need Served					
	Fixed Route Issues	ADA-Paratransit Service Issues	Affordability	Same Day Service	Medical Trips	Access to Information
Improve Accessibility of the Fixed-Route Public Transit System	●			●	●	
Expand Flexible Transit Options	●	●	●	●		
Invest in State of Good Repair and Accessibility of Street Infrastructure	●			●		
Continue to Improve Quality of ADA-mandated Paratransit services		●			●	
Expand Volunteer Driver Programs to North and Central County			●		●	
Expand Access to Existing Transit Discounts (RTC and Senior Clipper Cards)	●		●			
Expand Subsidized Fare Programs	●	●	●		●	
Expanded Access to Taxis, modernize taxi program				●		
Explore public/private partnerships				●	●	

Strategy	Need Served					
	Fixed Route Issues	ADA-Paratransit Service Issues	Affordability	Same Day Service	Medical Trips	Access to Information
Expand Eligible Trip Purposes for Guaranteed Ride Home Program (GRH)	●			●	●	
Expand Availability of Same-Day Accessible Trips				●		
Increase Role of Mobility Management, One-Call/One-Click			●	●	●	●
Introduce Accessibility of Shared Mobility			●	●		
Expand Senior Walking Groups	●					●
Align Alameda CTC Funding with Needs and Demand	●	●	●	●	●	●
Explore Cost Sharing Partnerships			●	●	●	

### Improve Accessibility of the Fixed-Route Public Transit System

Public transit can be a viable travel option for seniors and people with disabilities. It is lower cost than most other alternatives, it is available on a same day basis, it does not require an advance reservation, and it provides access throughout Alameda County. However, stakeholders identified several needs and challenges related to use of the transit system. The strategies below are designed to address these issues. Many of these strategies dovetail with the recommendations of the Countywide Transit Plan and other overall Alameda CTC priorities.

### Invest in State of Good Repair

Stakeholders identified disrepair of public transit infrastructure as a barrier to use of public transit; examples included broken BART elevators and escalators and buses unable to kneel. Alameda CTC works closely with transit operators in the county to identify additional funding for state of good repair investments through our Comprehensive Investment Plan and legislative program, by leveraging Measure B and BB to attract additional funding. Alameda CTC will continue to advocate for additional funding for reinvestment in the public transit system in collaboration with our partner local and regional agencies.

***Enhance Public Transit Accessibility***

Stakeholders also identified lack of amenities at transit stops and stations as a barrier to use of public transit; examples included transit stops placed far apart or inconveniently, and bus stops that are not ADA accessible and/or without a shelter or a bench. Alameda CTC can work with Alameda County's public transit operators and jurisdictions to systematically improve bus stops that have high use by seniors and people with disabilities and improve access to these stops (see next strategy). As with state of good repair investments mentioned above, Alameda CTC will continue to leverage local sales tax dollars to attract additional funding for these types of investments.

***Increase Capacity during Peak Hours***

Significant work is being done at a regional level to expand the capacity of the transit system during rush hour, especially in the core of the regional transit system. Efforts currently underway include Bay Bridge Forward and the Core Capacity Transit Study, both being led by MTC. Alameda CTC will continue to participate in development of these and other efforts to ensure sufficient capacity during crowded times to allow for better access for all riders, including those with mobility devices. As with the strategies above, more service will require more funding, and Alameda CTC will continue advocating for additional funding for transit service.

***Expand Flexible Transit Options***

Since the passage of the ADA, the transit industry has explored many modal options along the continuum between fixed route and paratransit service. The primary distinctions between these options is the level of flexibility that is introduced to both schedules and routes. Some examples include route and point deviation, circulators, and shuttles. Some of these have already been implemented in Alameda County and should be examined for lessons learned before implementation in new locations. The Alameda CTC should help ensure coordination between fixed-route transit providers and stakeholders when piloting or implementing these kinds of services.

***Enhance Customer Service through Sensitivity Training***

As part of the outreach process, consumers indicated that there remain issues regarding lack of driver sensitivity in service provision to people with disabilities and seniors on both paratransit and fixed route transit. Stakeholders pointed out that lack of customer service on public transit services can itself be a barrier to use of transit. For example, calling out stops for visually impaired, waiting for seniors to be seated before leaving the stop, and patience in communicating with riders who have cognitive issues are critical to make seniors and people with disabilities feel comfortable riding the bus. Strategies to address this issue could include monitoring

the trainings conducted by contractors and public agencies and standardizing surveys to identify specific problem areas/agencies that require increased staff sensitivity training. Assistance with sensitivity training could also be offered to taxi providers and TNCs.

### **Invest in State of Good Repair and Accessibility of Street Infrastructure**

For many seniors and people with disabilities, barriers in the environment such as lack of or broken sidewalks can have a significant impact on their ability to access services, including fixed route transit services. Improvements to the safety and accessibility of streets that facilitate use of street networks by pedestrians and cyclists are beneficial to the target population groups in addition to the general population. Strategies include adjusting traffic signal timings to allow for more crossing time for pedestrians, curb cuts to allow for access by those with mobility devices, and adding and improving sidewalks. Alameda CTC can work with jurisdictions to address these needs through DLD funding, including paratransit, local streets and roads, and bicycle and pedestrian funding.

### ***Address Senior/Disabled Needs in Alameda CTC Corridor Studies***

As part of implementation of the Countywide Multimodal Arterials Plan and Countywide Transit Plan, Alameda CTC is embarking on a series of multimodal corridor studies to improve major arterials in Alameda County for all users. Taking into account the needs of seniors and people with disabilities will be critical in these efforts, including sidewalks, crosswalks, accessible parking, etc.

### **Continue to Improve Quality of ADA-mandated Paratransit services**

There were several areas of improvement identified by stakeholders for ADA-mandated paratransit services, such as improving coordination and efficiency to reduce multiple vehicles going to the same location, improving driver customer service skills, and improving on-time performance. Alameda CTC will continue to work with our ADA-Paratransit partner agencies to continuously improve the quality of ADA service provided. Examples might include support for software to coordinate between scheduling platforms and transit systems, or a paperless fare system for riders that will work regionally and across transit agencies.

### **Expand Volunteer Driver Programs to North and Central County**

Stakeholders identified that only volunteer driver programs consistently meet the needs of seniors and people with disabilities who require “escorting” or door-through-door service. Volunteer driver programs once existed throughout Alameda County, however in December 2016, the non-profit organization providing a volunteer driver program for North County and San Leandro discontinued their service in Alameda County, leaving a gap in door through door service. Alameda CTC will work with our

current providers to expand volunteer driver programs to cover Central and North County to ensure that this critical need is served.

### **Address Affordability Challenges Faced by Seniors and People with Disabilities**

One in five Alameda County residents live in poverty, higher than any other Bay Area county except Solano County, which has the same poverty rate. Poverty among seniors in Alameda County is on-par with that of the general population. More urban parts of the county have higher poverty rates, while more suburban areas have lower poverty rates.

Since many people in these target populations are unemployed or living on fixed incomes, the cost of public transportation can be a barrier. The Alameda CTC previously recognized the effects of poverty on these communities by working with PAPCO and ParaTAC to add income as a factor to the funding formula in 2012. There are several additional steps that can be taken to increase the affordability of transportation for seniors and people with disabilities

#### ***Expand Access to Existing Transit Discounts (RTC and Senior Clipper Cards)***

Transit agencies already offer discounts for seniors and people with disabilities. The Regional Transit Connection (RTC) Clipper card allows for discounts for people with disabilities and the Senior Clipper card offers senior discounts on most transit services. Senior Clipper Cards can be obtained via mail, online, and at the transit agencies' customer service offices, and the Alameda CTC will work with our transit agency and city-based program partners to provide easier access if possible. However, the initial application for the RTC Clipper Card must be made in person and there are only three locations in Alameda County – AC Transit Customer Service in Downtown Oakland, BART Customer Service in Lake Merritt station, and WHEELS Customer Service in Livermore. Alameda CTC will work with our transit agency and city-based program partners to expand the number of locations throughout Alameda County where RTC Clipper cards can be obtained.

#### ***Expand Subsidized Fare Programs***

Programs funded by Direct Local Distribution (DLD) funding can offer scholarship programs based on income. Alameda CTC will explore options and appropriateness for establishing some type of consistent targeted scholarship program or increasing fare subsidies to address the most urgent transportation needs.

## **Improve Same Day Transportation Options**

### ***Expand Access to Existing Taxi Programs***

Subsidized taxi service is the most common “core” service provided by city-based (non-ADA-mandated) paratransit programs and provides same-day service for ambulatory passengers. Subsidized taxi service also provides the second most trips for seniors and people with disabilities, after ADA-mandated paratransit, and is a relatively low-cost service type for providers. Expanding access to existing taxi programs to allow for more trips per consumer would improve same day trip access for ambulatory passengers at a comparatively low cost. City-based programs should review trip limits in current programs and consider expanding access to these programs. ADA-mandated providers hope that expanding taxi-access would lead to less reliance on ADA-mandated services and allow for better service delivery (availability, on-time performance, etc.) on ADA-mandated services.

### ***Modernize Taxi Programs***

The voucher and scrip systems used for the majority of Alameda County's taxi subsidy programs are complicated and outdated. Program sponsors in Alameda County have recognized that these complicated systems provide a disincentive to use the service at a time when the taxi industry is already struggling. Several cities are exploring the feasibility of an electronic debit card for taxi payment. The Alameda CTC sponsored a feasibility study and initial assessments indicate high startup costs, and the rapidly evolving industry may make such a system infeasible or obsolete. However the Paratransit Team is continuing to work with interested cities. The Alameda CTC will continue to support efforts towards an electronic debit card for taxi payment or other new technical innovations (such as Cobconnect's acquisition of Flywheel to “craft a more robust taxi-centric software platform”<sup>1</sup>) as appropriate.

### ***Explore Public/Private Partnerships***

Public/private partnerships could be created or expanded between municipal or transportation agencies and taxi companies or TNCs in order to expand same day options in the county. The Alameda CTC has Implementation Guidelines (see Appendix C) that identify basic policies that DLD recipients must follow when working with these types of partners. Beyond those, the following guidelines should be considered if agencies establish funding agreements involving taxis and/or TNCs in order to maximize the benefits of these partnerships:

- Provide minimum data sharing requirements

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<sup>1</sup> <https://venturebeat.com/2017/04/07/cabconnect-acquires-flywheel-in-bid-to-create-on-demand-taxi-platform/>

- Provide minimum service characteristics for partnerships, including the need to serve accessible trips and/or have robust equitable alternatives
- Provide support with regard to meeting regulatory requirements (e.g. local, regional, state or federal requirements for grant applications and reporting, drug and alcohol testing, etc.)

Another strategy relating to TNCs could be to provide funding and/or technical assistance for a pilot program to link TNCs to Non-Emergency Transportation providers (NMT) or other vehicles as a way to increase capacity and provide accessible service.

Funding and/or technical assistance could be provided to establish a Lyft concierge (or similar) service, in which a third party can book trips for others on the web. Under this scenario, consumer credit cards would need to be on file or the agency could pay for trips and collect funds from riders. A staff member would need to be available to take calls in order to meet the needs of those who don't have access to a credit card, or who have dexterity or cognitive challenges.

#### ***Expand Eligible Trip Purposes for Guaranteed Ride Home (GRH) program***

The Alameda CTC's existing Guaranteed Ride Home Program is targeted at commuters. One strategy could be to expand the eligible purposes to allow seniors and people with disabilities to utilize the service for urgent same day trips. In contrast to traditional programs that are work commute oriented, these could address situations in which consumers suddenly become too ill to return on a bus or train, or the last scheduled bus has departed and there are no accessible options available. These kinds of uncertainties discourage transit use by those who would otherwise be able to use this mode.

#### ***Expand Availability of Same-Day Accessible Trips***

On-demand accessible trips is a perennial problem that has been identified as a priority in every needs assessment that has been conducted in the county and throughout the Bay Area. Alameda County residents have had access to very limited same-day accessible service through HDTS and WSBS, but these programs are very limited in eligible trip purpose and have faced significant challenges in reliability and declining usage. Alameda CTC can work with city-based program partners to develop a better model for same day accessible trips that increases the eligible trip purposes, making the service more useful for consumers and more attractive for contractors. Planning area models should be explored to address the challenges of having one contractor trying to serve trips throughout the vast extent of Alameda County.

Expanded flex type services described above could also begin to address this problem.

### **Increase Role of Mobility Management to Expand Access to Information**

As described earlier in this report, the concept of mobility management is effectively used throughout the U.S., and has a broad range of interpretations. As part of the national and region-wide trend towards mobility management, two strategies recommended for Alameda County are presented in the paragraphs below.

#### ***Expand One-Call/One-Click Services***

While Alameda County residents with disabilities and seniors currently have options for obtaining information about appropriate mobility resources, a more robust One-Call/One-Click program than is currently available would elevate this function to a higher level. Under this scenario, staff of the lead agency (or participating agencies) would serve as “travel agents” and provide specific guidance on how to access services, including completion of eligibility application forms, instructions on how to read transit schedules, real-time information on bus arrivals etc. Proactive targeted outreach could also be done to senior centers, congregate living facilities, and other senior service providers.

Key factors that will need to be taken into consideration in the development of this strategy are access by individuals who have limited English-speaking capabilities, those with cognitive issues, and those for whom the technology could represent a barrier.

#### ***Continue to Encourage Partnerships***

In order to leverage the broad array of resources in the county and better provide services, partnerships between key stakeholders can be strengthened through a variety of strategies, including establishing subcommittees of ParaTAC, convening forums focused on specific topics such as serving medical trips to other counties in coordination with transportation agencies in those counties, convening East Bay regional PCC meetings, continuing to conduct countywide travel training meetings, addressing affordability challenges, improving capital infrastructure, improving access to information, etc. Key stakeholders could include:

- Fixed-route transit staff
- County staff and City staff
- Direct Local Distribution (DLD) recipients and non-profit service providers
- Transportation providers and public health service providers
- Neighboring Counties, neighboring transit agencies, and the region
- Private transportation providers
- Countywide travel training stakeholders
- Alameda County mobility management providers

## **Additional Enhanced Mobility Strategies**

### ***Introduce Accessibility of Shared Mobility***

A bikeshare program that serves people with disabilities can be developed with partners such as MTC, BORP, and the City of Oakland. The program can include bicycles that have been especially adapted for wheelchair users, such as the Rio Mobility Firefly. Another mode of shared mobility that can be customized with public subsidies in order to enhance access for people with disabilities would be purchasing accessible vehicles for carshare programs (or a similar low-cost rental option), potentially in partnership with an Independent Living Program. The experience of City Carshare which provided incentives for drivers to use publicly-funded accessible vehicles would need to be examined before pursuing this strategy.

### ***Expand Senior Walking Groups***

Senior walking groups should be promoted because they reduce isolation and have health benefits. These groups can also identify infrastructure barriers, such as lack of or poorly maintained sidewalks, lack of curb ramps, or signage that poses a hazard to walkers with visual impairments and can report these to the local jurisdiction.

## **Strategies to Leverage Funding**

Provide technical assistance to potential grant applicants in identifying and applying for federal, state and regional funds. Alameda CTC could serve as both a clearinghouse for this information as well as providing limited one-on-one assistance to entities exploring additional funding sources. Alameda CTC funds can also be used as “match” funds in order to facilitate pursuit of these funds to increase trips and subsidies.

### ***Align Alameda CTC Funding with Needs and Demand***

As part of the grant selection process, Alameda CTC rewards proposals that demonstrate coordination between various grant applicants. Alameda CTC should continue to provide assistance to grant applicants to ensure that the grant requests are consistent with agency goals and needs identified herein.

The Alameda CTC should also reexamine the funding formula and consider whether to incorporate service provided and/or the proportion of the target populations served. Another strategy would be to direct the allocation of funding by program type to more closely align with needs identified here.

### ***Explore Cost Sharing Partnerships***

Since medical trips are often the most common trip types on publicly funded transportation modes by people in the target groups, a number of strategies can be explored. For medical trips requiring transfers on ADA-mandated paratransit,

providers could be encouraged to increase cost-sharing partnerships that allow them to travel into other service areas (e.g. East Bay Paratransit providing trips into and returning from San Francisco). Another would be to assist transportation providers in securing Medi-Cal reimbursement for medical trips provided on paratransit programs. The Alameda CTC could identify partners to assist medical providers with confusion about how Medi-Cal NMT works and how to choose and arrange the best transportation option for riders. Finally, providers should pursue strategies to address cost sharing with dialysis clinics for meeting the needs of riders travelling to dialysis treatment.

### **Next Steps**

This Needs Assessment Report provides guidance for further work that will be undertaken by the Alameda CTC with our partners, including ADA-mandated providers, city-based programs, and non-profit community based organizations. This effort will include strategies that represent both new initiatives and those that expand existing programs. Prioritization will be determined in collaboration with ParaTAC and PAPCO and as funding opportunities arise.

Many organizations continue the important work of evaluating needs and gaps and developing strategies to meet them. Alameda CTC will monitor and review information made available from these efforts, including: the MTC Coordinated Public Transit Human Services Transportation Plan Update; a recently initiated needs assessment in the Tri-Valley; Fremont's work with the World Health Organization's Global Network of Age-Friendly Cities<sup>2</sup>; and others that arise in the future.

Figure 6-2 summarizes potential lead implementers, and partner agencies by strategy.

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<sup>2</sup> The Age-Friendly network encourages cities to prepare for the dramatic shift in the aging population by paying attention to the environmental, economic, and social factors that influence the health and well-being of older adults. The model is built on assessing the city's baseline status in relevant areas and developing an action plan that includes ideas from older adults.

**Figure 6-2 Implementation Framework for Identified Strategies**

Strategy	Lead Implementer	Partner Agencies
<b>Improve Accessibility of the Fixed-Route Public Transit System</b>		
Invest in State of Good Repair	Transit Agencies	MTC, Alameda CTC
Enhance Public Transit Accessibility	Transit Agencies, Cities	Alameda CTC
Increase Capacity during Peak Hours	Transit Agencies	MTC, Alameda CTC
Expand Flexible Transit Options	Transit Agencies	
Enhance Customer Service through Sensitivity Training	Transit Agencies	
<b>Invest in State of Good Repair and Accessibility of Street Infrastructure</b>		
Use DLD Funding to Invest in Street Infrastructure	Jurisdictions	Alameda CTC
Address Senior/Disabled Needs in Alameda CTC Corridor Studies	Alameda CTC	Jurisdictions, Transit Agencies
<b>Continue to Improve Quality of ADA-mandated Paratransit Services</b>		
Improve quality of ADA-mandated services	Transit Agencies	Alameda CTC, MTC
<b>Expand Volunteer Driver Programs</b>		
Expand Volunteer Driver Programs to North and Central County	Non-profit organizations	City-based programs, Alameda CTC
<b>Address Affordability Challenges Faced by Seniors and People with Disabilities</b>		
Expand Access to Existing Transit Discounts (RTC and Senior Clipper Cards)	Clipper, Transit Agencies, MTC	Alameda CTC, city-based programs
Expand Subsidized Fare Programs	City-based programs	Alameda CTC
<b>Improve Same Day Transportation Options</b>		
Expand Access to Existing Taxi Programs	City-based programs	Alameda CTC
Modernize Taxi Programs	City-based programs	Alameda CTC
Explore Public/Private Partnerships	City-based programs, Alameda CTC	MTC
Expand Eligible Trip Purposes for Guaranteed Ride Home (GRH) program	Alameda CTC	
Expand Availability of Same-Day Accessible Trips	City-based programs	Alameda CTC
<b>Increase Role of Mobility Management to Expand Access to Information</b>		
Expand One-Call/One-Click Services	Non-profit organizations, Alameda CTC	City-based programs

Strategy	Lead Implementer	Partner Agencies
Continue to Encourage Partnerships	Alameda CTC, MTC	City-based programs, Transit Agencies
<b>Additional Enhanced Mobility Strategies</b>		
Introduce Accessibility of Shared Mobility	Non-profit organizations, city-based programs	
Expand Senior Walking Groups	Non-profit organizations, city-based programs	
<b>Strategies to Leverage Funding</b>		
Align Alameda CTC Funding with Needs and Demand	Alameda CTC	City-based programs
Explore Cost Sharing Partnerships	ADA-mandated Paratransit	Alameda CTC

### Potential Funding Sources

There are a number of potential funding sources that could be considered to address the identified strategies. These include:

- Measure B and BB DLD and discretionary funds
- Vehicle Registration Fee funds
- Various Caltrans planning grants
- Federal Transit Administration (FTA) Section 5310 Enhanced Mobility of Seniors & Individuals with Disabilities grants

Periodically new funding opportunities arise from local, state, and federal sources. Recent examples include Senate Bill-1 and Regional Measure 3. Alameda CTC will continue to monitor new funding opportunities that arise in the future and work with partners to leverage appropriate funding for Alameda County.

## 7 Sources

Source	Location
511	<a href="http://511.org/transit/accessibility/overview">511.org/transit/accessibility/overview</a>
Access Alameda	<a href="http://accessalameda.org">accessalameda.org</a>
Alameda County Plan for Older Adults: May 2016	<a href="http://www.alamedasocialservices.org/public/services/elders_and_disabled_adults/docs/planning_committee/Alameda_County_Area_Plan_Final.pdf">www.alamedasocialservices.org/public/services/elders_and_disabled_adults/docs/planning_committee/Alameda_County_Area_Plan_Final.pdf</a>
Alameda County Public Health Department Community Assessment Planning and Evaluation Unit (CAPE) Presentation September 2016	Not publicly available, contact ACPHD staff
Alameda CTC DLD and grant data	Meeting packets on <a href="http://www.alamedactc.org">www.alamedactc.org</a> (Contact staff to identify particular meetings)
Alliance of Information and Referral Systems	<a href="http://www.airs.org/i4a/pages/index.cfm?pageid=3500">www.airs.org/i4a/pages/index.cfm?pageid=3500</a>
American Community Survey 5-Year Estimates 2010-2014, American Community Survey 5 Year Estimates 2011-2015	<a href="http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml">factfinder.census.gov/faces/nav/jsf/pages/index.xhtml</a>
Association of Travel Instruction (ATI)	<a href="http://www.travelinstruction.org/20-travel-training">www.travelinstruction.org/20-travel-training</a>
City of Alameda Web Survey Comments for the Citywide Transit/TDM Plan (June through August 2016)	Not publicly available, contact City staff
Berkeley Paratransit Services Community Needs Assessment July – December 2015	Not publicly available, contact City staff
Eden I&R	<a href="http://www.alamedaco.info/Resource-Finder/Resource-Finder-Transportation-Services.asp">www.alamedaco.info/Resource-Finder/Resource-Finder-Transportation-Services.asp</a>
East Bay Paratransit Consortium Customer Satisfaction Survey 2016: Management Report	Not publicly available, contact East Bay Paratransit staff
Easter Seals Project Action (ESPA)	<a href="http://www.projectaction.com/glossary-of-disability-and-transit-terms">www.projectaction.com/glossary-of-disability-and-transit-terms</a>
ESPA Webinar on Private Transportation and the ADA	Not publicly available, contact ESPA

Source	Location
<b>Federal Transit Administration Regulations and Guidance: Transportation Services for Individuals with Disabilities</b>	<a href="http://www.transit.dot.gov/regulations-and-guidance/civil-rights-ada/part-37-transportation-services-individuals-disabilities">www.transit.dot.gov/regulations-and-guidance/civil-rights-ada/part-37-transportation-services-individuals-disabilities</a>
<b>Medicaid Non-Emergency Medical Transportation Booklet for Providers</b>	<a href="http://www.cms.gov/medicare-medicare-coordination/fraud-prevention/medicaid-integrity-education/downloads/nemt-booklet.pdf">www.cms.gov/medicare-medicare-coordination/fraud-prevention/medicaid-integrity-education/downloads/nemt-booklet.pdf</a>
<b>Metropolitan Transportation Commission (MTC) Draft Coordinated Plan 2017</b>	Not publicly available at time of publication, contact MTC staff
<b>MTC Means Based Fare Presentation</b>	<a href="https://s3.amazonaws.com/media.legistar.com/mtc/meeting_packet_documents/agenda_2423/03b_Means_Based_TAC_Presentation_5-28-15.pdf">s3.amazonaws.com/media.legistar.com/mtc/meeting_packet_documents/agenda_2423/03b_Means_Based_TAC_Presentation_5-28-15.pdf</a>
<b>Program of All-Inclusive Care for the Elderly (PACE)</b>	<a href="http://www.dhcs.ca.gov/services/ltc/Pages/ProgramofAll-InclusiveCarefortheElderly.aspx">www.dhcs.ca.gov/services/ltc/Pages/ProgramofAll-InclusiveCarefortheElderly.aspx</a>
<b>Regional Center of the East Bay</b>	<a href="http://www.rceb.org">www.rceb.org</a>

## **APPENDIX A**

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### Outreach Contacts

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# Appendix A Outreach Contacts

Date	Organization	Event/Location	Category (meeting, stakeholder interview, focus group)
09/15/16	Multiple stakeholders	United Seniors of Oakland and Alameda County (USOAC) Healthy Living Festival / Oakland Zoo	Event
10/10/16	Alameda County Advisory Commission on Aging	Alameda County Advisory Commission on Aging monthly meeting / Eastmont (Oakland)	Meeting
10/24/16	Alameda CTC Paratransit Advisory and Planning Committee (PAPCO) and Paratransit Technical Advisory Committee (ParaTAC)	Quarterly Joint Meeting / Alameda CTC	Meeting
11/01/16	East Bay Paratransit Service Review Advisory Committee (SRAC)	Service Review Advisory Committee (SRAC) monthly meeting / East Bay Paratransit (Oakland)	Meeting
11/02/16	Livermore Amador Valley Transit Authority (LAVTA) Wheels Accessibility Advisory Committee (WAAC)	Wheels Accessibility Advisory Committee (WAAC) meeting / Livermore	Meeting
11/04/16	Community Resources for Independent Living (CRIL), Center for Independent Living (CIL), United Seniors of Oakland and Alameda County (USOAC), City of Pleasanton	Alameda CTC Countywide Travel Training Group quarterly meeting / Oakland	Meeting
11/08/16	Fresenius Medical Care	Email	Stakeholder interview
11/08/16	California School for the Blind, Fremont	Email	Stakeholder interview
11/09/16	Developmental Disabilities Planning and Advisory Council	Developmental Disabilities Planning and Advisory Council monthly meeting / Oakland	Meeting
11/09/16	Center for Independent Living (CIL)	Email	Stakeholder interview

Date	Organization	Event/Location	Category (meeting, stakeholder interview, focus group)
11/14/16	Consumer	Telephone	Stakeholder interview
11/15/16	<ul style="list-style-type: none"> <li>▪ Afghan Elderly Association</li> <li>▪ Alzheimer's Services of the East Bay</li> <li>▪ CA Department of Rehabilitation</li> <li>▪ City of Fremont</li> <li>▪ City of Newark</li> <li>▪ Drivers for Survivors</li> <li>▪ Fremont Paratransit Program</li> <li>▪ Fremont Senior Citizens Commission</li> <li>▪ Friends of Children with Special Needs</li> <li>▪ Indo-Americans Seniors Association of Fremont (INSAF)</li> <li>▪ Kaiser Permanente</li> <li>▪ LIFE ElderCare</li> <li>▪ Regional Center of the East Bay</li> <li>▪ Union City Transit &amp; Paratransit</li> <li>▪ Satellite Affordable Housing Associates – Newark Gardens</li> </ul>	Tri-City Transportation Needs Assessment meeting / Fremont	Meeting
11/16/16	<ul style="list-style-type: none"> <li>▪ Ala Costa Centers</li> <li>▪ Care Builders at Home</li> <li>▪ Center for Elders Independence</li> <li>▪ Center for Independent Living</li> <li>▪ Community Resources for Independent Living</li> <li>▪ Mobility Matters</li> <li>▪ Oakland Taxi Up and Go</li> <li>▪ Senior Moments</li> <li>▪ United Seniors of Oakland and Alameda County</li> </ul>	Focus Group - Active Partners / Oakland	Focus group

Date	Organization	Event/Location	Category (meeting, stakeholder interview, focus group)
11/17/16	<ul style="list-style-type: none"> <li>▪ Alameda County Healthcare Services</li> <li>▪ Beth Eden Senior Housing</li> <li>▪ City of Emeryville, Community Services</li> <li>▪ Crisis Support Services of Alameda County</li> <li>▪ D'Nalor Care Homes</li> <li>▪ Lifelong Medical Care</li> <li>▪ Senior Alternatives</li> <li>▪ Senior Support Program of the Tri-Valley</li> <li>▪ Senior Visionary Services</li> <li>▪ Sutter Health, East Bay Medical Foundation</li> </ul>	Focus Group - Potential Partners / Oakland	Focus group
12/06/16	Spanish Speaking Citizens' Foundation	Email	Stakeholder interview
12/21/16	City of Oakland, Bikeshare Coordinator	Telephone	Stakeholder interview
12/21/16	Eden I&R	Telephone	Stakeholder interview
12/22/16	Asian Health Services	Telephone	Stakeholder interview
12/22/16	In Home Supportive Services (IHSS)	Telephone	Stakeholder interview
12/22/16	St. Rose Hospital, Hayward	Telephone	Stakeholder interview
12/22/16	Kaiser Permanente, Oakland	Telephone	Stakeholder interview
12/23/16	Friendly Cab	Telephone	Stakeholder interview
1/23/17	Alameda CTC Paratransit Advisory and Planning Committee (PAPCO)	Monthly meeting / Oakland	Meeting
1/30/17	Oakland Mayor's Commission on Persons with Disabilities (MCPD) and Council on Aging (CoA)	Joint Meeting / Oakland	Meeting

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## **APPENDIX B**

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### Demographic Tables

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# Appendix B Demographic Tables

**Figure B-1 Population Breakdown By City with Population Density and City Size**

Location	Residents per Square Mile	Total Population	% Over 65	% With A Disability	% Without Access to A Vehicle*
<b>Alameda County</b>	<b>2200</b>	<b>1,559,308</b>	<b>12%</b>	<b>9%</b>	<b>10.13%</b>
Berkeley	11600	115,688	13%	8%	20.90%
Albany	11000	19,020	10%	6%	7.36%
Emeryville	9400	10,497	14%	11%	13.52%
Oakland	7500	402,339	12%	12%	17.30%
Alameda	7400	75,763	13%	9%	7.59%
San Leandro	6800	87,159	13%	10%	8.38%
Piedmont	6800	10,957	15%	5%	2.94%
Dublin	3900	49,694	9%	5%	3.73%
Union City	3800	71,675	13%	8%	6.67%
Livermore	3500	83,901	11%	8%	3.83%
Hayward	3500	149,596	10%	10%	6.68%
Pleasanton	3300	73,164	12%	6%	3.06%
Newark	3300	43,635	12%	9%	3.56%
Fremont	3000	221,654	11%	8%	4.15%

Source: Source: American Community Survey 5-Year Estimates 2010-2014, American Community Survey 5 Year Estimates 2011-2015

\*Vehicle access data is from 2015

**Figure B-2 Poverty Among the General Population, Seniors and Disabled People in Alameda County**

Group	Poverty Rate
<b>Alameda County</b>	
Total Population	1,559,300
Number of People in Poverty (150% FPR)	316,200
% of Total Population in Poverty (150% FPR)	20%
Senior Population	179,900
Number of Seniors in Poverty (150% FPR)	34,300
% of Senior Population in Poverty (150% FPR)	19%
Disabled Population	142,800
Number of Disabled People in Poverty (100% FPR)	29,100
% of Disabled Population in Poverty (100% FPR)	20%

Source: American Community Survey 5-Year Estimates 2010-2014

Note: FPR = Federal Poverty Rate

**Figure B-3 Existing 2014 Population Breakdown**

Location	Population	% With a Disability	% Over 65	% Over 65 With A Disability	% Without Access to a Vehicle*	% of Total Population in Poverty	% of Seniors in Poverty
<b>Alameda County</b>	<b>1,559,308</b>	<b>9%</b>	<b>12%</b>	<b>4%</b>	<b>10%</b>	<b>20%</b>	<b>19%</b>
Alameda	75,763	9%	13%	4%	8%	18%	17%
Albany	19,020	6%	10%	3%	7%	16%	--
Berkeley	115,688	8%	13%	4%	21%	24%	17%
Dublin	49,694	5%	9%	2%	4%	7%	--
Emeryville	10,497	11%	14%	7%	14%	19%	--
Fremont	221,654	8%	11%	4%	4%	11%	15%
Hayward	149,596	10%	10%	4%	7%	23%	18%
Livermore	83,901	8%	11%	4%	4%	11%	14%
Newark	43,635	9%	12%	3%	4%	16%	--
Oakland	402,339	12%	12%	4%	17%	32%	30%
Piedmont	10,957	5%	15%	3%	3%	5%	--
Pleasanton	73,164	6%	12%	3%	3%	7%	10%
San Leandro	87,159	10%	13%	5%	8%	19%	19%
Union City	71,675	8%	13%	4%	7%	16%	15%

Source: American Community Survey 5-Year Estimates 2010-2014, American Community Survey 5 Year Estimates 2011-2015

\*Vehicle access data is from 2015

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## **APPENDIX C**

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# Implementation Guidelines and Performance Measures

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# Appendix C Implementation Guidelines

## Implementation Guidelines– Transportation for Seniors and People with Disabilities Program

### Implementation Guidelines

These guidelines lay out the service types that are eligible to be funded with Alameda County Measure B (2000), Measure BB (2014) and Vehicle Registration Fee (VRF, 2010) revenues under the Special Transportation for Seniors and People with Disabilities Program (Paratransit). All programs funded partially or in their entirety through these sources, including ADA-mandated paratransit services, city-based non-mandated programs and discretionary grant funded projects, must abide by the following requirements for each type of paratransit service.

Fund recipients are able to select which of these service types are most appropriate for their community to meet the needs of seniors and people with disabilities. Overall, all programs should be designed to enhance quality of life for seniors and people with disabilities by offering accessible, affordable and convenient transportation options to reach major medical facilities, grocery stores and other important travel destinations to meet life needs. Ultimately, whether a destination is important should be determined by the consumer.

The chart below summarizes the eligible service types and their basic customer experience parameters; this is followed by more detailed descriptions of each.

Service	Timing	Accessibility	Origins/ Destinations	Eligible Population
<b>ADA Paratransit</b> <sup>1,2</sup>	Pre-scheduled	Accessible	Origin-to-Destination	People with disabilities unable to ride fixed route transit
<b>Door-to-Door Service</b>	Pre-scheduled	Accessible	Origin-to-Destination	People with disabilities unable to ride fixed route transit and seniors
<b>Taxi Subsidy</b> <sup>3</sup>	Same Day	Varies	Origin-to-Destination	Seniors and people with disabilities

Service	Timing	Accessibility	Origins/ Destinations	Eligible Population
<b>Specialized Accessible Van</b>	Pre-scheduled & Same Day	Accessible	Origin-to-Destination	People with disabilities using mobility devices that require lift- or ramp-equipped vehicles
<b>Accessible Shuttles</b>	Fixed Schedule	Accessible	Fixed or Flexed Route	Seniors and people with disabilities
<b>Group Trips</b>	Pre-scheduled	Varies	Round Trip Origin-to-Destination	Seniors and people with disabilities
<b>Volunteer Drivers</b>	Pre-scheduled	Generally Not Accessible	Origin-to-Destination	Vulnerable populations with special needs, e.g. requiring door-through-door service or escort
<b>Mobility Management and/or Travel Training</b>	N/A	N/A	N/A	Seniors and people with disabilities
<b>Scholarship/ Subsidized Fare Programs</b>	N/A	N/A	N/A	Seniors and people with disabilities
<b>Meal Delivery Programs</b>	N/A	N/A	N/A	Meal delivery programs currently funded by Measure B may continue, but new programs may not be established.
<b>Capital Expenditures <sup>4</sup></b>	N/A	Accessible	N/A	Seniors and people with disabilities
<b>Hospital Discharge Transportation Service (HDTS)/Wheelchair Scooter Breakdown Transportation Service (WSBTS)</b>	Same Day	Accessible	Origin-to-Destination	People with disabilities using mobility devices that require lift- or ramp-equipped vehicles

<sup>1</sup> **Note on ADA Mandated Paratransit:** Programs mandated by the American's with Disabilities Act are implemented and administered according to federal guidelines that may supersede these guidelines; however all ADA-mandated programs funded through Measure B and BB or the VRF are subject to the terms of the Master Programs Funding Agreement.

<sup>2</sup> **Interim Service for Consumers Awaiting ADA Certification:** At the request of a health care provider or ADA provider, city-based programs must provide interim service through the programs listed above to consumers awaiting ADA certification. Service must be provided within three business days of receipt of application.

<sup>3</sup> **Note on Transportation Network Companies:** Programs may utilize Transportation Network Companies (e.g. Lyft, Uber) under the guidelines for Taxi Subsidy Programs. Other service types are ineligible unless wheelchair accessible service can be provided equitably. Programs should review the Department of Transportation guidance on shared mobility at [www.transit.dot.gov/regulations-and-guidance/shared-mobility-frequentlyasked-questions](http://www.transit.dot.gov/regulations-and-guidance/shared-mobility-frequentlyasked-questions). Program changes to utilize TNC's are subject to review by Alameda CTC staff prior to implementation.

<sup>4</sup> **Note on Capital Expenditures:** Any capital expenditures within the eligible service categories must be consistent with the objectives of the Alameda CTC Special Transportation for Seniors and Peoples with Disabilities (Paratransit) Program described above and are subject to review by Alameda CTC staff prior to implementation.

<b>City-based Door-to-Door Service Guidelines</b>	
Service Description	<p>City-based door-to-door services provide pre-scheduled, accessible, door-to-door trips. Some programs allow same day reservations on a space-available basis. They provide a similar level of service to mandated ADA services. These services are designed to fill gaps that are not met by ADA-mandated providers and/or relieve ADA-mandated providers of some trips. This service type does not include taxi subsidies which are discussed below.</p>
Eligible Population	<p>Eligible Populations include:</p> <ol style="list-style-type: none"> <li>1. People 18 and above with disabilities who are unable to use fixed route services. Cities may, at their discretion, also provide services to consumers with disabilities under the age of 18, and</li> <li>2. Seniors 80 years or older without proof of a disability. Cities may provide services to consumers who are younger than age 80, but not younger than 70 years old.</li> </ol> <p><i>Cities may continue to offer "grandfathered" eligibility to program registrants below 70 years old who have used the program regularly in FY 11/12, as long as it does not impinge on the City's ability to meet the minimum requirements of the Implementation Guidelines.</i></p> <p><i>Program sponsors may use either ADA eligibility, as established by ADA-mandated providers (incl. East Bay Paratransit, LAVTA, Union City Transit) or the Alameda County City-Based Paratransit Services Medical Statement Form, as proof of disability. Program sponsors may, at their discretion, also offer temporary eligibility due to disability.</i></p>
Time & Days of Service	<p>At a minimum, service must be available any five days per week between the hours of 8 am and 5 pm (excluding holidays).</p> <p>At a minimum, programs must accept reservations between the hours of 9 am and 5 pm Monday – Friday (excluding holidays).</p>
Fare (Cost to Customer)	<p>Fares for pre-scheduled service should not exceed local ADA paratransit fares, but can be lower, and can be equated to distance. Higher fares can be charged for "premium" same-day service.</p>
Other	<p>Door-to-Door programs must demonstrate that they are providing trips at an equal or lower cost than the ADA-mandated provider on a cost per trip basis. Cost per trip is defined as total cost (all sources) during a reporting period divided by the number of one-way trips, including attendant and companion trips, provided during period.</p> <p>Programs may impose per person trip limits to due to budgetary constraints, but any proposed trip limitations that are based on trip purpose must be submitted to Alameda CTC staff for review prior to implementation.</p>

<b>Taxi Subsidy Program Guidelines</b>	
Service Description	<p>Taxis provide curb-to-curb service that can be scheduled on a same-day basis. Transportation Network Companies (e.g. Lyft, Uber) can also provide similar service at the discretion of the program sponsor with local consumer input. Taxis charge riders on a distance/time basis using a meter. Taxi subsidy programs allow eligible consumers to use taxis at a reduced fare by reimbursing consumers a percentage of the fare or by providing some fare medium, e.g. scrip or vouchers, which can be used to cover a portion of the fare. These programs are intended for situations when consumers cannot make their trip on a pre-scheduled basis.</p> <p>The availability of accessible taxi cabs varies by geographical area and taxi provider, but programs should expand availability of accessible taxi cabs where possible in order to fulfill requests for same-day accessible trips.</p>
Eligible Population	<p>Eligible Populations include:</p> <ol style="list-style-type: none"> <li>1. People 18 and above with disabilities who are unable to use fixed route services. Cities may, at their discretion, also provide services to consumers with disabilities under the age of 18, and</li> <li>2. Seniors 80 years or older without proof of a disability. Cities may provide services to consumers who are younger than age 80, but not younger than 70 years old.</li> </ol> <p><i>Cities may continue to offer "grandfathered" eligibility to program registrants below 70 years old who were enrolled in the program in FY 11/12 and have continued to use it regularly, as long as it does not impinge on the City's ability to meet the minimum requirements of the Implementation Guidelines.</i></p> <p><i>Program sponsors may use either ADA eligibility, as established by ADA-mandated providers (incl. East Bay Paratransit, LAVTA, Union City Transit) or the Alameda County City-Based Paratransit Services Medical Statement Form, as proof of disability. Program sponsors may, at their discretion, also offer temporary eligibility due to disability.</i></p> <p><i>ADA-mandated providers that are not also city-based providers (East Bay Paratransit and LAVTA) are not required to provide service to seniors 80 years or older without ADA eligibility.</i></p>
Time & Days of Service	24 hours per day/7 days per week

Taxi Subsidy Program Guidelines	
Fare (Cost to Customer)	<p>Programs must subsidize at least 50% of the fare.</p> <p>Programs can impose a cap on total subsidy per person. This can be accomplished through a maximum subsidy per trip, a limit on the number of vouchers/scrip (or other fare medium) per person, and/or a total monetary subsidy per person per year.</p>
Other	<p>Programs may also use funding to provide incentives to drivers and/or transportation providers to ensure reliable service. Incentives are often utilized to promote accessible service. Planned expenditures on incentives are subject to review by Alameda CTC staff prior to implementation.</p> <p>Programs may utilize Transportation Network Companies (e.g. Lyft, Uber) for these programs but should review the Department of Transportation guidance on shared mobility at <a href="http://www.transit.dot.gov/regulations-and-guidance/shared-mobilityfrequently-asked-questions">www.transit.dot.gov/regulations-and-guidance/shared-mobilityfrequently-asked-questions</a>. Program changes to utilize TNC's are subject to review by Alameda CTC staff prior to implementation.</p>

City-based Specialized Accessible Van Service Guidelines	
Service Description	<p>Specialized Accessible van service provides accessible, door-to-door trips on a pre-scheduled or same-day basis. This service category is not intended to be as comprehensive as primary services (i.e. ADA-mandated, City-based Door-to-Door, or Taxi programs), but should be a complementary supplement in communities where critical needs for accessible trips are not being adequately met by the existing primary services. Examples of unmet needs might be a taxi program without accessible vehicles, medical trips for riders with dementia unable to safely take an ADA-mandated trip, or trips outside of the ADA-mandated service area. When possible, a priority for this service should be fulfilling requests for same-day accessible trips.</p> <p>This service may make use of fare mediums such as scrip and vouchers to allow consumers to pay for rides.</p>
Eligible Population	At discretion of program sponsor with local consumer input.
Time & Days of Service	At discretion of program sponsor with local consumer input.
Fare (Cost to Customer)	At discretion of program sponsor with local consumer input.

City-based Specialized Accessible Van Service Guidelines	
Other	Specialized Accessible van programs must demonstrate that they are providing trips at an equal or lower cost to the provider than the ADA-mandated provider on a cost per trip basis, except if providing same-day accessible trips. Cost per trip is defined as total cost (all sources) during a reporting period divided by the number of one-way trips, including attendant and companion trips, provided during period.

Accessible Shuttle Service Guidelines	
Service Description	Shuttles are accessible vehicles that operate on a fixed, deviated, or flex-fixed route and schedule. They serve common trip origins and destinations visited by eligible consumers, e.g. senior centers, medical facilities, grocery stores, BART and other transit stations, community centers, commercial districts, and post offices.  Shuttles should be designed to supplement existing fixed route transit services. Routes should not necessarily be designed for fast travel, but to get as close as possible to destinations of interest, such as going into parking lots or up to the front entrance of a senior living facility. Shuttles are often designed to serve active seniors who do not drive but are not ADA paratransit registrants.
Eligible Population	Shuttles should be designed to appeal to older people, but can be made open to the general public.
Time and Days of Service	At discretion of program sponsor with local consumer input.
Fare (Cost to Customer)	At discretion of program sponsor, but cannot exceed local ADA paratransit fares. Fares may be scaled based on distance.
Cost of Service	By end of the second fiscal year of service, the City's cost per one-way person trip cannot exceed \$20, including transportation and direct administrative costs. Cost per trip is defined as total cost (all sources) during a reporting period divided by the number of one-way trips, including attendant and companion trips, provided during period.

<b>Accessible Shuttle Service Guidelines</b>	
Other	<p>Shuttles are required to coordinate with the local fixed route transit provider.</p> <p>Shuttle routes and schedules should be designed with input from the senior and disabled communities and to ensure effective design, and any new shuttle plan must be submitted to Alameda CTC staff for review prior to implementation.</p> <p>Deviations and flag stops are permitted at discretion of program sponsor.</p>

<b>Group Trips Service Guidelines</b>	
Service Description	<p>Group trips are round-trip rides for pre-scheduled outings, including shopping trips, sporting events, and community health fairs. These trips are specifically designed to serve the needs of seniors and people with disabilities and typically originate from a senior center or housing facility and are generally provided in accessible vans and other vehicle types or combinations thereof.</p>
Eligible Population	At discretion of program sponsor.
Time and Days of Service	Group trips must begin and end on the same day.
Fare (Cost to Customer)	At discretion of program sponsor.
Other	Programs can impose mileage limitations to control program costs.

<b>Volunteer Driver Service Guidelines</b>	
Service Description	<p>Volunteer driver services are pre-scheduled, door-through-door services that are typically not accessible. These programs rely on volunteers to drive eligible consumers for critical trip needs, such as medical trips. Programs may use staff to complete intake or fill gaps. This service meets a key mobility gap by serving more vulnerable populations and should complement existing primary services (i.e. ADA-mandated, City-based Door-to-Door, or Taxi).</p> <p>Volunteer driver programs may also have an escort component where volunteers accompany consumers on any service eligible for paratransit funding, when they are unable to travel in a private vehicle.</p>
Eligible Population	At discretion of program sponsor.
Time and Days of Service	At discretion of program sponsor.

<b>Volunteer Driver Service Guidelines</b>	
Fare (Cost to Customer)	At discretion of program sponsor.
Other	Program sponsors can use funds for administrative purposes and/or to pay for volunteer mileage reimbursement purposes (not to exceed Federal General Services Administration (Privately Owned Vehicle) Mileage Reimbursement Rates) or an equivalent financial incentive for volunteers.

<b>Mobility Management and/or Travel Training Service Guidelines</b>	
Service Description	Mobility management services cover a wide range of activities, such as travel training, escorted companion services, coordinated services, trip planning, and brokerage. Mobility management activities often include education and outreach which play an important role in ensuring that people use the “right” service for each trip, e.g. using EBP from Fremont to Berkeley for an event, using a taxi voucher for a same-day semi-emergency doctor visit, and requesting help from a group trips service for grocery shopping.
Eligible Population	At discretion of program sponsor.
Time and Days of Service	At discretion of program sponsor.
Fare (Cost to Customer)	N/A
Other	For new mobility management and/or travel training programs, to ensure effective program design, a plan with a well-defined set of activities must be submitted to Alameda CTC staff for review prior to implementation.

<b>Scholarship/Subsidized Fare Program Guidelines</b>	
Service Description	Scholarship or Subsidized Fare Programs can subsidize any service eligible for paratransit funding and/or fixed-route transit for customers who are low-income and can demonstrate financial need.
Eligible Population	Subsidies can be offered to low-income consumers with demonstrated financial need who are currently eligible for an Alameda County ADA-mandated or city-based paratransit program.  Low income requirements are at discretion of program sponsors, but the requirement for household income should not exceed 50% AMI (area median income).

<b>Scholarship/Subsidized Fare Program Guidelines</b>	
Time and Days of Service	N/A
Fare (Cost to Customer)	N/A
Other	<p>Low-income requirements and the means to determine and verify eligibility must be submitted to Alameda CTC staff for review prior to implementation.</p> <p>If program sponsors include subsidized East Bay Paratransit (EBP) tickets in this program, no more than 3% of a program sponsor's Alameda CTC distributed funding may be used for the ticket subsidy.</p> <p>Other services or purposes proposed for scholarship and/or fare subsidy must be submitted to Alameda CTC staff for review prior to implementation.</p>

<b>Meal Delivery Funding Guidelines</b>	
Service Description	Meal Delivery Funding programs provide funding to programs that deliver meals to the homes of individuals who are generally too frail to travel outside to congregate meal sites. Although this provides access to life sustaining needs for seniors and people with disabilities, it is not a direct transportation expense.
Eligible Population	For currently operating programs, at discretion of program sponsor.
Time and Days of Service	For currently operating programs, at discretion of program sponsor.
Fare (Cost to Customer)	For currently operating programs, at discretion of program sponsor.
Other	Currently operating funding programs may continue, but new meal delivery funding programs may not be established.

<b>Capital Expenditures Guidelines</b>	
Description	Capital expenditures are eligible if directly related to the implementation of a program or project within an eligible service category, including but not limited to, purchase of scheduling software, accessible vehicles and equipment and accessibility improvements at shuttle stops.
Eligible Population	N/A
Time and Days of Service	N/A

<b>Capital Expenditures Guidelines</b>	
Fare (Cost to Customer)	N/A
Other	Capital expenditures are to support the eligible service types included in the Implementation Guidelines and must be consistent with objectives of the Alameda CTC Special Transportation for Seniors and Peoples with Disabilities (Paratransit) Program. Planned expenditures are subject to review by Alameda CTC staff prior to implementation.

<b>Hospital Discharge Transportation Service (HDTS)/ Wheelchair Scooter Breakdown Transportation Service (WSBTS)</b>	
Service Description	These are specialized Countywide services providing accessible, door-to-door trips on a same-day basis in case of hospital discharge or mobility device breakdown. These services are overseen by the Alameda CTC.
Eligible Population	At discretion of Alameda CTC. Targeted towards seniors and people with disabilities without other transportation options who need trips on a same-day basis in case of hospital discharge or mobility device breakdown.
Time & Days of Service	At discretion of Alameda CTC.
Fare (Cost to Customer)	No cost to consumer.

## Performance Measures – Transportation for Seniors and People with Disabilities Program

### Performance Measures

The Alameda CTC collects performance data from all programs funded with Alameda County Measure B (2000), Measure BB (2014) and Vehicle Registration Fee (VRF, 2010) revenues. All programs funded partially or in their entirety through these sources must at a minimum report annually through the Annual Compliance Report for Direct Local Distribution (DLD) funding on the performance measures identified within the Implementation Guidelines for each DLD program.

The performance measures for the Measure B and Measure BB Direct Local Distribution (DLD) funding distributed through the Special Transportation for Seniors and People with Disabilities (Paratransit) Program, which funds ADA-mandated paratransit services, city-based non-mandated paratransit programs and discretionary grant-funded projects, are identified below. Additional performance-related data may be required through separate discretionary grant guidelines or to report to the Alameda CTC's Commission or one of its community advisory committees.

<b>ADA-mandated Paratransit</b>
<ul style="list-style-type: none"> <li>• Number of one-way trips provided</li> <li>• Total Measure B/BB cost per one-way trip (<i>Total Measure B/BB program cost during period divided by the number of one-way trips provided during period.</i>)</li> </ul>
<b>City-based Door-to-Door Service</b>
<ul style="list-style-type: none"> <li>• Number of one-way trips provided</li> <li>• Total Measure B/BB cost per one-way trip (<i>Total Measure B/BB program cost during period divided by the number of one-way trips provided during period.</i>)</li> </ul>
<b>Taxi Subsidy Program</b>
<ul style="list-style-type: none"> <li>• Number of one-way trips provided</li> <li>• Total Measure B/BB cost per one-way trip (<i>Total Measure B/BB program cost during period divided by the number of one-way trips provided during period.</i>)</li> </ul>

**City-based Specialized Accessible Van Service**

- Number of one-way trips provided
- Total Measure B/BB cost per one-way trip (*Total Measure B/BB program cost during period divided by the number of one-way trips provided during period.*)

**Accessible Shuttle Service**

- Total ridership (*One-way passenger boardings*)
- Total Measure B/BB cost per one-way passenger trip (*Total Measure B/BB program cost during period divided by the total ridership during period.*)

**Group Trips Service**

- Number of one-way passenger trips provided
- Total Measure B/BB cost per passenger trip (*Total Measure B/BB program cost during period divided by the number of passenger trips provided during period.*)

**Volunteer Driver Service**

- Number of one-way trips provided
- Total Measure B/BB cost per one-way trip (*Total Measure B/BB program cost during period divided by the number of one-way trips provided during period.*)

**Mobility Management Service**

- Number of contacts provided with mobility management support
- Total Measure B/BB cost per individual provided with mobility management support (*Total Measure B/BB program cost during period divided by the number of individuals provided with support during period.*)

**Travel Training Service**

- Number of individuals trained
- Total Measure B/BB cost per individual trained (*Total Measure B/BB program cost during period divided by the number of individuals trained during period.*)

**Scholarship/Subsidized Fare Program**

- Number of unduplicated individuals who received scholarship/subsidized fares
- Number of one-way fares/tickets subsidized
- Total Measure B/BB cost per subsidy (*Total Measure B/BB program cost during period divided by the number of subsidized fares/tickets during period*)

**Meal Delivery Funding**

- Number of meal delivery trips
- Total Measure B/BB cost per meal delivery trip (*Total Measure B/BB program cost during period divided by the number of meal delivery trips during period*)