



San Leandro FLEX Shuttle Expansion Plan Final Report

February 2020

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1 INTRODUCTION

In July 2017 the City of San Leandro in coordination with Nelson\Nygaard began seriously investigating a major expansion of the FLEX Shuttle services to improve transportation options for the City's seniors and people with disabilities.

NELSON\NYGAARD

Nelson\Nygaard Consulting Associates, Inc. is an internationally recognized firm committed to developing transportation systems that promote sustainable, and accessible communities. Founded in 1987, Nelson\Nygaard has grown from its roots in transit planning to a 130-person, full-service transportation firm with offices across the United States.

In keeping with the values set by the firm's founders, Nelson\Nygaard puts people first. Transportation is not an end by itself but a platform for achieving broader community goals of mobility, equity, economic development, and healthy living. The firm's hands-on, national experience informs but doesn't dictate local solutions. Built on consensus and a multimodal approach, their plans aim to be practical and implementable.

Project Team

Project Manager, Naomi Armenta, Senior Associate

Working at the intersection of accessible transportation and transit and equity issues, Naomi is one of Nelson\Nygaard's key leaders in transportation planning benefiting seniors and persons with disabilities. She served as the Paratransit Coordinator for the Alameda County Transportation Commission from 2006-2016, and has worked on projects in Alameda, Contra Costa, and Santa Clara Counties, with BART, the Metropolitan Transportation Commission, and the California State Transportation Agency. Naomi has been with Nelson\Nygaard for almost 14 years. Previously, Naomi worked for over a decade in Human Resources for the Army and Air Force Exchange Service and City College of San Francisco.

EDUCATION

- M.S., Transportation Management, Mineta Transportation Institute, San Jose State University
- B.A., Anthropology & Psychology, University of California, Berkeley

EXPERIENCE (PARTIAL)

- **Alameda County Paratransit Coordination, Alameda County Transportation Commission (Alameda County, CA) 2006-Ongoing.** Paratransit Coordinator, 2006-2016; Deputy Program Manager, 2016-June 2017; Program Manager, July 2017-Present. Naomi is providing input on planning and policy for funding and performance

measures for ADA-mandated paratransit programs, city paratransit programs, and innovative grant programs.

- **CCTA Community Based Transportation Plan (Contra Costa Transportation Authority) 2018-Ongoing.** Deputy Project Manager. Researching community transportation needs and recommending strategies for Downtown Martinez and Monument Corridor in Concord.
- **Berkeley Paratransit Shuttle (Berkeley, CA) 2016-Ongoing.** Advisor. Naomi provided recommendations based on existing paratransit conditions.

Transit Expert, Marvin Randalson, Associate

Marvin has been active in multimodal transportation for over a decade, working in the private, public, and non-profit sectors. At Nelson\Nygaard, Marvin has worked with clients on navigating the new mobility landscape, assisting them in integrating Microtransit and Ridesharing into their transit operations. As transit administrator for the City of Sandusky, he advanced strategies that improved mobility for the residents of the city and county. Marvin has worked with numerous organizations to improve access to quality transportation, including Bike Cleveland, All Aboard Ohio, and Clevelanders for Public Transit.

EDUCATION

- B.A., Urban Studies and Urban Planning, Levin College of Urban Affairs, Cleveland State University, 2013

EXPERIENCE (PARTIAL)

- **SCTA Transit Integration, Sonoma County Transportation Authority (Sonoma County, CA) 2019.** Analyzed the existing conditions of Sonoma County's three transit agencies, and recommend areas of coordination, collaboration and consolidation, to improve service delivery and customer satisfaction.
- **Huntsville Transit Study, City of Huntsville (Huntsville, AL) 2019.** Reviewed proposed changes to the City's Paratransit service. Using his experience in transit operations and system design, he made recommendations that met the city's need for better cost controls, while improving the overall flexibility of their paratransit operations.
- **Benicia Dial-a-Ride Analysis, Solano County Transit (Benicia, CA) 2018.** Analyzed an underperforming Dial-a-Ride service in Benicia, California. He analyzed origin and destination data, using GIS and other tools to find ways to improve ridership and productivity. Marvin developed service alternatives that included upgrades to the existing Dial-a-Ride service, development a Deviated Flex-Route service, and a partnership with a Transportation Network Company.

Former Project Manager, Sam Erickson, Senior Associate

Sam Erickson has 15 years of experience in transit service planning, specializing in operations planning and service implementation. She implemented new bus service at the Cleveland RTA, and for SamTrans, she helped improve systemwide on-time performance using AVL data and operator feedback.

EDUCATION

- Master of Community Planning, University of Maryland, College Park
- Bachelor of Arts, Sociology and Geography, University of Maryland, College Park

EXPERIENCE (PARTIAL)

- **GCRTA Community Shuttle and Downtown Trolley Implementation, Greater Cleveland Regional Transit Authority (Cleveland, OH) 2011–2013.** After a 20% service cut in 2010, Sam worked with the public and local politicians to establish community services in areas that had lost service. In the following years, Sam designed and implemented three new trolleys in downtown Cleveland that helped move visitors from the main intermodal facility at Public Square to major destinations. During the midday, the shuttles were well used by downtown workers to access restaurants.
- **LAVTA Bus Size Optimization and Facility Needs Study, Livermore Amador Valley Transportation Authority (San Francisco Bay Area, CA) 2018.** To address overcrowding on school-based routes and an inability to increase fleet size due to bus yard constraints, Sam led a study to analyze whether articulated coaches would be feasible, economical, and help reduce fleet needs.
- **SamTrans Reliability Improvement, SamTrans (San Francisco Bay Area, CA) 2014–2015.** Analyzed agency-collected AVL data and statistical analysis to reframe agency schedules. Worked with staff, schools and community groups to better align services with the needs of riders and potential riders. Not only did on-time performance reach 85 percent, but ridership has grown every month since implementation.

Outreach and GIS, Emily Roach, Associate

Emily Roach brings over five years of planning experience in the public, private, and non-profit sectors to her work. She brings strong strategic thinking, communication, research, and analysis skills projects on a range of transportation issues, including multimodal planning, transit, emerging mobility, and parking and transportation demand management.

EDUCATION

- Master of City Planning, University of California, Berkeley, CA, 2018
- B.A., Geography (minor in economics), Magna Cum Laude, Middlebury College, Middlebury, VT, 2013

EXPERIENCE (PARTIAL)

- **Transit System Access Strategic Plan, Sound Transit (Seattle, WA), 2018–Ongoing.** Nelson\Nygaard is leading a comprehensive evaluation of Sound Transit access programs and policies. Emily analyzed existing datasets and surveys to evaluate existing conditions related to access and identify data gaps. Emily also is assisting in the development of a station access typology to help prioritize station access investments.
- **Alameda Student Transit Pass Pilot, Alameda County, CA, 2018-Ongoing.** Nelson\Nygaard is managing a three-year pilot program that awards free and reduced transit passes to low-income students in Alameda County. Emily serves as a liaison between participating schools and provides analysis support to troubleshoot day-to-day operations and help to evaluate the pilot.

- **Station Access Mitigation Plan, BART (San Francisco, CA), 2018–2019.**
Nelson\Nygaard developed a plan to communicate alternative mobility options for people who are unable to access stations due to elevators being out. Emily analyzed travel times of mitigation trips to identify alternative travel options for passengers who need access due to mobility issues. She used this data to assist with the development of a station access mobility guide that can be used by passengers, station agents, and BART staff.

INITIAL PROJECT GOALS

Current services are made possible by Alameda County’s Measure B and BB funds, from a 1% transportation sales tax that includes funds for special transportation for seniors and people with disabilities.¹ The FLEX Shuttle Study had five major project goals. They were:

- Identify options for expansion of the FLEX Shuttle
- Evaluate residents’ transportation demand and needs
- Increase FLEX Shuttle utilization
- Expand service to individuals who are not currently served by the FLEX Shuttle
- Identify recommendations, a process for implementation, and marketing and outreach opportunities

This report details challenges of and opportunities for the program, the outcomes of outreach conducted by Nelson\Nygaard in cooperation with City staff, several identified alternatives, and recommendations for future actions.

The City of San Leandro also hired International Contact and Alice & Associates to complete additional outreach, particularly to non-English speaking communities. The Alice & Associates report is included as Appendix D.

¹ <http://www.alamedactc.org/2014plan>

2 SAN LEANDRO DEMOGRAPHICS

The City of San Leandro is located in the western-most side of Alameda County's Central Planning Area, as defined by the Alameda County Transportation Commission (Alameda CTC). In 2017 the City of San Leandro received a Human Services Gap Analysis² completed by the Urban Strategies Council. That report used 2015 US Census Data, which was then confirmed by the consultant team. In 2015, the City had a population of approximately 88,300 people.³ The following information highlights demographic data of eligible populations in order to understand potential needs or gaps in existing transportation services.

POVERTY

According to the Human Services Gap Analysis, 30% of San Leandro residents had income below 200% of the poverty level 2011-2015. San Leandro has the second lowest median household income in Alameda County.

RACE/ETHNICITY

San Leandro is racially diverse, with no group having a majority. Asians were the largest group at 32%, followed by Latinos at 27%, Whites at 24%, and African Americans at 12%. Poverty rates vary by ethnicity with the highest rates among Latino, African American, and Asian residents.⁴

SENIORS

Individuals over the age of 60 represent 19.9% of the population of San Leandro, with approximately 17,600 people. Figure 2-1 shows the geographic distribution of residents over the age of 60 throughout the City. Among older adults in San Leandro, nearly 15.6% have a household income under 150% of the federal poverty line.⁵

PEOPLE WITH DISABILITIES

According to the Alameda CTC, the definition of disability used for planning includes a person with one or more of the following difficulties: hearing, vision, cognitive, ambulatory, self-care, or independent living. San Leandro residents with disabilities make up 12.2% of the City's population, totaling roughly 8,500

² Human Services Gap Analysis for the City of San Leandro, CA. Report by Urban Strategies Council. May 2017. Retrieved from <https://www.neighborhoodindicators.org/library/catalog/human-services-gap-analysis-city-san-leandro-ca>

³ US Census Bureau. 2011-2015 American Community Survey 5-Year Estimates

⁴ Human Services Gap Analysis.

⁵ Note that this figure is based on the US Census definition of senior: 65 and older.

people.⁶ Among those over 60 years old, 28.5% have a disability. Figure 2-2 illustrates the distribution of people with disabilities in the County by city.

NON-ENGLISH LANGUAGES

The American Community Survey asks people about the languages spoken at home. Although 73.6% of the population reported that they only speak English or speak English very well, over 50 percent of San Leandro's population spoke a language other than English in the home. Among those who speak a second language, over 50 percent speak English less than "very well."

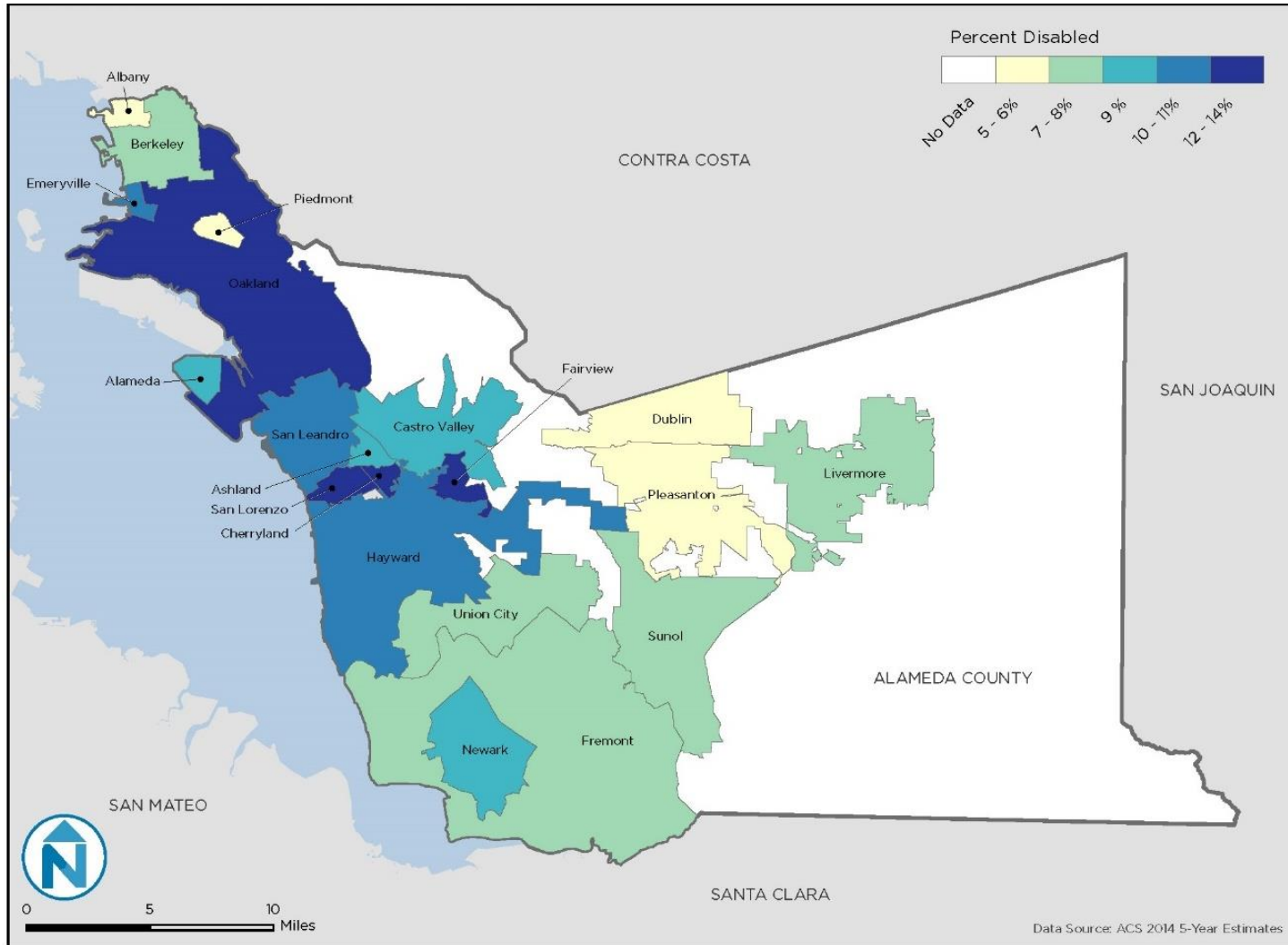
Among residents over 65 years old, 82.2% reported speaking English very well. However, only 27.5 % of Asian and Pacific Island language speakers and 45.2% of Spanish speakers reported also speaking English very well. This compares with and 71.5% of Indo-European languages and 33.3% of "other" languages not specifically defined. This indicates a very real language barrier for speakers of Asian and Pacific Island languages and Spanish speakers.

The Human Services Gap Analysis shares data from San Leandro Unified School District that shows the most common home languages for students who speak a language other than English at home are Spanish, Cantonese, Pilipino or Tagalog, and Vietnamese.

⁶ US Census Bureau. 2011-2015 American Community Survey 5-Year Estimates

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Figure 2-2 Distribution of People with Disabilities in Alameda County (2014)



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

3 TRANSPORTATION SERVICES IN SAN LEANDRO

There are many choices for travel in and around San Leandro. Some services are open to the public, and some require an application and eligibility. The project team completed an Existing Conditions Report to summarize available choices and to report in-depth on the FLEX Shuttle.

GENERAL PUBLIC SERVICES

Figure 3-2 illustrates the geographic coverage of transit services open to the public in San Leandro; all are wheelchair accessible.

AC Transit

AC Transit is the primary bus transit operator in San Leandro. The agency’s services provide access to local and regional destinations seven days a week. AC Transit provides reduced-rates for paying with a Clipper Card, and seniors at least 65 years of age and people with disabilities are eligible to ride at a reduced-rate fare.

Standard cash fare is \$2.50 for regular routes and \$5.50 for Transbay routes; Clipper Card fares are \$2.25 for regular fares. The senior/disabled fare is half price, totaling \$1.12 for regular routes and \$2.75 for Transbay routes. A BART-to-bus transfer includes a \$0.25 fare discount for cash payments, or \$0.50 for paying with a Clipper Card.

All routes operate on weekends with similar frequencies as off-peak weekday service, with the exception of school and Transbay routes. Existing AC Transit services in San Leandro are shown in Figure 3-1.

Figure 3-1 AC Transit Services

Service	Routes	Description	Weekday Span of Service	Frequency
Fixed-Route Bus Service	1, 40	High frequency bus service	5:30 AM – 12:00 AM	Routes 1: 5 – 10 minutes Route 40: 10 – 15-minute peak, 20 minute off-peak
Fixed-Route Bus Service	10, 97	Bus service with three to four trips per hour	Route 10: 5:15 AM – 12:30 AM Route 97: 5:45 AM – 11:45 PM	15 – 20 minutes
Fixed-Route Bus Service	28, 34, 35	Bus service with two to three trips per hour	Route 28: 7:00 AM – 11:00 PM Route 34: 6:30 AM – 10:30 PM Route 35: 6:00 AM – 10:00 PM	30 minutes
Fixed-Route Bus Service	93	Low frequency bus service	6:30 AM – 10:30 PM	40 – 45 minutes

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Service	Routes	Description	Weekday Span of Service	Frequency
Fixed-Route Bus Service	801	Overnight bus service	12:00 AM – 5:00 AM daily	Hourly
Transbay Bus Service	NX3, NX4, S	Connects the East Bay to San Francisco. Often limited to peak commute hours.	Peak periods	30 – 60 minutes

Bus Rapid Transit

In Fall 2019, AC Transit began constructing the Bus Rapid Transit (BRT) system in Oakland and San Leandro. Hybrid-electric buses will arrive at least every 7 minutes during peak times, traveling mostly through a bus-only lane. The bus floor and the station platform are at the same level to ease boarding, and passengers pay at the platform before boarding.

San Leandro stops will be at Georgia Way and East 14th, San Leandro Civic Center, Downtown San Leandro (Davis Street), and San Leandro BART. Service is planned to begin in 2019.⁷

Bay Area Rapid Transit (BART)

BART is the regional rail operator. Two stations in San Leandro, Bay Fair and San Leandro, provide access to the BART system seven days a week. Anyone who qualifies for ADA paratransit service can pay a reduced fare through the RTC Clipper Card or a red ticket; seniors get a discount when they use a Senior Clipper Card or green ticket. There are AC Transit route connections at the BART stations.

San Leandro LINKS

Since 2001, the San Leandro Transportation Management Organization (SLTMO) has operated LINKS, a shuttle service that connects businesses in West San Leandro to the downtown San Leandro BART Station. Two shuttle routes, North Loop and South Loop, run Monday through Friday with 15-20-minute service, respectively, between 5:45 a.m.-9:30 a.m. and between 3:00 p.m.-7:00 p.m.

The San Leandro Transportation Management Organization (SLTMO) is a non-profit organization that was established as a partnership between the City of San Leandro and an alliance of local businesses. LINKS service is available to the general public and is free of charge. It is funded by regional grants and the West San Leandro Business Improvement District, which is made of up businesses located within ¼ mile of the shuttle routes.

Private Shuttle Services

The Kaiser San Leandro Shuttle is the only private shuttle service that operates exclusively within the City of San Leandro. This service is free and available to all Kaiser Permanente staff and members. The shuttle runs between San Leandro BART Station and the Kaiser San Leandro Medical Center from 5:30 a.m.-8:30 p.m. with 10-minute service during the peak period and 30 minutes service during off-peak hours.⁸

⁷ <https://brt.actransit.org/>

⁸ <https://thrive.kaiserpermanente.org/care-near-you/northern-california/gsaa/news-events/its-easy-to-thrive-relax-and-take-the-kaiser-permanente-bart-shuttle-to-the-new-san-leandro-medical-center/>

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Figure 3-2 Existing Fixed-Route Transit Options in San Leandro Open to the General Public



Figure 3-3 Other Transit Providers in San Leandro

Agency	Service	Routes	Description	Weekday Span of Service	Frequency	Cost of Ride
BART	Rail		Two stops: San Leandro and Bay Fair	4 AM to 12 AM	15 Minutes	Zone-based fares. Vary between 1.95 and 11.60 depending on the destination. A 62.5% discount for seniors 65 years and older.
San Leandro LINKS Shuttle	Shuttle services	North Loop, South Loop	North Loop makes 11 stops northwest of San Leandro BART Station; South Loop makes 17 stops southwest of San Leandro BART Station	5:45 AM to 9:45 AM, 3 PM to 7 PM	North loop: every 15 minutes South loop: every 20 minutes	Free

ELIGIBILITY-BASED TRANSPORTATION PROGRAMS

Seniors and people with disabilities who are unable to use the services described above all or some of the time may be eligible to use one of the transit or paratransit transportation services operating in the city (once they register). The major paratransit providers and programs are described below. An overview of available eligibility-based services is provided in Figure 3-4.

Regional Services

East Bay Paratransit is the ADA-mandated paratransit program that provides origin-to-destination service for people with disabilities in San Leandro. It operates within ¾ miles of AC Transit bus routes and BART stations during the same days and times as local fixed-route service. A person is eligible for East Bay Paratransit if they qualify under the American Disabilities Act (ADA) guidelines. To apply for eligibility, San Leandro residents must fill out an application and arrange for an in-person interview.⁹

2-1-1 and Access Alameda.org are telephone and online clearinghouses to help seniors and people with disabilities in Alameda County identify and connect with available accessible transportation services throughout the County. These transportation services include public transit, Americans with Disabilities Act (ADA) paratransit, city paratransit programs, and organizations that provide volunteer drivers and/or training on how to travel by using these services in Alameda County.

Center for Elders Independence is an organization that is part of the Program of All-Inclusive Care for the Elderly (PACE) programs. PACE programs provide a comprehensive

⁹ <https://www.eastbayparatransit.org/eligibility.htm>

medical/social service delivery system including transportation for older adults.¹⁰ Individuals can join a PACE program if they are 55 years or older, live in the service area of a PACE organization, are eligible for nursing home care, and are able to live safely in the community. Participants of the PACE program use them as the sole source of services that are for Medicare and Medicaid eligible enrollees. Individuals can leave the program at any time.

City Programs

San Leandro FLEX

The City of San Leandro sponsors a fixed-route shuttle program offering transportation for residents who are seniors and people with disabilities. The service consists of two interconnecting loops that travel on a fixed route to locations where riders can take care of basic life needs. To effectively evaluate the best way to offer transportation services to seniors and adults with disabilities within the City, it is important to understand the operating environment. The San Leandro FLEX will be explored in greater detail below.

FLEX Rides on Demand

The City of San Leandro, in partnership with the Hayward Operated Paratransit (HOP) program and LIFE ElderCare, offers on demand rides via a concierge service using Uber. FLEX members 70 and above are eligible for this service. Participants call LIFE ElderCare to book a ride and provide a credit or debit card number for billing. Riders pay \$4 for the ride plus any amount above \$20. Service is available Monday – Friday, 8:15 am to 5:30 pm, all rides must be completed by 6:00 pm. The service began in 2019 and ridership levels are still in flux.

Former Central County Taxi Voucher Program

The Central County Taxi Program as operated by the City of Hayward was suspended in Fall 2018 and succeeded by the FLEX Rides on Demand program (launched February 2019) in coordination with LIFE ElderCare. The Taxi Voucher Program was a transportation service that provided eligible individuals enrolled in the San Leandro and Hayward Paratransit Programs with a limited number of subsidized taxi rides. The City of Hayward operated this service in partnership with the City of San Leandro. Rides could be taken on the same day that the service was requested, and wheelchair-accessible cabs were also available. San Leandro residents who registered with the FLEX program and were 70 and above were eligible to purchase taxi vouchers. Each voucher cost \$3.50 and subsidized up to \$14 in taxi fares. San Leandro did not pay for the use of this service. Those subsidies were funded through Alameda County Measure B and BB direct local distribution (DLD) Funds.¹¹ In FY 2016-2017, San Leandro riders took 1,857 subsidized taxi trips at a program cost of approximately \$18.50 per trip.

¹⁰ 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. 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 to allow 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. (www.medicaid.gov/medicaid/ltss/pace/index.html)

¹¹ <http://sanleandro.org/depts/rec/paratransit.asp#> Central County Taxi Voucher Pilot Program

Other Programs

The City of San Leandro has also considered providing funding for group trips and/or support for volunteer driver programs. During FY 2017-2018, two volunteer driver programs from southern Alameda County, VIP Rides (LIFE ElderCare) and Drivers for Survivors, expanded operations into San Leandro.

Figure 3-4 Eligibility-Based Transportation Service in San Leandro

Programs	Description	Eligible Users	Span of Service	Frequency	Cost of Ride
East Bay Paratransit (EBP)	Medical, grocery, and recreational trips to those that are unable to ride AC transit and/or BART	Americans with Disabilities Act (ADA). Interested residents must apply through the eligibility certification department and register for an in-person interview.	Weekdays and Weekends: 8 AM to 5 PM	Demand Response Service. EBP operates within $\frac{3}{4}$ of a mile of an operating bus route or BART station	Rides with EBP are based on distance. A trip between 0-12 miles is \$4.00, 12-20 miles is \$6.00, and trips 20 miles or more are \$7.00
2-1-1 and Access Alameda.org	Information and Referral services to transportation options for seniors and people with disabilities	Seniors, people with disabilities, family members, caregivers, social services staff, etc.	Weekends and Weekdays: All Hours	N/A	Free
Center for Elders Independence	Medical transportation and other social service transportation for older adults	55 or older, registered with the PACE organization, are eligible for nursing home care, and are able to live safely in the community.	Weekday as reserved	Demand-Response Service	Mostly free to rider – covered under Medicaid benefits
FLEX Rides on Demand (LIFE ElderCare)	Conventional Uber vehicles for trips for any purpose	Seniors over the age of 70, people with disabilities who are certified users of East Bay Paratransit	Monday – Friday, 8:15 AM to 5:30 PM	Demand-Response Service	Rides cost \$4 and trip is subsidized up to \$20 in fare

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Programs	Description	Eligible Users	Span of Service	Frequency	Cost of Ride
FLEX Shuttle	Fixed-route shuttle program offering transportation for residents who are seniors and people with disabilities	Residents of San Leandro who are seniors over the age of 60, people with disabilities who are certified users of East Bay Paratransit	Weekdays: 9 AM to 5 PM	Every 60 min.	\$20 annual fee, unlimited rides
VIP Rides (LIFE ElderCare) and Drivers for Survivors	Volunteer driver programs	Determined by provider, generally frail seniors and cancer patients needing door-through-door transportation	Weekdays: 8 AM to 5 PM	By appointment	Free

FLEX SHUTTLE OVERVIEW

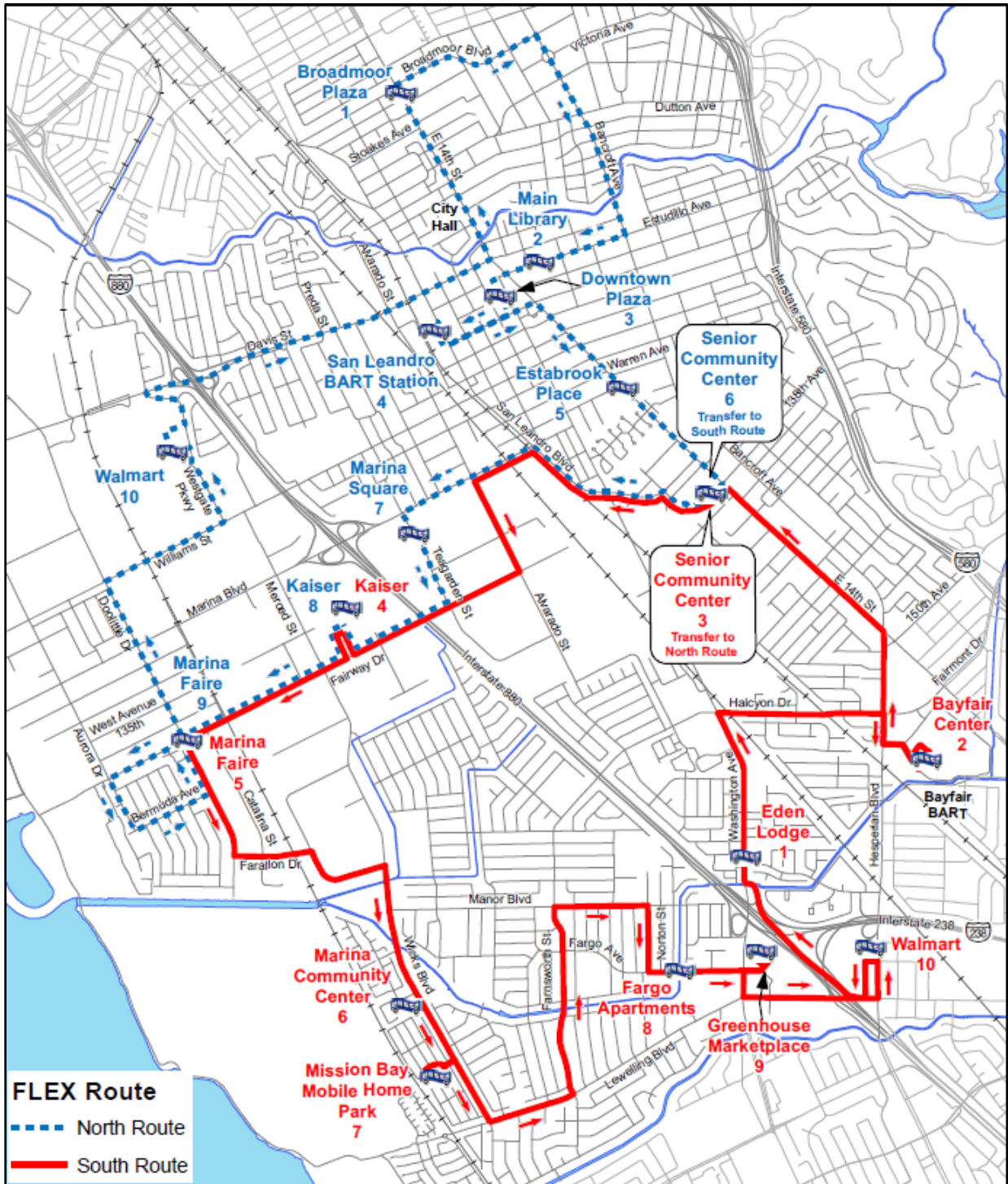
Service Design

FLEX service consists of two interconnecting routes, the North Loop and the South Loop, as shown in Figure 3-5. The alignment of each route is fixed, but riders can flag drivers by advance request or by hand to catch a ride between any of the stops along each route. The Senior Community Center is the official transfer point between the routes, but there are several other stops in which a person can make a transfer. The shuttle operates Monday through Friday, between 9:00 a.m. and 5:00 p.m. Highlights of the FLEX Service include:

- Eight trips per day on each loop;
- Hourly service; and
- One vehicle is designated for each route. The vehicle on the north route is capable of carrying 8 ambulatory passengers and 2 passengers in wheelchairs. The vehicle on the south route has the capacity to carry up to 22 ambulatory passengers and up to 7 passengers in wheelchairs.

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Figure 3-5 FLEX Routes and Stops



Eligibility and Registration

San Leandro residents 60 and older or 18 years and older who are certified with East Bay Paratransit can ride after they apply and pay a \$20 annual registration fee. Registration requires a FLEX Program application, information on the type of assistance they use, proof of their birth date and residency, East Bay Paratransit Certification expiration date (if applicable), and the registration fee. The form can be found in Appendix A. Applications can be submitted in person at the Senior Community Center, via mail, or online at the City of San Leandro Recreation and Human Services Customer Service webpage or the AccessAlameda.org webpage. Approved, registered riders can use the Shuttle an unlimited number of times throughout the year.

Program Costs/Funding

The program is funded through Measure B and BB sales tax funds and fee revenue. In Fiscal Year (FY) 2016-2017, FLEX received \$254,667 in Measure B direct local distribution (DLD) allocations and \$50,824 in Measure BB DLD allocations.¹² Combined, these two funding sources fully covered the operating costs of FLEX service for the year. Operating cost trends between the three most current fiscal years with data are featured in Figure 3-9.

Ridership

Actual and planned ridership is reported by fiscal year on the Paratransit Program Applications that are submitted to the Alameda CTC each March. This data is reported in alternating two-year cycles (actuals for the prior year and planned for the coming year) and is shown in Figure 3-6; between FY 2014-2015 and FY 2017-2018, the number of eligible riders decreased 22% from 325 riders to 253, while the number of trips remained relatively steady, falling only 2%. This indicates that, over time, a decreasing number of riders are taking an increasing number of trips on the FLEX Shuttle.

As noted in Chapter 2, there are over 17,600 residents over the age of 60 in the City of San Leandro. All of these residents could qualify to ride the FLEX shuttle if they registered. As illustrated in Figure 3-6, there are currently only 253 individuals registered for the FLEX Shuttle. Of those, the vast majority (250) are over 60. This constitutes only 1.4% percent of the City's seniors.

Figure 3-6 Annual Ridership Trends

	Eligible Riders	One-Way Trips
FY 2014-2015	325	13,104
FY 2015-2016	305	14,191
FY 2016-2017	303	13,058
FY 2017-2018	253 ¹³	13,369

¹² Measure B and Measure BB Annual Program Compliance Report, FY 2016-2017

¹³ This is the current number of registrants for the FY 2017-2018 year as of February 2018.

The South Loop carried 115% more people than the North Loop, based on seven months of data collected in FY 2017. The map in Figure 3-8 illustrates the average number of daily boardings at each stop, while Figure 3-7 highlights the ten stops with the most boardings. The highest ridership stop in the system is Eden Lodge, which averages 240 boardings per month. With approximately 1,000 average monthly boardings for the entire service, this stop constitutes almost one quarter of all boardings across the system.

For the purposes of transportation planning within San Leandro, it should be noted that some non-senior adults with disabilities are not as inclined to ride paratransit or similar specialized services. The existing services are not designed for transportation to work sites, and the deaf community has not historically used paratransit services. Therefore, although there are Deaf Counseling Advocacy and Referral Agency (DCARA) and Lighthouse facilities in San Leandro, attendees are not using FLEX to get to them. A fixed route shuttle line cannot be all things to all people and, as the City thinks about expanding ridership among people with disabilities, it should consider what gaps in transportation services it can fill.

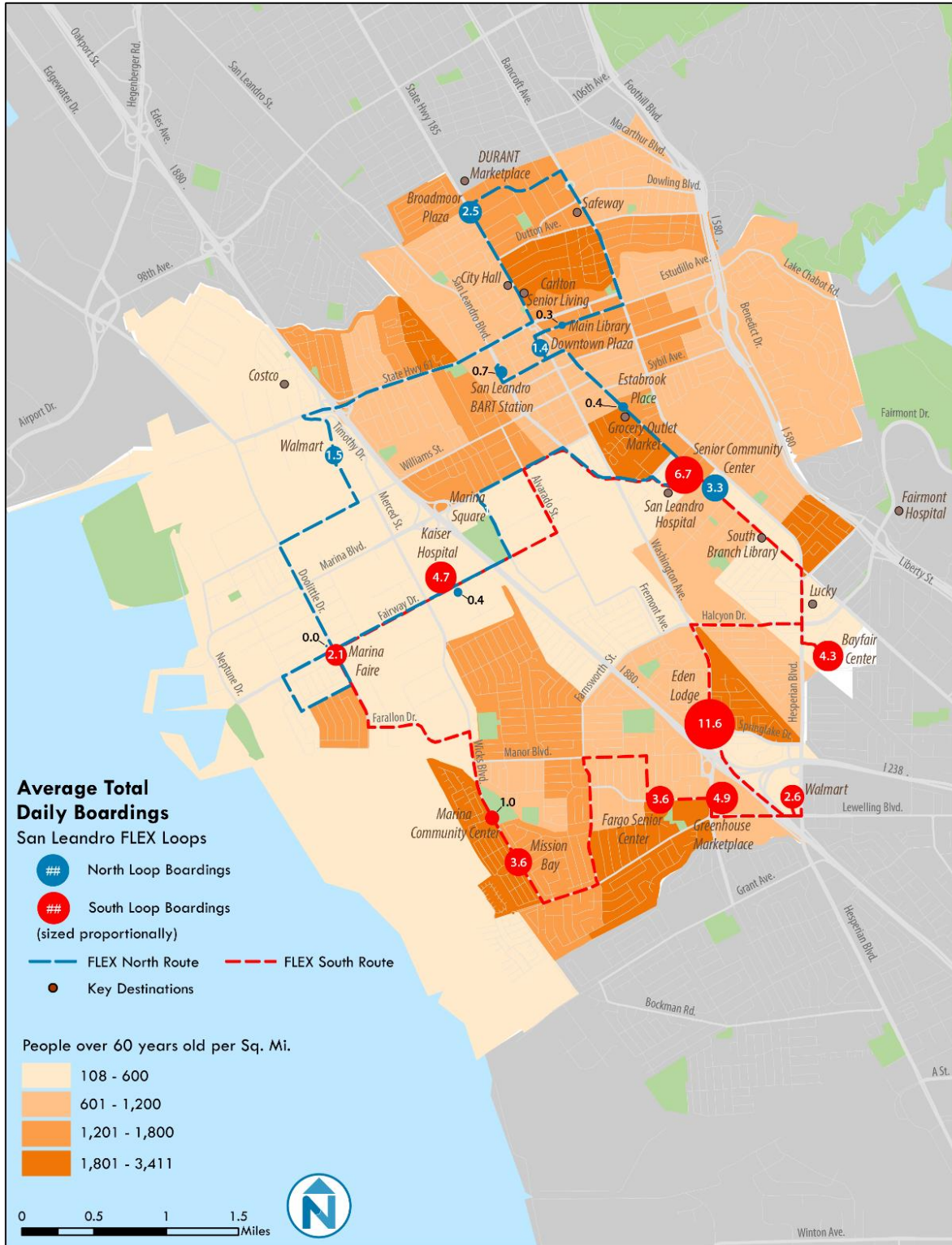
Figure 3-7 Highest Ridership Stops

Stop Name	Route	Monthly Boardings
Eden Lodge	South Loop	240
SCC Transfer Point	South Loop	139
	North Loop	69
Green House	South Loop	101
Kaiser San Leandro Hospital	South Loop	98
	North Loop	8
Bay Fair Center	South Loop	90
Mission Bay	South Loop	75
Fargo Senior Center	South Loop	75
Walmart	South Loop	54
Broadmoor	North Loop	51
Marina Faire	South Loop	44

Based on January through July 2017 data from the transit operator

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Figure 3-8 Average Total Daily Boardings for All San Leandro FLEX Routes (January – July 2017)



Productivity

Performance metrics help agencies evaluate how effectively their transit services are being utilized. People consider time, cost, distance, perceived hardships and safety, and access when choosing how to travel. Looking at trends in FLEX Shuttle metrics will help the City adapt to changing demographics and changing transportation options. The number of people using the FLEX Shuttle is down, the number of trips being taken is relatively flat, and operating costs are rising. As shown in Figure 3-9, the operating costs grew 25.5% in the past three fiscal years. The cost per trip is currently \$23.58, which is in line with similar fixed-route shuttles, but exceeds the Alameda CTC Implementation Guidelines, which specify trips should be \$20 or less.

FY 2015-2016 seems to have some data anomalies in the costs to provide the service compared to the other years. It is not clear whether these inconsistencies are accurate.

An important metric in measuring the value of transit is passengers per hour. This is because the cost of the driver is the highest proportion of the cost, so it acts as a cost/benefit ratio. The FLEX Shuttle carried 6.3 passengers per hour for two out of the last three years. A common baseline transit agencies use to consider for major restructuring or even route elimination is productivity below eight passengers per hour; this base line is often adjusted to six passengers per hour if the route provides coverage that would leave an area without any other transportation options.

As a point of reference, in 2017 AC Transit converted its two lowest performing community-based fixed-routes in their system to an on-demand shuttle service model. Those routes served seven passengers per hour. In their new format, productivity has fallen but the program is still ongoing and people who call to schedule same-day trips are able to go from point A to point B much faster than when the route was on an assigned path of travel. The cost of providing the service is also lower.

Figure 3-9 Productivity Trends of the FLEX Shuttle

Annual Statistics	FY 2014-2015	FY 2015-2016	FY 2016-2017	Percent Change FY 2014-2015 to FY 2016-2017
Registered Riders	325	305	303	-6.8%
Trips Taken	13,104	14,191	13,058	-0.4%
Annual Trips per User	40.3	46.5	43.1	6.9%
Hours of Service	2,080	2,080	2,080	0.0%
Passengers per Hour	6.3	6.8	6.3	0.0%
Operating Cost	\$245,285	\$138,867	\$307,911	25.5%
Cost per Trip	\$18.72	\$9.79	\$23.58	26.0%
Cost per Passenger	\$754.72	\$455.30	\$1,016.21	34.6%

When drilling down to the stop level to see where the activity is happening it becomes clear that even the most active stop is still lightly used. Figure 3-10 illustrates that the average number of boardings per stop per trip is less than one person on all stops except Eden Lodge. Data about bus alighting was not available, but with a service like this it is fair to assume round trips on nearly all trips taken, meaning there will be a boarding at the location of the alighting. Stops that average fewer than two boardings per day are not shown below.

Figure 3-10 Most Boardings, by Stop

Stop Name	Route	Daily Boardings ¹⁴	Average Boardings per Trip ¹⁵
Eden Lodge	South Loop	11.6	1.5
SCC Transfer Point	South Loop	6.7	0.8
	North Loop	3.3	0.4
Green House	South Loop	4.9	0.6
Kaiser San Leandro Hospital	South Loop	4.7	0.6
	North Loop	0.4	0.1
Bay Fair Center	South Loop	4.3	0.5
Mission Bay	South Loop	3.6	0.5
Fargo Senior Center	South Loop	3.6	0.5
Walmart	South Loop	2.6	0.3
Broadmoor	North Loop	2.5	0.3
Marina Faire	South Loop	2.1	0.3

SUMMARY OF FINDINGS FROM EVALUATION OF CURRENT SERVICES

There is no question that the City of San Leandro is dedicated to providing quality paratransit service for the community. The following is a summary of lessons and opportunities that can provide guidance for changes to help meet the City’s objectives for the program.

Lessons and Opportunities

A high level of transportation service exists in San Leandro

There is a lot of public transportation operating in San Leandro, with multiple AC Transit routes, two BART stations, East Bay Paratransit, and the free LINKS commuter-hours shuttle.

¹⁴ Monthly boardings divided by 20.7 (the average number of service days per month between January – June, 2016)

¹⁵ Daily boardings divided by 8 (the number of trips per day)

FLEX ridership among eligible populations is very low

The FLEX Shuttle service is not being used by most of the people who are eligible. The people riding the shuttle now are taking more trips than in years past, but just over 1% of the eligible population is even signed up to ride. And fewer than five riders registered due to disability are between the ages of 18 and 60.

This could be due to the routes being circuitous, coming only once per hour, not serving destinations to which people want to travel, the sign-up process, or a lack of information.

User-friendly information and useful public outreach are key elements of successful transportation programs for seniors and people with disabilities. Some users may misunderstand procedures and expectations and would benefit from greater guidance from the City of San Leandro.

There are some limitations with a shuttle model

One of the challenges for any city operating a limited-eligibility shuttle programs is that shuttles can only serve the people who are geographically close to the route for both a pickup point and a drop off location. The choice to serve a larger geographic area around the city to achieve greater coverage translates to buses that don't come very often or routes that aren't very direct to destinations.

Furthermore, fixed-route buses (with low frequency) are not seen as the nimble, low-cost options they once were. Personal, on-demand service is the expectation for many who travel, and over time aging populations will become increasingly comfortable with technology that can help improve mobility.

Ridership is uneven between the current routes

Ridership on the South Loop is roughly four times greater than that on the North Loop. That indicates that there is an opportunity to reevaluate service in the north. There is also an imbalance in the number of boardings at stops along both routes. By analyzing ridership data, it is possible to establish new routes that improve efficiency while minimizing the impact on program costs and service coverage.

Riders are multilingual

San Leandro is a diverse community. There is an opportunity to grow ridership by promoting the system better in other languages. This includes outreach, wayfinding, marketing materials, registration, and the rider experience on the bus.

4 OUTREACH

Community feedback is a fundamental piece of transportation planning because it ensures services are meeting demand. Travel is a means to an end for people. It is our job to help people get where they are going. In the previous chapter, we began to uncover opportunities to improve transportation services for seniors in San Leandro. Through public outreach, we hoped to learn more about the specific gaps and demands for changes or expansion to the FLEX Shuttle. This chapter summarizes the public outreach efforts to date.

Understanding rider and non-rider perspectives on service gaps and conditions that may result in people not using existing services is essential. Talking to riders helps identify what the existing service could be doing differently or better, or if an entirely new service delivery model should be considered. One of the best ways to understand these issues is to listen to people in the community who use or have used the services.

PAST EFFORTS

Prior to the kickoff of this project, the City of San Leandro held two focus groups in 2016. Building upon past efforts, the project team decided to forgo holding additional focus groups to try to reach a broader audience.

RIDE ALONG

Nelson\Nygaard rode each FLEX Shuttle route on Tuesday, April 4th, 2017, to observe their operations, stop locations, interactions with customers, and get general anecdotal feedback from drivers. Staff boarded the North Loop and then transferred to the South Loop at the Senior Community Center. Observations are detailed below.

North Loop

Boarded: 9:45am at Davis and Pierce (flagged stop previously requested)

Alighted: 10:15am at Senior Community Center, at 13909 E 14th Street

Lift operation and tie-downs: performed appropriately, however there is not enough space for driver to do tie-downs without great physical difficulty

Driver comments on stops:

- No one at Marina Square, bad stop (fire hydrant)
- Lots of deviated stops requested along Bancroft (in general, not on this particular trip)

Other passengers: none

Vehicle notes:

- Different size vehicles for each loop

Other driver comments:

- Stops are too far to walk for frail seniors
- Languages – Chinese translations, travel training would be helpful
- People want personalized, door-to-door service
 - Taxi program isn't reliable
- Not many wheelchairs where the person stays in chair, most fold
- Confusion with LINKS Shuttle

Other vehicles spotted on Davis:

- Center for Elders' Independence
- Northgate Terrace
- LINKS (2)
- East Bay Paratransit (2)
- AC Transit

South Loop

Boarded: 10:25 a.m. at the Senior Community Center, at 13909 E. 14th Street

Alighted: 11:15am at Bay Fair Target

Lift operation and tie-downs: performed appropriately

Driver comments on stops:

- Sometimes there is a deviated stop requested on Doolittle Drive
- Add stop at small shopping center on Wicks and Lewelling (Foodnet Supermarket)
- Marina Community Center is a popular stop for the Tuesday movies
- There is confusion with LINKS Shuttle at Kaiser
- Driver can be flexible with stops at Greenhouse Marketplace, but not at Bay Fair, because it takes too long and would throw off schedule
- Popular stops – Kaiser, Marina Faire, Fargo Apartments, Greenhouse Marketplace, Walmart Hesperian, Eden Lodge, Bay Fair/BART

Other passengers:

- Two passengers going to Walmart
- One passenger told me they like the driver

Vehicle notes:

- Bigger bus than on the North Loop
- Poor suspension
- Driver playing pop music, turned off when I asked a question, but a passenger who boarded later asked him why it wasn't on, so he turned it back on – friendly atmosphere

Summary

Ridership was low on both trips taken, and deviations do still occur, which was not clear from information collected for the Existing Conditions Report.

Drivers are friendly, courteous, and professional. They shared that there is confusion about the difference between the LINKS Shuttle and the FLEX Shuttle, which suggests more branding and outreach is needed, and that the language barrier noted in the previous chapter is a daily concern. The drivers also said that passengers would prefer a door-to-door pick up to minimize their walking distance to the stops.

The vehicles are different for each route. One is better at accommodating wheelchair tie-downs, and the other has better suspension.

IN-PERSON OUTREACH AT SAN LEANDRO SENIOR RESOURCE FAIR

On Friday, April 21st, 2017, Nelson\Nygaard and the Paratransit Coordinator from San Leandro conducted outreach at the San Leandro Senior Resource Fair in San Leandro's Senior Community Center. Participation this year was much lower than in previous years. In all, fourteen people participated at the shuttle activities table and spoke with staff.

The project team spoke with seniors about San Leandro FLEX shuttle service, distributed surveys to willing participants, engaged passersby in an interactive map activity, and handed out free promotional items such as FLEX-branded flashlights and reusable cups.

Participants were asked to place stickers on a map of San Leandro, green at the intersection closest to their home and red at the intersection closest to their most frequent destinations in the City. At the end of the event, there was a large cluster of green stickers around the San Leandro Library, and a large cluster of red stickers around the Senior Community Center and San Leandro Hospital (Figure 4-2).

Figure 4-1 The Senior Resource Fair



Participants were also asked to fill out a five-question survey about their transportation habits in San Leandro. In total, there were 14 survey responses, which is not enough to draw any major conclusions on its own. However, when compared with findings from additional outreach efforts and the project's Existing Conditions Reports, overlapping themes could be extracted. For instance, among the 86% of respondents who claimed to have never ridden the San Leandro FLEX before, 77% stated that they preferred driving or getting a ride, 23% said they did not have information about the service, 15% said they prefer public transportation, and 15% explained that the service takes too long.

Figure 4-2 Map Activity at the Senior Resource Fair



COMMUNITY SURVEYS

The project team created multiple surveys in an effort to reach people at different events and through multiple channels. The two largest pushes for data collection were the online survey and a much shorter paper survey. Both were translated into Spanish and Traditional Chinese. There were other surveys created on demand for events that the Paratransit Coordinator attended that were only printed in English. The short and long surveys are attached in the Appendix.

Online Survey

Surveys were posted on the City's paratransit website in June 2017. Nelson\Nygaard sent text to San Leandro staff to help publicize the survey. These channels included:

- Press release
- Email to the general public
- Email to partner organizations

Participation was extremely low in all languages, with only 21 people completing the English version of the online survey as of March 30th, 2018. There were no responses for the Traditional

Chinese or Spanish versions. As with the Senior Resource Fair, the sample size is too low to be used as more than anecdotal, but key findings included:

- On a typical day no one uses the FLEX to get around town (0 of 21).
- 85% (17 of 20) people were eligible to ride, with 13 being over 60, and 4 were between 18 and 60 with East Bay Paratransit certification.
- Of those eligible, 100% do not ride the FLEX (0 of 17). Only one person was registered.
- 44% of the 16 respondents live closest to the North Route, 25% live near the South Route, and 6% live near both.
- Further questions about FLEX ridership and use were not relevant as there were no riders.

International Contact In-person Survey

Between November 2017 and January 2018, San Leandro hired International Contact to collect additional feedback from the community with the goal of increasing diverse responses through a cross-section of community residents.

International Contact surveyed San Leandro residents at Estabrook Place, Eden Lodge, Fargo Senior Center Apartments and Fuller Lodge. The surveyor also conducted outreach around San Leandro in locations along the FLEX route. In all, 201 surveys were collected. Below is a summary of survey findings:

- There were 167 completed in English, 22 in Chinese, and 12 in Spanish.
- 61% (122 of 201) of respondents have never ridden the FLEX.
- 39% (79 of 201) of respondents *have* ridden the FLEX before.
- 29% (59 of 201) of respondents ride the FLEX at least once a month.
- 82% (100 of 122) of respondents explained that they prefer other modes of transportation when asked why they don't ride the FLEX.
- 31% (38 of 122) of respondents explained that they don't have enough information about the service when asked why they don't ride the FLEX.

The survey asked respondents to list the destinations in San Leandro they visit most often, they are listed in Figure 4-3.

Figure 4-3 Most Popular San Leandro Destinations Among Survey Respondents

Destination	Number of Responses
Safeway	78
Senior Community Center	70
BART - San Leandro	59
Kaiser San Leandro	58
Walmart - Hesperian Blvd.	57
Greenhouse Marketplace	56
BART - Bay Fair	53
Walmart - Davis Street	52
Costco	51
Bay Fair Center	49
Post Office	45
Downtown San Leandro	45
San Leandro Hospital	37
Main Library	36
Lucky's	29
Pharmacy/Drugstore	27
Doctor's Office/Clinic	27
Restaurants	25
Marina Community Center	23
DURANT Marketplace	17
Place of Worship	17
Fargo Senior Center	13
Marina Square	11

Alice & Associates In-person Survey and Outreach Report

Between July 2018 and September 2018, Alice & Associates administered in-person surveys of San Leandro residents, specifically Chinese and Spanish speaking seniors (151 completed in Spanish and 152 completed in Chinese).

They noted that San Leandro is increasingly diverse, with no single group in the majority. The City of San Leandro Human Services Gap Analysis reported that during the period from 2011-2015, Asians were the largest group at 32%, followed by Latinos at 24%.

Outreach locations included churches (St. Leander's and St. Felicitas), Farmers Markets (Bay Fair Center), retail (Walmart at both Davis and Hesperian, FoodMaxx, 99 Cents Only, Los Pericos Market, New Sang Chong Market), senior housing, the library, parks (Manor Park and Marina Park during the Chinese Moon Festival celebration), laundromats, door-to-door knocking, and use of personal connections. The most successful outreach location for the Spanish speakers were Guadalajara Market, Mi Tierra Supermarket, Guadalajara restaurant, and a few other stores located nearby. The most successful locations for Chinese speakers were Marina Park and Manor Park. Below is a summary of survey findings:

- 95% (287 out of 303) of respondents have never ridden the FLEX Shuttle.
- 5% (16 out of 303) of respondents have ridden the FLEX Shuttle before.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 44% (7 out of 16) of respondents ride occasionally.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 19% (3 out of 16) of respondents ride multiple times a week.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 19% (3 out of 16) of respondents ride once a month.
- Of those 287 respondents who have never ridden the FLEX Shuttle before, 82% (235 out of 287) of respondents prefer other modes of transportation.
- Specifically, 71% (203 out of 287) of respondents prefer to drive or be driven, and 16% (46 out of 287) of respondents use public transportation (AC Transit or BART).
- Of those 287 respondents who have never ridden the FLEX Shuttle before, 34% (97 out of 287) shared that they do not have enough information about the service.

The top ten destinations visited most in San Leandro (from most frequent to least) are:

- Costco
- Marina Faire
- Bay Fair Center
- Greenhouse Marketplace
- Kaiser San Leandro Medical Center
- Hispanic Market
- BART – San Leandro
- Safeway
- BART – Bay Fair
- Walmart (Davis Street)

Recommendations from the surveys include:

- Make bus stop signs larger and add maps of the routes.
- Increase bus stop locations.
- Change the route to include a bi-directional shuttle service, at least periodically. Even if there was one route that ran at a specific time during the day, or week, seniors in the community could plan their schedule around it.
- Put maps of the routes at parks.
- Include multiple languages at bus stops (i.e. Spanish and Chinese).
- A bus stop location at Manor Park was specifically requested by the Chinese speaking respondents, as it is a well utilized park in the community, with different exercise groups and tai chi groups each morning.
- Provide information on the FLEX in multiple languages, specifically Spanish and Chinese, including at bus stops, schedules, information pamphlets, and future outreach.

SERVICE PROVIDER INTERVIEWS

The project team spoke with MV Transportation staff via telephone on July 20, 2017. MV Transportation contracts with San Leandro FLEX to provide rides for senior and disabled residents of the San Leandro community. One dispatcher and two operators from MV Transportation run FLEX's daily service. Together, they provide over 13,000 rides to San Leandro residents annually. All three MV Transportation employees who are contracted to operate FLEX's service were on the call.

According to MV Transportation, the most popular destinations along the two routes are:

- Greenhouse Marketplace (especially FoodMaxx, and the Dollar Store)
- Bay Fair Center (especially Target)
- Foodnet Supermarket
- Walmart (on Davis Street)
- Grocery Outlet (on 14th Street)
- Carlton Plaza

MV Transportation staff had several recommendations for improving FLEX service. Among them are:

- **Purchase new vehicles.** Existing vehicles are loud, do not have shock absorbers, and do not have a stop request button. Deferred street maintenance only exacerbates this issue.
- **Begin operating hours earlier in the day.** Community center classes often start at 8:30 am, and seniors generally wake up early and go to bed early.
- **Add key stops along FLEX routes.** These stops should include the Bay Fair BART Station, FoodMaxx (in the Greenhouse Marketplace), Rite Aid (on MacArthur Boulevard), and Foodnet (on Lewelling Boulevard)
- **Create a single FLEX route that goes in two different directions (clockwise and counter clockwise).** Riders do not like traveling the whole route to go a short distance, and multiple routes that each only go in one direction can be complicated for

riders to understand. Creating a single route that goes in multiple directions can simplify and improve the service for riders.

- **Add benches at stops so that FLEX riders are able to sit while waiting for the bus.** These benches should include shelters and clear signage about the service, route, and direction, whenever possible.
- **Provide information on FLEX service in multiple languages.** There is currently a significant language barrier for community members who do not speak English. Providing schedules, informational pamphlets, and program outreach in multiple languages would increase and diversify ridership.
- **Create a system in which operators are notified when wheelchair users are going to ride the bus.** Wheelchair pickups can throw the bus off schedule by adding dwell time at stops. If operators are aware that these riders will be using the system ahead of time, they can make changes to keep to their schedule. This would need to be presented as an option to the rider, however, because requiring someone to do this would be inequitable per ADA requirements.

PRESENTATIONS TO SENIOR COMMISSION AND PUBLIC MEETINGS

On March 21st, 2019 Nelson\Nygaard staff presented the alternatives and strategies to the San Leandro Senior Commission. The commissioners welcomed the attention to the FLEX Shuttle and had questions about how the service would be integrated with other on-demand options.

The project team and city staff then held three (3) public meetings to present alternatives and strategies to community members, and to inform final recommendations. The “charette” style meetings took place at the San Leandro Senior Center on Sunday, March 24th at 3pm, and Tuesday, March 26th at 2pm at the Marina Community Center and again at the Senior Center at 7pm. The meetings had translators and multiple “stations” featuring the alternatives listed in Chapter 6, that attendees were able to provide feedback to staff and the project team on.

Overall the feedback on the proposed options were positive, with consensus on the current challenges of the routes. Attendees understood the compromise between being accessible to the greatest number of residents and still having reasonable travel times to the destinations residents need to access. One attendee who is a frequent rider of the FLEX noted that the bus was always on time in the mornings but was often late in the afternoon. This could be an indication that the routes may be too long to maintain their current schedules.

Figure 4-4 Outreach Event at the Senior Center



Two Senior Commission members provided additional feedback in September 2019. Comments included requests for more transportation options for medical appointments out of the area and post-surgery, weekend service, and greater focus on origin-to-destination programs as opposed to the Shuttle.

On November 21, 2019 the consultant team updated the San Leandro Senior Commission again on the study to gather feedback as the project moves towards implementation in 2020. Commissioners were concerned about the shared stops with AC Transit and cleanliness and maintenance of the shuttle stops. Commissioners expressed support for a strong on-demand transportation program to complement the FLEX shuttle service when the shuttle wasn't available, and for residents who require medical transportation outside of the city. Commissioners asked if it would be possible to use the vehicles on the off days for microtransit or Dial-a-Ride. The Commission also suggested reducing the age qualifications for the shuttle to 50 years of age from 60 years of age, to bring the shuttle in line with other senior programs in the city and to increase ridership. Finally, the Commission suggested expanding the hours of service from 9am-5pm to 8am-6pm, and supported a robust marketing and travel training program to help seniors learn about transportation options in San Leandro.

Consultant Team Response to Comments

The Consultant Team is working closely with City staff to ensure programs align with Alameda CTC sales tax funding guidelines. City programs are encouraged to supplement East Bay Paratransit service rather than replace it and to provide a range of equitable services. Out of town appointments are better served by East Bay Paratransit, which can connect with other regional ADA paratransit providers. Trips for riders who are more medically vulnerable are outside the purview of a City or ADA program and need to be arranged alongside the medical care. The Consultant Team noted that microtransit programs (described in Chapter 6), although originally appearing promising, have not performed well in the Bay Area and that AC Transit is considering decreasing their own Flex program. A microtransit or Dial-a-Ride program would be costly and completely negate any cost-savings from reducing the Shuttle days of service. Ensuring the availability of the origin-to-destination program would serve the same needs.

The Consultant Team does caution that too much of a focus on TNC (Uber/Lyft) origin-to-destination programs, at the expense of the Shuttle, would be inequitable to riders without the income to pay for even subsidized rides regularly, as well as putting service at the mercy of a highly changeable industry.

PRESENTATION TO SAN LEANDRO CITY COUNCIL

The project team and City staff presented the Draft Plan and recommendations to the City Council on September 3rd, 2019. The Mayor and Council Members all expressed great interest in the project, the service, and the opportunities for improvement. The Council supported initial recommendations to refine FLEX Shuttle routes and service span, and to improve on-demand origin-to-destination options. At least one member encouraged staff to take a big picture view and not retain any programs that were unsuccessful.

Consultant Team Response to Comments

As noted above, the Consultant team is hesitant to focus entirely on origin-to-destination programs from a highly changeable industry and advises attempting to find the right “mix” of service based on options the City can offer and that riders have expressed interest in. The Team also believes it is essential to monitor and adjust service options appropriately going forward.

SUMMARY OF FINDINGS FROM OUTREACH

The benefit of talking to community members and service providers is that the frame of reference can help point us to recommendations that truly make the service better for everyone.

Lessons and Opportunities

The FLEX Shuttle is not well known

Through multiple outreach channels, response rates at events and for both survey efforts were low.

When riders do know about FLEX, they want amenities and more service

Riders would like better stop signage and route information. They would also like more frequent, bi-directional service, and more stops at the places they want to go.

Survey efforts take marketing and advertising

Without outreach to the appropriate channels, the survey efforts had a slow start. As we learned from the Existing Conditions Report, it is critical that outreach is available in multiple languages.

There is no full-time employee dedicated to transportation services

There is no full-time employee dedicated to the FLEX Shuttle service. The current program is not well understood or utilized and if the program is expected to grow, it will likely need staff commitment to put more energy and resources into advertising and outreach. The paratransit coordinator is currently vacant, yet this would be one of the persons most involved with policy and operation of all FLEX programs. It would be helpful if the paratransit coordinator could grow into a position that could better help coordinate and advocate for FLEX, and make sure it is well integrated with other paratransit services operated regionally.

The current FLEX Shuttle service provider cares about its riders

It was clear from conversations with the contractor that operates the FLEX Shuttle that they had many ideas for operational improvements that could help make the shuttle experience better for riders. From smoother rides, to amenities at bus stops, and Chinese and Spanish initiatives, they had the customer in mind. This partnership should be celebrated and expanded.

5 SUMMARY OF FINDINGS

SUMMARY OF IDENTIFIED NEEDS

As noted in prior chapters this study looked at existing transportation options and usage and collected a range of input. A number of significant unmet needs emerged in the City’s efforts to meet the transportation needs of seniors and people with disabilities.

Figure 5-1 Summary of Identified Needs

Need	Detail	Category	Priority
Ridership is low.	One percent of eligible seniors are registered Approximately six passengers per hour on both loops 86% of respondents claimed to have never ridden FLEX 77% stated that they preferred driving or getting a ride 15% said they prefer public transportation	Service Utilization	High
Awareness of the service is low.	23% said they did not have information about the service There is confusion between FLEX and another shuttle – LINKS	Service Awareness	High
The Shuttle does not meet transportation needs.	Routes are circuitous, coming only once per hour Only serves people close to stops and not necessarily destinations to which people want to travel 15% explained that the service takes too long	Service Design	High
Riders need more information in non-English formats.	Riders are multilingual System needs to be promoted in other languages including outreach, wayfinding, marketing materials, registration, and rider experience on the bus	Service Awareness	Medium
Riders would like better, more informative stops.	Make bus stop signs larger and add maps of the routes Include multiple languages at bus stops (i.e. Spanish and Chinese) Add benches	Stop Amenities	Medium

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Need	Detail	Category	Priority
The Loops do not provide equal value.	Ridership on the South Loop is four times greater than the North	Service Design	Low
The City has challenges staffing oversight of the program.	Part-time paratransit coordinator must manage registration, complaints, outreach etc.	Program Administration	Low

REVISITED GOALS FOR FLEX

At the beginning of this project, the team worked with the City to identify the following goals for the study:

- Identify options for expansion of the FLEX Shuttle
- Evaluate residents’ transportation demand and needs
- Increase FLEX Shuttle utilization
- Expand service to individuals who are not currently served by the FLEX Shuttle
- Identify recommendations, a process for implementation, and marketing and outreach opportunities

After evaluation, outreach, and identification of needs, the City of San Leandro goals for the study can be revisited and refined to goals for the City and FLEX. These refined goals could be summarized as follows:

1. Identify the characteristics of the “typical” rider.
 - a. Indications seem to be an active senior who can travel to or from a stop and is interested in going to a number of recreational, retail, and some health-oriented destinations.
 - b. They would prefer a service more targeted to their needs than public transit.
2. Redesign FLEX service to better meet needs of the “typical” rider. Options include:
 - a. Frequency and bi-directional service
 - b. More stops where riders want them
3. Increase awareness and ridership of FLEX among desired riders.
 - a. Clearer materials and increased marketing
4. Make access culturally equitable.
 - a. Make multilingual
5. Provide alternative transportation options for riders who FLEX does not work well for.
 - a. They cannot make it to stops or need more direct origin-to-destination trips

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Figure 5-2 Summary of Goals and Needs

Goals	Need(s) to be Addressed	Category
Identify the characteristics of the “typical” rider.	Ridership is low.	Service Utilization
Redesign FLEX service to better meet needs of the “typical” rider.	The Shuttle does not meet transportation needs. Riders would like better, more informative stops. The Loops do not provide equal value.	Service Design Stop Amenities
Increase awareness and ridership of FLEX among desired riders.	Ridership is low. Awareness of the service is low.	Service Utilization Service Awareness
Make access culturally equitable.	Riders need more information in non-English formats. Riders would like better, more informative stops.	Service Awareness Stop Amenities
Provide alternative transportation options for riders who FLEX does not work well for.	The Shuttle does not meet transportation needs. The City has challenges staffing oversight of the program.	Service Design Program Administration

The next chapter on alternatives will begin to define strategies that could potentially meet the identified needs and help achieve the goals.

6 ALTERNATIVES

San Leandro provides fixed-route paratransit service via the FLEX Shuttle for adults over 18 with disabilities and seniors over 60. The City has the opportunity to expand mobility to these populations from Measure B and added BB funding. This chapter proposes alternative service delivery models to best provide mobility to seniors and the paratransit community in San Leandro with the resources currently available, focusing first on FLEX. As detailed in chapter three, ridership and productivity of the current system is low. The project team reached out to community members and analyzed existing demographic trends, population densities, and travel patterns to evaluate spatial gaps in existing service. This chapter builds upon the work detailed in prior chapters.

With any programs the City considers, the project teams recommends additional community outreach and marketing. The benefits would be community buy-in, and refinements to program plans that would benefit users. The human element is crucial in implementing successful transportation projects.

SERVICE DELIVERY ALTERNATIVES

Based on existing ridership data and survey responses, the current fixed-route alignment has not fostered ridership growth, and certain stops have less than one person board in an average day. This leaves the City with an opportunity to better serve the community.

The alternatives below are not final recommendations and should be vetted and modified based on community feedback and contractor road testing. The City should work with the contractor on at least a semi-annual basis to evaluate the specific stops in terms of usefulness, safety, obstructions and ideas for improvements.

Furthermore, the paratransit program is tasked with providing supplemental service to existing ADA paratransit and fixed-route service, not overlapping service. AC Transit's service covers much of the existing North Loop and South Loop.

The "typical" rider of a service like FLEX will benefit from the proposed changes to routing, frequency and passenger amenities. The challenge of how to better serve riders too far from a stop or who require more specialized origin to destination service needs to be considered alongside the fixed-route improvements. The City can consider supplementing fixed route service with demand response origin-to-destination service. Origin-to-destination options could include continuing to work with the City of Hayward and LIFE ElderCare on the Uber Concierge Pilot, a different origin-to-destination program, and/or a demand response program likely partnered with the existing service provider.

Option to Increase Current FLEX Route Service

The City's simplest option would be to add bi-directional fixed-route service building upon the existing service delivery model, as seen on Figure 3-5 in Chapter 3. This could potentially increase ridership by reducing travel time for a round trip compared to the current loop service orientation.

Benefits:

- Least complicated service to implement
- Reduces travel time in one direction of a round trip
- Attractive to people who already use the system

Constraints:

- Doubling service will not necessarily double ridership
- Only serves people in San Leandro who live in close proximity to the routes and stops
- Does not expand the coverage area

Keys for success:

- Use four vehicles to increase frequency of service
- Realign routes and evaluate placement of all stops
- Marketing and outreach in multiple languages and through multiple channels

Case Studies: The City of Alameda runs a fixed-route shuttle.

Alternate FLEX Route Options

FLEX Option 1: One bi-directional Loop Route

The first alternative option continues the loop design but adds service in both directions and takes out some of the overlap from the current Loop routes, as shown in Figure 6-1.

This loop is just under 20 miles long, compared to 12 miles each for the North and South Loop. With two vehicles in each direction, the bus could operate every 45 minutes. Therefore, with four vehicles, the number of trips could be increased to 14 per direction each weekday, with service running from 7:00 a.m. to 7:00 p.m.

This route supplements AC Transit service in a few key ways. First, this loop serves Kaiser San Leandro Medical Center (2500 Merced Street). Second, it serves the retail corridor south of Bay Fair BART Station at Greenhouse Marketplace (699 Lewelling Boulevard) and Walmart (15555 Hesperian Boulevard). It also adds service to Costco (1900 Davis Street), but that stop could be removed if there is no rider demand (riders may find the shuttle inappropriate for large quantities of purchased goods).

The focus on coverage with FLEX Option 1, isn't as good a complement to an origin-to-destination service. The indirectness of the routing, while an improvement over existing FLEX Service, isn't likely to decrease the current cost per trip. With this option's requirement for four vehicles, adding supplemental origin-to-destination service would require additional funding. San Leandro has enough funding available in its reserves for startup costs for new service(s) and will likely continue to receive approximately \$550,000 annually for ongoing operations.

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Figure 6-1 FLEX Option 1



FLEX Option 2: Bi-directional Linear Route

The second concept is a simpler, more direct bi-directional route that serves shopping, medical and community destinations within San Leandro. There are many variations of which path a bus could take, with varying degrees of coverage or frequency possible with two or four vehicles. Linear routes have the benefit of getting people from point A to point B more directly. The existing loop route is a coverage route, but with more direct service there is an opportunity to increase route attractiveness and ridership by taking people to their preferred destinations more quickly.

Linear service is not more useful than a loop route if it comes less often than today's existing hourly routes. FLEX Option 2A shown in Figure 6-2 is 13 miles long, which would require two buses to run hourly service. FLEX Option 2B is nine miles long, which would also require two buses for service every 40 or 45 minutes. It could also run hourly to give the driver more layover time, and to simplify the schedule for riders.

The linear routing of FLEX Option 2 is a good complement to a coverage focused origin-to-destination service. The option of alternating days of service for 2a and 2b, would allow hourly service with only two vehicles. This could free up funding for a robust origin-to-destination service to serve underserved areas and populations within the city.

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Figure 6-2 FLEX Option 2A



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Figure 6-3 FLEX Option 2B



FLEX Option 3: Direct Linear Route

FLEX Option 3, the Direct Linear Route option is the simplest routing option. Option 3 has the most direct routing and the shortest end to end travel time. While options 2a and 2b are based on the footprint of the existing loop routes, option 3 is based upon the linear corridors of Davis Street, Merced Street and East 14th street. These corridors represent the busiest commercial corridors in San Leandro and are strong corridors for shuttle expansion. Although option 3 has the smallest catchment area of all options, it provides a 30-53% reduction in end to end travel times. Due to the direct routing and speed this would be an attractive option for growing ridership if the city were to expand shuttle service to the general public.

Operationally, short linear routes are the most cost effective of all fixed route options. These routes would have the ability to operate at frequencies of <50 minutes with only two vehicles. As shown in Figure 6-4, option 3 consists of an East Route which is 7 miles long and a West Route which is approximately 5 miles long. Both routes would require one bus to provide reliable hourly service. If a 3rd or 4th vehicle were added, better than 30 minute frequencies would be possible.

With the small footprints of the routes, FLEX Option 3 is the best complement to on-demand demand response service. This option would allow the City the flexibility to make investments in origin-to-destination service to serve underserved areas and populations within the city.

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Figure 6-4 FLEX Option 3



FLEX Option 4: Dual Bi-Directional Loop

FLEX Option 4, the Dual Bi-Directional Loop is a version of the current north and south loop routes optimized for Bi-directional service. Option 4 would be the easiest to implement of all route options. Option 4 provides a better balance between the directness of Option 3 and 2 and the coverage of Option 1.

The routes maintain the existing footprints of the current system, but with key operational changes designed to improve reliability and reduce travel times. The Service would operate from 7am to 7pm 2 days a week, or 9am to 6pm 3 days week, with an estimated cost of \$350,000 per year.

This route supplements AC Transit service in a few key ways. First, these loops serve Kaiser San Leandro Medical Center (2500 Merced Street). Second, it serves the retail corridor south of Bay Fair BART Station at Greenhouse Marketplace (699 Lewelling Boulevard) and Walmart (15555 Hesperian Boulevard). It also adds service to Costco (1900 Davis Street), but that stop could be removed if there is no rider demand (riders may find the shuttle inappropriate for large quantities of purchased goods).

If Option 4 is operated 2 to 3 days per week, supplemental origin-to-destination service would be possible without additional funding. San Leandro has enough funding available in its reserves for startup costs for new service(s) and will likely continue to receive approximately \$550,000 annually for ongoing operations.

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Figure 6-5 FLEX Option 4: Dual Bi-Directional Loops



On-Demand Origin-to-Destination Options

As noted in previous chapters, FLEX service will not meet the needs of all riders. Some riders cannot travel to or from a stop, or even to the route to request a deviated stop. Some riders may need a more direct trip due to health issues, or riders may wish to travel during a time when FLEX is not available. Although changes can be made to the Shuttle to accommodate different needs, making changes to try to accommodate all needs will likely wind up serving no one. For example, the service area served by the routes and deviation options could be greatly expanded, but would result in much longer waits and trips, alienating the riders who want faster trips.

In order to serve riders who FLEX is not a good match for, the City has a number of options to consider. As noted in the FLEX Options above, some options pair more easily and economically with a new supplemental origin-to-destination service. For example the City could keep the fixed-route service at today’s levels and use additional funding to provide a smaller on-demand option, or the City could decide to reduce fixed-route service (e.g. to two or three days a week) and offer five-day per week on-demand service.

Figure 6-6 Summary of Pairing Fixed-Route with Origin-to-Destination Options

Origin-to-Destination Options	Fixed -Route	On Demand	Problem/Request Addressed
Improve Fixed-Route Service	M – F	None	Eliminates travel time penalty of loop routes and improves frequency of service
Supplement fixed-route service with flexible on-demand service	M – F	3 days	Adds flexibility for people not on route
Reduce fixed-route service levels, increase on-demand service	3 days	M – F	Reduces fixed-route service and adds the most flexibility for people not on fixed-routes.

Benefits:

- Provides service to people outside the fixed-route service areas
- Could allow for same-day service to all eligible residents

Keys for success:

- Marketing and outreach in multiple languages and through multiple channels
- Ease of use for scheduling rides on the on-demand service

Challenges:

- System could be complicated to understand and learn without adequate marketing.

San Leandro already has two primary examples of demand response (but not necessarily on-demand) origin-to-destination options offered in Alameda County--East Bay Paratransit and the Central County Taxi Program. Both are described in Chapter 3. Some residents may not qualify for East Bay Paratransit (eligibility is based on a disability that prevents use of transit) or may not like the necessity of scheduling the day ahead.

Taxi voucher programs are supposed to meet the need for on-demand transportation but are often unable to accommodate all mobility devices. In recent years, taxi programs have become less sustainable due to the advent of Lyft and Uber. San Leandro riders have reported

dissatisfaction with the reliability and availability of the Central County Taxi Program and indeed, the City of Hayward suspended the program in early 2019. **Evidence from neighboring cities also casts strong doubt on the reliability of taxis as a viable transportation option.**

In prior years San Leandro had a Medical Trip Program operated by MV Transportation, which was demand response and pre-scheduled. The service did not fit within the City's annual DLD funding at the time and was supplemented by discretionary funding. The justification for the additional funding was that many riders needed to travel to the Kaiser Hospital in Hayward. Eventually, Kaiser San Leandro was opened and a FLEX shuttle stop was added there (in addition the Kaiser Shuttle became available) and remaining riders were encouraged to use the shuttles, apply for East Bay Paratransit, or utilize the taxi program.

Reinstating the Medical Trip Program is likely not viable for several reasons, although the City has access to increased funding since the passage of Measure BB. The Alameda CTC is no longer funding pre-scheduled "city-based door-to-door" programs because they are seen as duplicative of ADA paratransit. Indeed Hayward has already given up its door-to-door program and long-standing programs in Fremont and Pleasanton are looking to sunset or significantly modify their door-to-door program parameters.

Innovative Origin-to-Destination Options

Help people schedule rides with ride-hailing companies

There are a few primary goals when implementing a ride-hailing program for seniors and people with disabilities. The first goal is to provide reliable on-demand transportation. The second is to make that transportation affordable to the communities by subsidizing service. Lastly, there is a goal to make the program accessible to individuals who may not have or be able to use a smartphone.

Ride-hailing concierge platforms enable program sponsors to provide app-based ride-hailing trips (e.g. Lyft and Uber) to individuals without smartphones and offer organizations the opportunity to manage and pay for, or subsidize rides for their customers and clients. There are several ride-hail concierge products now available, which include:

- Uber Central
- Uber Health
- Lyft Concierge
- GoGoGrandparent
- Arrive Rides

Agencies or municipalities can contract with Lyft and/or Uber directly or utilize a for-profit intermediary such as GoGoGrandparent or Arrive Rides.

Some jurisdictions choose to work with a non-profit organization to accept calls and schedule rides. The City of Hayward is operating a pilot program with Uber and LIFE ElderCare, which San Leandro is also able to pilot and evaluate. LIFE ElderCare is already operating a similar program called VIP Zip in the Tri-City area.

In Fall 2019 both Uber and Lyft began piloting wheelchair accessible vehicle (WAV) programs. Members of the project team are testing reliability in cooperation with the Alameda CTC. LIFE ElderCare is reporting anecdotal success with their clients using Uber WAV.

The benefit of this type of program to riders is that they do not have to worry about payment on the vehicle and advance ride reservations are typically not required. These platforms are especially valuable in areas where traditional taxi cabs may not be reliable or readily available. Once a provider has been selected, the City would work with them to establish fare payment parameters and billing. It would be up to the City to set a policy that caps the amount per trip/ride to manage costs. Program administration would require time by a staff member familiar with the transportation program.

Case studies: VIP Zip in the Tri-City area and FLEX Rides on Demand

Set up a Specialized Van Program

The City already has a strong relationship with its current transportation provider. With the sunsetting of city-based door-to-door programs, the Alameda CTC is encouraging jurisdictions to look at specialized van programs to meet similar needs. Specialized van programs are generally accessible to mobility devices and serve either very specific populations (e.g. Alzheimer's Services of the East Bay) or attempt to provide an accessible same-day supplement to a taxi or ride-hailing type program (e.g. Berkeley and Oakland).

If the City decided to pursue a traditional pre-scheduled demand response program, it would be necessary to clearly define the specific population (e.g. very frail seniors living a certain distance from FLEX or outside of the East Bay Paratransit service area) that required the service and also to define why existing options are not appropriate for those riders.

If the City was interested in implementing same-day accessible transportation to supplement the FLEX Rides on Demand, a microtransit pilot could be considered. Microtransit is defined as on-demand, door-to-door, shared-ride service sourced through a mobile application. MV Transportation has had difficulty in meeting same-day accessible trips in the past (as have many transportation providers) as seen through experience with Alameda CTC's Countywide programs, and microtransit software might make such a program more feasible.

Costs for microtransit involve both the vehicles and the software platform to accept and schedule ride requests. San Leandro's current transportation provider could provide appropriate transportation infrastructure. The current Flex shuttle is budgeted for approximately \$308,000 annually. Preliminary research into two microtransit providers, Via and DoubleMap/TapRide, indicates that an initial software installation could cost approximately \$40,000, followed by an annual cost of \$5,000-\$6,000. The transportation provider cost would then have to be added.

Case studies: AC Transit Flex, Marin Transit, RideKC in Kansas City, Oklahoma

OTHER ALTERNATIVES TO PROMOTE ACCESS TO TRANSPORTATION

These alternatives are meant to be paired with the prior options. Some of these alternatives were identified as gaps in the Existing Conditions Report or are industry best practices that would help modernize and improve the efficiency of existing program offerings.

Expand marketing and outreach

The existence of the FLEX Shuttle, how to register, and how to ride it, remain largely unknown to the community, based on survey feedback and the obstacles faced getting people to participate in outreach efforts.

At a minimum, the City should advertise the service in multiple languages at regular intervals through multiple channels. The City should consider posting the hours and eligibility requirements on a bus wrap. Increased service would also mean the bus would enjoy greater physical prominence. Bus vehicles could be brought to promotional events around the city when it doesn't conflict with regular hours of operation. The service should also be advertised periodically online through social media platforms such as Next Door, Twitter, and Facebook.

Provide more travel orientation/training

Training and orientation for new riders could be expanded. Riders could receive customized information on riding FLEX, using any origin-to-destination programs, and using transit. An emphasis should be placed on multilingual and/or culturally appropriate training/orientation. The paratransit coordinator could offer short classes or impromptu tabling events at the Senior Center, community centers and at community events. If the City continues to charge an annual fare to register, attendees could be given a discount or free rides before purchasing an annual pass as a "thank you" for participating in the travel training.

Alternatively, the City could hire Community Resources for Independent Living or a similar non-profit organization to design and provide more training.

Remove or reduce the annual registration fee

San Leandro should consider what it gains by charging a \$20 annual fee for registration. For FLEX service, the annual fee income hovers around \$5,000 with current enrollment. For taxi scrip eligibility, the service delivery has been unreliable and according to the City, participants are not renewing. The registration fee is no longer necessary for costs but has been helpful in maintaining accurate registration records. The program funding from Measure B and BB is sufficient to cover service without fee. Other cities that provide services free of charge are Alameda (shuttle) and Berkeley (taxi and van program). The City could reduce the administrative burden and promote greater use by marketing a reduction or elimination of the annual fee. Accuracy of records could be maintained by still requiring registration at semi-regular renewals.

Expand the role of the paratransit coordinator

The City should expand the role of the paratransit coordinator. This role, more of a mobility management administrator, could help grow the program. This staff person would:

- Take the lead in defining the objectives of the program
- Help coordinate transportation programs that provide service to seniors and people with disabilities
- Day-to-day oversight of a ride-hailing concierge service
- Help with the program reporting requirements
- Implement recommendations from this study and future outreach
- Conduct more frequent outreach activities and act as an orientation ambassador
- Collaborate with other departments to develop the marketing plan for the FLEX program

7 RECOMMENDATIONS AND IMPLEMENTATION

Chapter 5 compiled information gathered on existing transportation and outreach to identify needs for the FLEX service and City of San Leandro. Those needs were then used to revisit and refine goals.

Figure 7-1 Summary of Goals and Needs

Goals	Need(s) to be Addressed	Category
Identify the characteristics of the “typical” rider.	Ridership is low.	Service Utilization
Redesign FLEX service to better meet needs of the “typical” rider.	The Shuttle does not meet transportation needs. Riders would like better, more informative stops. The Loops do not provide equal value.	Service Design Stop Amenities
Increase awareness and ridership of FLEX among desired riders.	Ridership is low. Awareness of the service is low.	Service Utilization Service Awareness
Make access culturally equitable.	Riders need more information in non-English formats. Riders would like better, more informative stops.	Service Awareness Stop Amenities
Provide alternative transportation options for riders who FLEX does not work well for.	The Shuttle does not meet transportation needs. The City has challenges staffing oversight of the program.	Service Design Program Administration

STRATEGIES

Chapter 6 laid out detailed alternatives that could be developed into strategies that can be implemented to meet these goals.

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Figure 7-2 Summary of Suggested Alternatives/Strategies

Strategy	Goal	Category
Option to Increase Current FLEX Route Service <ul style="list-style-type: none"> ▪ Add bi-directional fixed-route service 	Redesign FLEX service to better meet needs of the “typical” rider.	Service Design
FLEX Option 1: One bi-directional loop route	Redesign FLEX service to better meet needs of the “typical” rider.	Service Design
FLEX Option 2: Bi-directional linear route <ul style="list-style-type: none"> ▪ A and/or B 	Redesign FLEX service to better meet needs of the “typical” rider.	Service Design
FLEX Option 3: Direct Linear Routes	Redesign FLEX service to better meet needs of the “typical” rider.	Service Design
FLEX Option 4: Dual Bi-Directional Loop	Redesign FLEX service to better meet needs of the “typical” rider.	Service Design
Help people schedule rides with ride-hailing companies	Identify the characteristics of the “typical” rider. Provide alternative transportation options for riders who FLEX does not work well for.	Service Utilization Service Design
Set up a Specialized Van Program <ul style="list-style-type: none"> ▪ Traditional pre-scheduled demand response program for specific population ▪ Same-day accessible transportation program 	Identify the characteristics of the “typical” rider. Provide alternative transportation options for riders who FLEX does not work well for.	Service Utilization Service Design
Expand marketing and outreach	Increase awareness and ridership of FLEX among desired riders. Make access culturally equitable.	Service Awareness
Provide more travel orientation/training	Increase awareness and ridership of FLEX among desired riders. Make access culturally equitable.	Service Awareness
Remove or reduce the annual registration fee	Provide alternative transportation options for riders who FLEX does not work well for.	Service Design Program Administration
Expand the role of the paratransit coordinator	Increase awareness and ridership of FLEX among desired riders.	Service Awareness Program Administration

RECOMMENDATIONS AND INITIAL IMPLEMENTATION GUIDANCE

Change FLEX Route Service

A number of potential changes have been offered to the current FLEX service. Figure 7-3 offers a detailed comparison of the current service and proposed options. The City could work with the community and contractor to vet and modify these based-on community feedback and contractor road testing. The City should work with the contractor on at least a semi-annual basis to evaluate the specific stops in terms of usefulness, safety, obstructions, and ideas for improvements.

Figure 7-3 Comparison of FLEX Fixed-Route Service Options

Fixed-Route Options	Unidirectional or Bi-directional	Proposed Span of Service	Frequency (Mins)	Demand Response Option	# of Vehicles	Fixed-Route Service Cost per Day	# of stops	Distance	Travel Time End to End (Mins)
Existing: South Loop	Unidirectional	9am to 5pm	60	No	1	\$ 560	10	11.7	37
Existing: North Loop	Unidirectional	9am to 5pm	60	No	1	\$ 560	10	12.0	38
Proposed Options									
Option 1: Bi-directional Loop	Bi-directional	7am to 7pm	60	No	4	\$ 3,360	39	19.7	67
Option 2a: Linear Shopping Route	Bi-directional	7am to 7pm	60	Yes	2	\$ 1,680	26	11.9	38
Option 2b: Linear Community Route	Bi-directional	7am to 7pm	60	Yes	2	\$ 1,680	20	8.9	29
Option 3: West Route	Bi-directional	7am to 7pm	60	Yes	1	\$ 840	16	6.7	21
Option 3: East Route	Bi-directional	7am to 7pm	60	Yes	1	\$ 840	22	5.5	19
Option 4: South Loop	Bi-directional	7am to 7pm	60	Yes	2	\$ 1,680	22	11.6	37
Option 4: North Loop	Bi-directional	7am to 7pm	60	Yes	2	\$ 1,680	22	9.9	32

The consultant team’s recommendation is for the City to move forward with Route Option 4 in combination with an on-demand origin-to-destination service. This option provides the best balance between sustainability and growth.

Improve Stop Amenities

The City of Alameda has been successful in building ridership with its Shuttle program by making investments in the places people wait for the shuttle. Elderly and disabled residents are the primary users of the service and benefit from comfortable places to wait for their bus. Stop amenities make the service easier and more convenient to use, but also improve the visibility of the service. The team recommends that seating be provided at all FLEX Shuttle stops where feasible and that shelters be provided at stops with high ridership and transfer points, e.g. the San Leandro Senior Center.

Shelters

Bus shelters are a critical amenity for the FLEX Shuttle Riders. Shelters provide a place for people to sit and rest and wait for the shuttle protected from the elements (wind, rain, and sun). Bus shelters help encourage active senior and disabled populations by providing a place to rest on a walk.

Figure 7-4 Bus Shelter



Seating

Figure 7-5 Seating



At stops where shelters are not feasible, seating should be provided. The need for places for riders to sit is more important for elderly and disabled populations than the general public. Seating can vary from a conventional bench to a simple single seat option as shown in Figure 7-5, which are more space-efficient and less costly to install. As with bus shelters, seating at bus stops provide places for people to rest and helps support a more active senior and disabled population.

Set up an Improved Ride-hailing Program

Initial reports on the City of Hayward and LIFE Eldercare pilot program for ride-hailing indicate some concerns. Program parameters are not always clear and riders are unable to schedule trips on weekends or evenings. In order to better serve rider needs, the City may need to establish its own ride-hailing program. The steps to implement such a new program include:

1. Identify one or more partners for app and/or concierge service (e.g. Lyft, Uber, GoGoGrandparent, LIFE ElderCare, Eden I&R).
2. Research estimated demand and potential caps (per rider, month, trip, etc) utilizing past program history and peer program data. Utilize this information to determine a budget and finalize program parameters.
3. Prepare program materials and community orientation/training materials.
4. Determine rollout of new program and regular evaluation of success, including availability of WAV rides.

Set up a Specialized Van Program

If the City is unable to establish a ride-hailing service, or WAV rides are unreliable, staff should have an initial discussion with their transportation contractor on what may be feasible in providing on-demand origin-to-destination service.

Expand Marketing and Outreach

As an initial push, the City might consider contracting with an outside firm to design and implement increased marketing. The current paratransit coordinator position is vacant and relying on current staff might be burdensome. An in-depth marketing push should include outreach, signage and wayfinding, marketing materials, registration, and rider experience on the bus.

It is also essential that expanded marketing be multilingual. The City should develop a strategy for translating materials but also for ongoing verbal translations in meetings and sometimes on vehicles for training and/or group trips.

Enhanced Signage and Wayfinding

The team recommends the City invest in multilingual stop signage and wayfinding to meet the needs of the diverse population of seniors and people with disabilities in San Leandro. Signage should provide riders with detailed information on how to use the service, where it goes and how much it costs. Stop signage should be prominent and easy to find for people who are visually impaired and act as an advertisement to residents about the service.

Provide Travel Orientation/Training

As noted, riders could receive San Leandro-specific information on riding FLEX, using any origin-to-destination service, and using transit. The paratransit coordinator could offer short classes or impromptu tabling events at the Senior Center, community centers and at community events. Also, the City could hire Community Resources for Independent Living (CRIL) or a similar non-profit organization to design and/or provide more customized training. Many organizations combine travel orientation with recreational group trips (e.g. Fremont, CRIL, and Bay Area Outreach and Recreational Program).

Remove the Annual Registration Fee

The team recommends this strategy to reduce administrative burden and to serve as a key piece of marketing the new and improved service. Depending on timing, some parameters for refunds may have to be established.

Expand the Role of the Paratransit Coordinator

The City should expand the role of the paratransit coordinator to help grow the FLEX program. Position parameters include:

Figure 7-6 Example Signage



- Report to the Senior Services Supervisor
- Day-to-day oversight of operations of paratransit programs
- Lead marketing and community outreach to increase ridership
- Responsible for data compilation and analysis, and help with the program reporting requirements
- Implement recommendations from this study

Continued In-Depth Analysis of Program Performance

Any new or revised programs must be rigorously evaluated on an annual basis, and staff must be willing to adjust the programs as necessary.

STRATEGIES FOR THE FUTURE

Some ideas that may not be politically or financially feasible possible today should remain a part of a longer-term discussion about ways to meet the mobility needs in San Leandro.

Additional Alameda CTC-Funded Programs

In FY 2017 – 2018 San Leandro spent approximately \$335,000 on the FLEX Shuttle program. The City has budgeted \$512,329 for their shuttle program for FY 2019 – 2020. At the end of FY 2019 – 2020, they anticipate having reserves of \$500,000.

The Alameda CTC lists a range of eligible types of programs for funding in their Implementation Guidelines not currently utilized by the City. These include:

- Same-Day Transportation
- Specialized Accessible Van
- Group Trips
- Door-through-Door/Volunteer Driver Service
- Mobility Management and/or Travel Training
- Scholarship/Subsidized Fare Programs
- Capital Expenditures

Some of these programs could be utilized to implement or leverage recommendations from this study.

Increase Coordination of Transit Service Delivery

The LINKS Shuttle is managed by the San Leandro Transportation Management Organization (SLTMO), a non-profit organization, and operated by MV Transportation. It is free to the public during commute hours. The Kaiser San Leandro Shuttle is also operated by MV Transportation.

A longer-term recommendation for the City of San Leandro would be to research how to better leverage existing capital and operating resources for existing transportation services across organizational barriers. For example, partnering with SLTMO to allow the general public on the FLEX could increase the level of service that is offered.

CONCLUSION

The City of San Leandro has a unique opportunity to use transportation sales tax funding to refine and improve transportation options for seniors and people with disabilities in San Leandro. City staff will need to begin to plan implementation on the recommendations identified in this Plan. The City should also plan to regularly reevaluate the services and performance, and be flexible in making adjustments, particularly in the Bay Area's rapidly changing transportation environment.

APPENDIX A

FLEX Shuttle Registration Form



City of San Leandro Flex Shuttle Program

(New Membership Application Only)



Avoid delay in processing your application. Send all required supporting documents and payment with your application: Must be 60 years of age or older, or at least 18 years old and East Bay Paratransit certified to ride the FLEX Shuttle.

- Attach Proof of Date of Birth & residency
- Provide East Bay Paratransit Certification expiration date if applicable
- Enclose Annual Registration fee of \$20. Make check payable to City of San Leandro. Please do not send cash in the mail.

***Note: You must renew your FLEX registration by June 30 of each year to continue using the FLEX services.**

Name: _____ | Male / Female (Circle One) | Birth Date: _____
 First Last Middle Initial

Address: _____
 Street Apt # City Zipcode

Applicant's Daytime Phone: (____) _____ Evening Phone: (____) _____

Email address: _____

In case of Emergency, whom should we contact?

Name: _____ Relationship: _____

Daytime Phone: (____) _____ Evening Phone: (____) _____

Are you certified with East Bay Paratransit (EBP)? Yes No

Do you travel with the assistance of an attendant? Yes No

If EBP certified, please indicate EBP certification expiration date: _____

Do you use any of the following mobility aids or specialized equipment? (Please check all that apply)

Cane <input type="checkbox"/>	Walker <input type="checkbox"/>	Wheelchair <input type="checkbox"/>	Power Scooter <input type="checkbox"/>
White Cane <input type="checkbox"/>	Leg Braces <input type="checkbox"/>	Crutches <input type="checkbox"/>	Respirator <input type="checkbox"/>
Service Animal <input type="checkbox"/>	Portable Oxygen Tank <input type="checkbox"/>	Other _____	

*I affirm that the information on this form is true and understand that any false information provided may be grounds for termination from the **City of San Leandro Flex Shuttle Program**.*

In consideration of my participation in the program I agree to indemnify and hold the City of San Leandro harmless, and release the City and its employees and agents from any and all liability for any injury or loss which may be suffered arising out of my participation in the program.

Signature: _____ **Date:** ____/____/____ (mm/dd/yy)

Staff Use Only:

Processed in Active Net: Yes _____ No _____ Annual Fee Paid: Yes _____ No _____

Identification Attached (Copies): Yes _____ No _____ Photo Taken: Yes _____ No _____

Issued By: _____ Date: _____

Please answer the following optional questions:

1. Self-identify your race/ethnicity:

- African American
- Native American
- Asian
- Filipino
- Hispanic or Latino
- Pacific Islander
- White Not Hispanic
- Two or more races
- _____
- Other _____
- Decline to state

2. Check the primary language used in your household.

- English
- Spanish
- Cantonese
- Filipino or Tagalog
- Vietnamese
- Arabic
- Mandarin
- Other _____
- Decline to state

3. How many people live in your household? _____

4. Please check your annual household income group.

- \$0 - \$41,000
- \$41,001-\$62,000
- \$62,001-\$74,000
- \$74,001-\$95,000
- \$95,001-\$123,000
- \$123,001- \$148,000
- \$148,000 +
- Decline to state

Thank you!

APPENDIX B

Short Survey Instrument



FLEX SHUTTLE SURVEY



The City is conducting a study about the San Leandro FLEX Shuttle and transportation options for older adults, adults with disabilities, to evaluate transportation needs and develop a strategy to provide quality, efficient services.

Your responses to the following questions will help us identify challenges and some improvements to the San Leandro FLEX Service.

1 HAVE YOU EVER RIDDEN THE SAN LEANDRO FLEX SHUTTLE?

- Yes No

2 IF YES, HOW OFTEN DO YOU RIDE?

- Multiple times a week Once a month
- Once a week Occasionally
- Multiple times a month

3 IF NOT, WHY NOT? *(Please check all that apply)*

- I prefer other modes of transportation to get to my destinations. On a typical day, I:
- Drive or get a ride
 - Take public transportation (AC Transit, BART)
 - Use taxi vouchers
- I do not have enough information about the service
- It is unreliable
- It does not run frequently enough
- It does not run at times when I would use it
- It takes too long
- It does not go where I want to go
- Other (please describe): _____

4 PLEASE INDICATE THE THREE SAN LEANDRO DESTINATIONS ON THIS LIST THAT YOU VISIT THE MOST FREQUENTLY.

- | | |
|---|--|
| <input type="checkbox"/> BART - Bayfair | <input type="checkbox"/> Post Office |
| <input type="checkbox"/> BART - San Leandro | <input type="checkbox"/> Doctor's Office/Clinic |
| <input type="checkbox"/> Bayfair Center | Please indicate: _____ |
| <input type="checkbox"/> Carlton Senior Living | <input type="checkbox"/> Hispanic Market |
| <input type="checkbox"/> City Hall | Please indicate: _____ |
| <input type="checkbox"/> Costco | <input type="checkbox"/> Restaurants |
| <input type="checkbox"/> Downtown San Leandro | Please indicate: _____ |
| <input type="checkbox"/> DURANT Marketplace | <input type="checkbox"/> Park |
| <input type="checkbox"/> Fargo Senior Center | Please indicate: _____ |
| <input type="checkbox"/> Greenhouse Marketplace | <input type="checkbox"/> Place of Worship |
| <input type="checkbox"/> Kaiser Hospital | Please indicate: _____ |
| <input type="checkbox"/> Lucky | <input type="checkbox"/> Safeway |
| <input type="checkbox"/> Marina Community Center | <input type="checkbox"/> San Leandro Hospital |
| <input type="checkbox"/> Marina Square | <input type="checkbox"/> Senior Community Center |
| <input type="checkbox"/> Marina Faire/New Sang Chong Market | <input type="checkbox"/> South Branch Library (E. 14th Street) |
| <input type="checkbox"/> Main Library | <input type="checkbox"/> Walmart (Davis Street) |
| <input type="checkbox"/> Pharmacy/Drug Store | <input type="checkbox"/> Walmart (Hesperian Boulevard) |

5 PLEASE WRITE DOWN UP TO THREE ADDITIONAL SAN LEANDRO LOCATIONS THAT YOU VISIT FREQUENTLY.

(other than your home)

1. _____
2. _____
3. _____



FLEX SHUTTLE SURVEY



For questions regarding the City of San Leandro's FLEX Shuttle Program or Taxi Voucher Program, please visit our website at www.sanleandro.org or email us at SLParatransit@sanleandro.org

RECREATION AND SAN LEANDRO HUMAN SERVICES

WWW.SANLEANDROREC.ORG

Senior Community Center
13909 E. 14th Street
San Leandro, CA 94578
Monday - Friday
8:30am - 5:00pm

Marina Community Center
15301 Wicks Boulevard
San Leandro, CA 94579
Monday - Friday, 11:30am - 7:00pm
Saturday, 10:00am - 2:00pm

Customer Service: (510) 577-3462

Paratransit Coordinator: (510) 577-7985



APPENDIX C

Long Survey Instrument

San Leandro FLEX Shuttle Community Outreach Survey

Welcome

Dear Resident of San Leandro,

The City is conducting a study about the San Leandro FLEX Shuttle and transportation options for older adults, adults with disabilities, to evaluate transportation needs and develop a strategy to provide quality, efficient services.

Your responses to the following questions will help us identify challenges and some improvements to the San Leandro FLEX Service.

Will you please take about 5-7 minutes to share your input? The information you provide is strictly confidential.

Please complete this survey only once. Thank you for your time.

1. On a typical day, how do you usually get around town?

- Car
- Ride with a friend/family member
- FLEX Shuttle
- East Bay Paratransit
- AC Transit or BART
- San Leandro LINKS
- Taxi (private pay)
- Central County Taxi
- Lyft or Uber
- Bicycle
- Walking
- Other (please specify)

2. Do you need any of the following kinds of assistance when you travel locally? (Please check all that apply)

- Assistance getting into and out of a vehicle
- Escort to accompany you during the ride
- Help loading and unloading packages
- Door-to-door service
- Wheelchair, lift or ramp
- Space for a fold-up wheelchair or other assistive device
- No, no assistance needed

Other (please specify)

* 3. Please indicate the three (3) San Leandro destinations on this list that you visit most frequently.

- | | | |
|--|--|--|
| <input type="checkbox"/> BART – Bayfair | <input type="checkbox"/> Fargo Senior Center | <input type="checkbox"/> San Leandro Library |
| <input type="checkbox"/> BART – San Leandro | <input type="checkbox"/> Greenhouse Marketplace | <input type="checkbox"/> San Leandro Plaza |
| <input type="checkbox"/> Bayfair Center | <input type="checkbox"/> Kaiser Hospital | <input type="checkbox"/> Senior Community Center |
| <input type="checkbox"/> Carlton Senior Living | <input type="checkbox"/> Lucky | <input type="checkbox"/> South Branch Library |
| <input type="checkbox"/> City Hall | <input type="checkbox"/> Marina Community Center | <input type="checkbox"/> Walmart (Davis Street) |
| <input type="checkbox"/> Costco | <input type="checkbox"/> Safeway | <input type="checkbox"/> Walmart (Hesperian Boulevard) |
| <input type="checkbox"/> DURANT Marketplace | <input type="checkbox"/> San Leandro Hospital | |

Other (please specify)

4. Are there locations in San Leandro you would like to go, but are unable to get to due to lack of transportation?

- No
- Yes (please specify)

Riding the FLEX Shuttle

To qualify to ride the FLEX Shuttle you must be a San Leandro resident who is:

- ***At least 60 years old, or***
- ***At least 18 years old, with a disability, and certified with East Bay Paratransit***

5. Are you eligible to ride the FLEX Shuttle?

- Yes, I am a San Leandro resident over 60
- Yes, I am a San Leandro resident who is over 18, disabled, and certified with East Bay Paratransit
- No

Riding the FLEX Shuttle

6. Do you ever ride the FLEX Shuttle?

- Yes, I am a current rider
- I am registered, but I do not ride
- No, I do not ride

7. Which FLEX Shuttle route is closest to your home? (see map below)

- The North Route
- The South Route
- I do not live near either
- Don't know/ not sure

FLEX Shuttle Route Map



Riding the FLEX Shuttle

8. How long have you been riding the FLEX Shuttle?

- Less than 1 year
- 1 - 5 years
- More than 5 years

9. How often do you ride the FLEX Shuttle?

- Multiple times a week
- Once a week
- Multiple times a month
- Once a month
- Occasionally

10. Do you ride one FLEX Shuttle route more than another?

- Yes, I primarily ride the North Route
- Yes, I primarily ride the South Route
- No, I ride both routes the same amount

11. What is your primary purpose for riding the FLEX Shuttle?

- Medical appointments
- Shopping and errands
- Social (visit with friends, family)
- Events (sports, concert)
- Work
- School
- Other (please specify)

12. Please name the three locations that you visit most frequently on the FLEX Shuttle (other than your home).

Location #1:

Location #2:

Location #3:

* 13. What single improvement to FLEX Shuttle service would make it more likely for you to ride it?

- Reliability (arriving at the scheduled arrival time)
- Longer service hours (running earlier in the morning, later in the evening, or on weekends)
- Better frequency (arriving more frequently than the current schedule, reducing waiting time)
- Reduced travel time (spending less time on the bus getting to your destination)
- Better information
- More convenient stops
- I'm concerned about safety
- Availability of parking at destination
- Other (please specify)

Riding the FLEX Shuttle

14. Why don't you ride the FLEX Shuttle? (Please check all that apply)

- I prefer other modes of transportation to get to my destinations.
- I do not have enough information about the FLEX service
- FLEX does not run frequently enough
- FLEX does not run at times when I would use it
- FLEX takes too long
- FLEX does not go where I want to go
- FLEX is unreliable
- Other (please specify)

15. What single improvement to FLEX Shuttle service would make it more likely for you to ride it?

- Reliability (arriving at the scheduled arrival time)
- Longer service hours (running earlier in the morning, later in the evening, or on weekends)
- Better frequency (arriving more frequently than the current schedule, reducing waiting time)
- Reduced travel time (spending less time on the bus getting to your destination)
- Better information
- More convenient stops
- I'm concerned about safety
- Availability of parking at destination
- Other (please specify)

About You

16. What is your age?

- Under 18
- 18 - 34
- 35 - 49
- 50 - 59
- 60 - 69
- 70 - 79
- 80 or older

17. Do you have a smart phone with Internet or texting capability?

- Yes
- No

18. What is your total annual household income (for all people in your household combined)?

- Under \$25,000
- \$25,000-\$49,000
- \$50,000-\$74,999
- \$75,000-\$99,999
- \$100,000-\$150,000
- \$150,000+

19. How many people live in your household?

- 1
- 2
- 3-4
- More than 4

20. Do you drive or have access to a vehicle?

- No
- Yes, I drive and have access to a vehicle
- I drive, but I do not have access to a vehicle
- I do not drive, but I have access to a vehicle (someone else drives me where I need to go)

21. How did you hear about the San Leandro FLEX Shuttle service? (Please check all that apply)

- Flyer/newsletter
- Workshop at Senior Center
- Email
- Transit website
- Friend/family member
- Other (please specify)

Thank You

Thank you for your participation.

22. Please enter your email address if you'd like to stay informed about changes to the FLEX Shuttle service.

APPENDIX D

Alice & Associates Outreach Report



Outreach Report

Prepared for: City of San Leandro

Prepared by: Alice & Associates

October 2018

INTRODUCTION

Background

The City of San Leandro's FLEX Shuttle provides free transportation to seniors and people with disabilities, funded by Measures B and BB. The shuttle runs Monday through Friday between 9:00am and 5:00pm. In 2014, the program had 500 sign ups, and this year the sign up total dropped to 250. International Contact was hired to administer surveys to learn more about the scope of the program; fourteen surveys were collected from this outreach. Majority of the participants said that they prefer to get rides from family members, the shuttle stops are too far, or that the shuttle does not go to places they frequent.

Additionally, San Leandro is increasingly diverse, with no single group in the majority. The Human Services Gap Analysis reported that during the period from 2011-2015, Asians were the largest group at 32%, followed by Latinos at 24%. We were approached by the City of San Leandro to gain knowledge on these two communities, and assist in their efforts to improve the services of the FLEX Shuttle program.

Objective

The goal of this project is to collect 300 surveys (150 from Latino population and 150 from Chinese population), plus an additional amount from the Vietnamese population.

Methodology

We will have a team of both Spanish speaking and Chinese speaking individuals to administer the surveys. Outreach will include schools, markets, parks, churches and senior centers. We will approach seniors in person, with the opportunity to engage with the residents of San Leandro and encourage survey participation with a small gift.

Suggestion to Survey

Add a question to the survey about what neighborhood they reside in, with an additional line to write in their address if they don't know which neighborhood they fall in. This information will be helpful to see if our respondents are concentrated in certain neighborhoods or spread out around the city.

Value

By conducting the surveys in person, we will have the opportunity to show the seniors the map of the FLEX Shuttle, educate them about the program. and engage with the residents.

OUTREACH

In-Person Community Surveys

Between July 2018 and September 2018, our team administered in-person surveys of San Leandro residents, specifically Chinese and Spanish speaking seniors. Outreach was conducted around various locations in the city, including churches (St. Leander's and St. Felicitas), Farmers Markets (Bayfair Center), retail (Wal-Mart at both Davis and Hesperian, Food Maxx, 99cent store, Los Pericos Market, New Sang Chong Market), senior housing, the library, parks (Manor Park and Marina Park during the Chinese Moon Festival celebration), laundromats, door-to-door knocking, and use of personal connections. By far the location that was the most successful for the Spanish speakers, especially early in the mornings on the weekends, were the stores located at 143rd and E. 14th St. (Guadalajara Market, Mi Tierra Supermarket, Guadalajara restaurant, plus a few other stores located there.) Nearly half of the surveys were collected at this location. For the Chinese speakers, the most successful locations were Marina Park and Manor Park. Approximately one third of the surveys were collected there.

While our team hoped to also collect an additional amount of surveys from the Vietnamese population, we were unable to do so. However, we reached our main goal of collecting 300 surveys (150 from Latino population and 150 from Chinese population). In all, 303 surveys were collected.

Location of Respondents

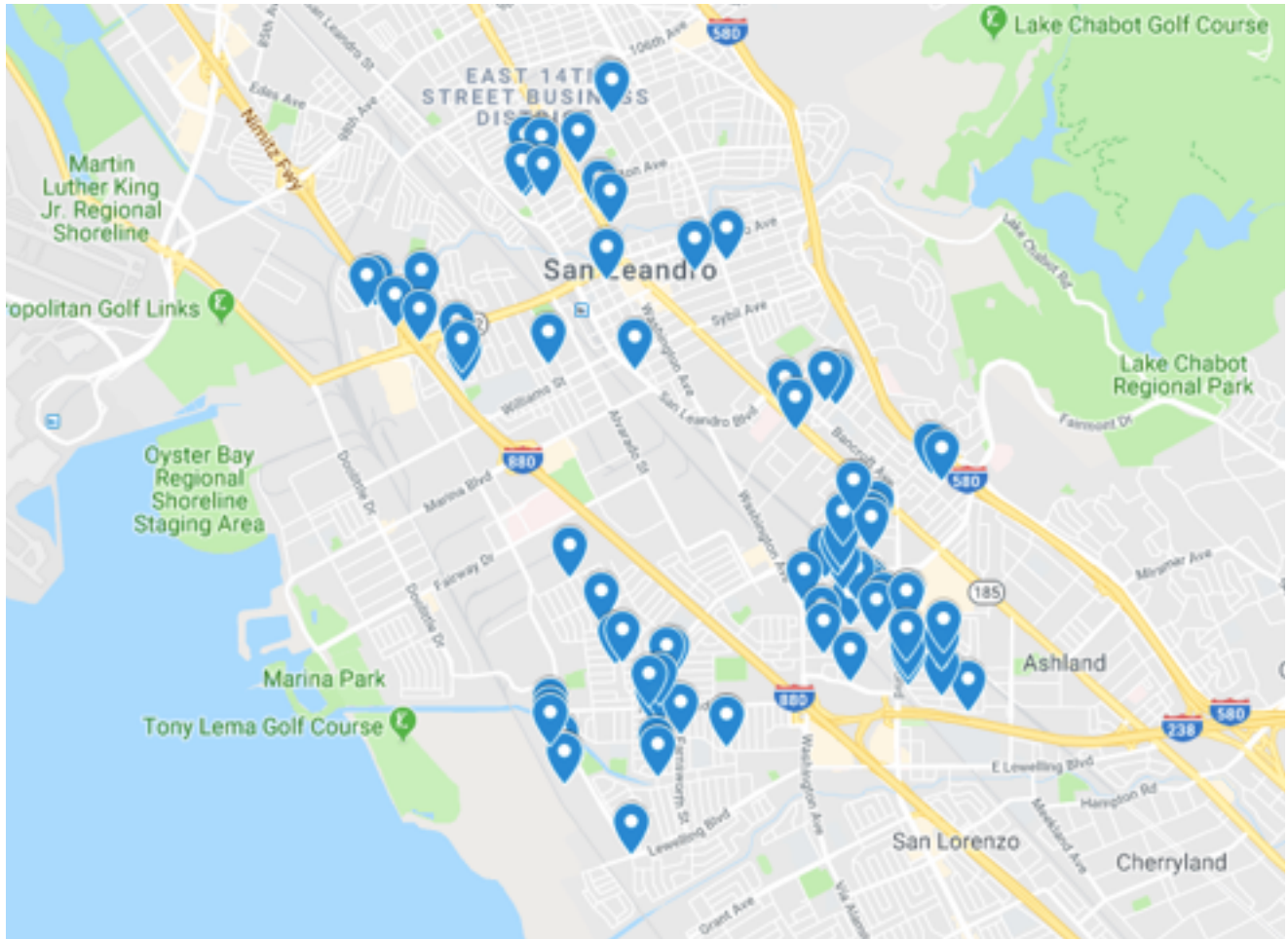
While conducting the surveys, our team asked respondents if they would be willing to share the neighborhood or general location of where they reside. It was explained to the respondents that this information would be helpful to see if they are concentrated in certain neighborhoods or spread out around the city. Out of the 303 total surveys collected, 130 Spanish speaking respondents (Figure 1) and 89 Chinese speaking respondents (Figure 2) shared their location of residency in San Leandro. There was more difficulty getting Chinese speakers to share their location due to fear, as the Chinese news has been sharing many stories on fraud and instances of scam. For example, there have been stories about people calling and pretending they are government officials, seeking personal information. This has led to increased fear among the community to talk to strangers.

After mapping the shared locations of the respondents, some concentrations emerged. Most of the Spanish speaking respondents live along E. 14th Street. The locations are pretty evenly distributed, although there is a good concentration from 139th to Fairmont Drive. The next highest concentration is around the Downtown Area. Most of the Chinese speaking respondents live off of Hesperian Boulevard and around Bayfair Center. The next highest concentration is around Washington Manor and Herron Bay neighborhoods.

Figure 1: Spanish Speaking Respondents Locations



Figure 2: Chinese Speaking Respondents Locations



FINDINGS

Overview

Below is a summary of survey findings:

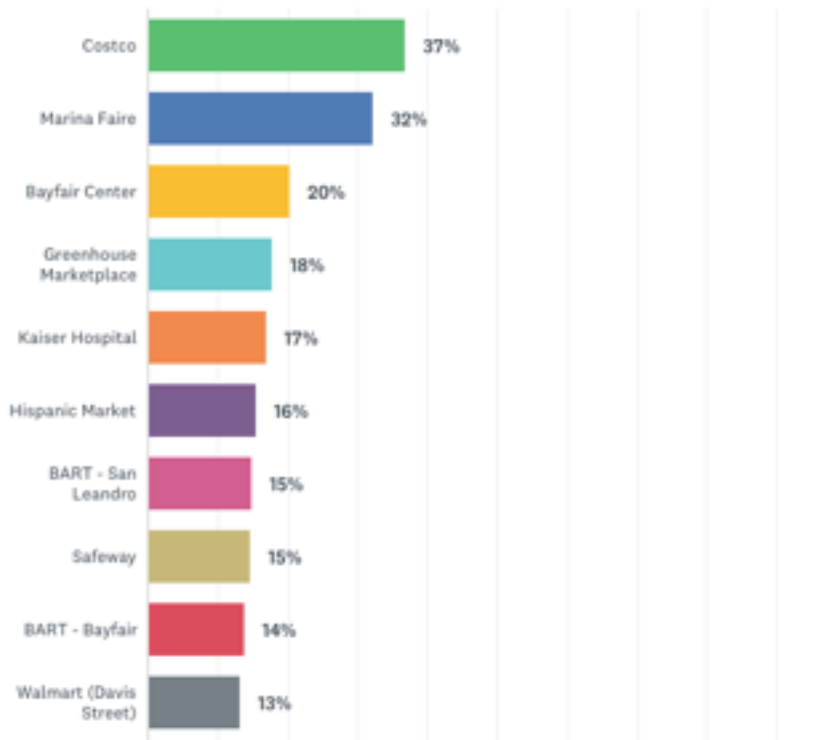
- Out of the 303 total surveys collected, there were 151 completed in Spanish and 152 completed in Chinese.
- 95% (287 out of 303) of respondents have never ridden the FLEX Shuttle.
- 5% (16 out of 303) of respondents have ridden the FLEX Shuttle before.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 44% (7 out of 16) of respondents ride occasionally.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 19% (3 out of 16) of respondents ride multiple times a week.
- Of those 16 respondents who have ridden the FLEX Shuttle before, 19% (3 out of 16) of respondents ride once a month.
- Of those 287 respondents who have never ridden the FLEX Shuttle before, 82% (235 out of 287) of respondents prefer other modes of transportation.
- Specifically, 71% (203 out of 287) of respondents prefer to drive or be driven, and 16% (46 out of 287) of respondents use public transportation (AC Transit or BART).
- Of those 287 respondents who have never ridden the FLEX Shuttle before, 34% (97 out of 287) shared that they do not have enough information about the service.

The survey asked respondents to share the top three destinations in San Leandro they visit most often. Costco was the most popular destination, with 37% (111 out of 302) of respondents including it in their top three, followed by Marina Faire, with 32% (97 out of 302) and Bayfair Center, with 20% (61 out of 302). The top 10 most popular destinations according to the respondents are listed below in Figure 3.

Figure 3: Top 10 Most Popular San Leandro Destinations Among Respondents

Please indicate the THREE San Leandro destinations on this list that you visit the most frequently.

Answered: 302 Skipped: 1



ALICE & ASSOCIATES

Spanish Speakers

Most of the Spanish speaking respondents (92%) had not used the FLEX Shuttle and preferred to either be driven or drive to their location (85%). The next highest response (12%) was that respondents did not have enough information on the service and some just did not think the service was for them (“I can still drive,” “I am not disabled”).

For the few respondents that were familiar and had used the FLEX Shuttle (8%), some continued to use it and other stopped, primarily because their needs had changed. For example, they used it to get to work but now they don't work there anymore or they used it to get to a school but now their grandchildren were older and at another school. Most were happy with the service and rarely did they stop use of the Shuttle because there was a concern with the service.

Below is a summary of survey findings for the Spanish speaking respondents:

- 92% (139 out of 151) of Spanish speaking respondents have never ridden the FLEX Shuttle.
- 8% (12 out of 303) of Spanish speaking respondents have ridden the FLEX Shuttle before.
- Of those 12 Spanish speaking respondents who have ridden the FLEX Shuttle before, 42% (5 out of 12) of respondents ride occasionally, 25% (3 out of 12) of respondents ride multiple times a week, and 17% (2 out of 12) of respondents ride multiple times a month (Figure 4).
- Of those 139 Spanish speaking respondents who have never ridden the FLEX Shuttle before, 85% (118 out of 139) of respondents prefer to drive or be driven, and 4% (6 out of 139) of respondents use public transportation (AC Transit or BART).
- Of those 139 Spanish speaking respondents who have never ridden the FLEX Shuttle before, 12% (16 out of 139) shared that they do not have enough information about the service, and 6% (9 out of 139) explained that it does not go where they want it to go (Figure 5).

When asked to share the top three San Leandro destinations they visit most often, Costco was the most popular destination, with 34% (52 out of 151) of Spanish speaking respondents including it in their top three, followed closely by Hispanic Markets and Bayfair Center, both with 31% (47 out of 151) and Kaiser Hospital, with 27% (41 out of 151). The top 10 most popular destinations according to the Spanish speaking respondents are listed in Figure 6.

Figure 4: How Often Spanish Speaking Respondents Are Riding Shuttle

If Yes, how often do you ride?

Answered: 12 Skipped: 139

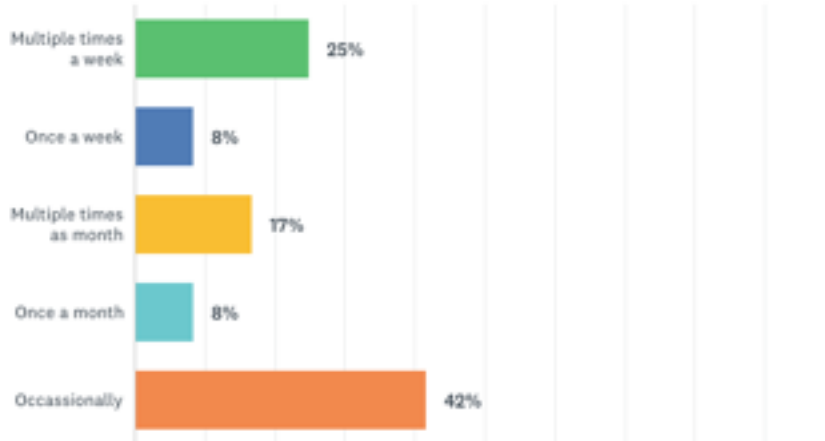


Figure 5: Reasons Spanish Speaking Respondents Are Not Riding Shuttle

If not, why not? (Please check all that apply)

Answered: 139 Skipped: 12

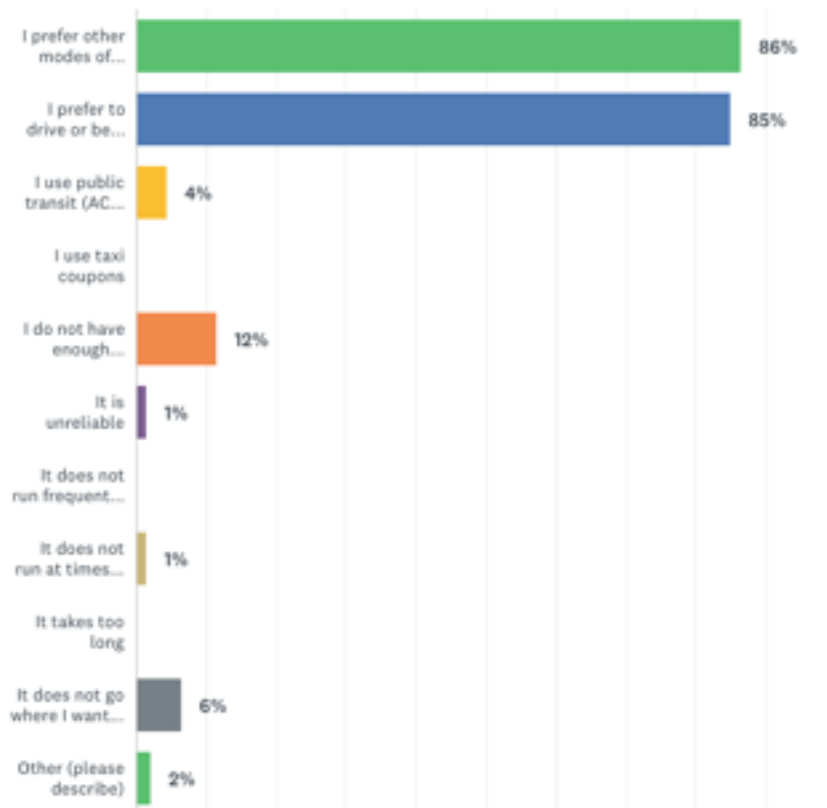
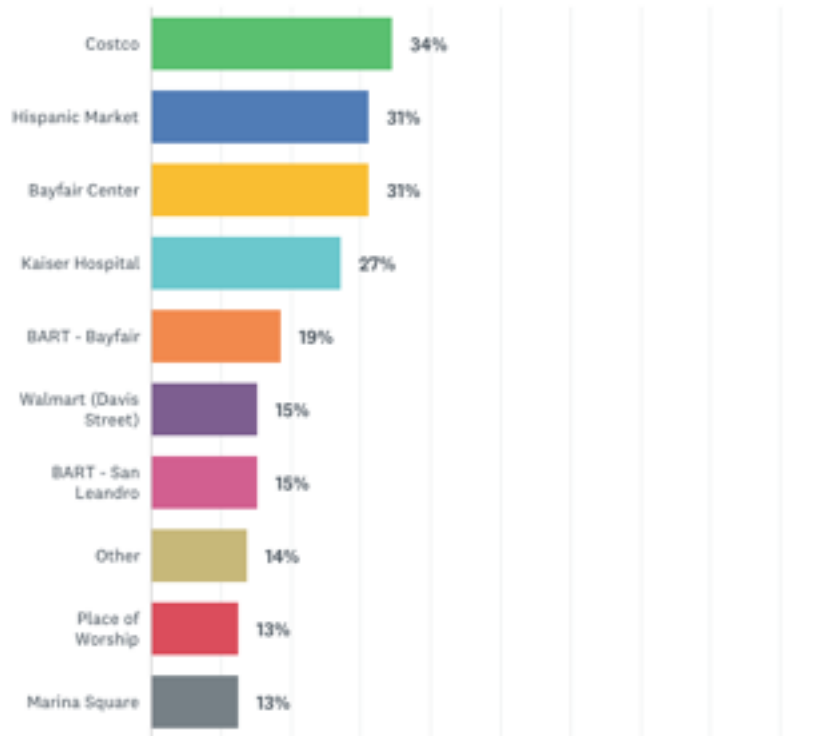


Figure 6: Top 10 Most Popular San Leandro Destinations Among Spanish Speaking Respondents

Please indicate the THREE San Leandro destinations on this list that you visit the most frequently.

Answered: 151 Skipped: 0



ALICE & ASSOCIATES

Chinese Speakers

Most of the Chinese speaking respondents (97%) had not used the FLEX Shuttle and preferred other modes of transportation (78%). More than half of the respondents did not have enough information on the service (55%), and some shared other reasons for not riding the shuttle, including “I cannot walk by myself”, or that it’s “far from my home - 30 minutes away”. Seven respondents shared that they don’t ride the shuttle because they “don’t speak English fluently” and one respondent shared that they “never saw it”.

Below is a summary of survey findings for the Chinese speaking respondents:

- 97% (148 out of 152) of Chinese speaking respondents have never ridden the FLEX Shuttle.
- 3% (4 out of 152) of Chinese speaking respondents have ridden the FLEX Shuttle before.
- Of those 4 Chinese speaking respondents who have ridden the FLEX Shuttle before, 50% (2 out of 4) of respondents ride once a month, and 50% (2 out of 4) of respondents ride occasionally (Figure 7).
- Of those 148 Chinese speaking respondents who have never ridden the FLEX Shuttle before, 78% (115 out of 148) of respondents prefer other modes of transportation. On a typical day, 57% (85 out of 148) prefer to drive or be driven, and 27% (40 out of 148) of respondents prefer to use public transportation (AC Transit or BART).
- Of those 148 Chinese speaking respondents who have never ridden the FLEX Shuttle before, 55% (81 out of 148) shared that they do not have enough information about the service, 16% (23 out of 148) explained that it takes too long, 10% (15 out of 148) felt it does not run frequently enough, 9% (13 out of 148) shared that it does not go where they want it to go (Figure 8).

When asked to share the top three San Leandro destinations they visit most often, Marina Faire/New Sang Chong Market was by far the most popular destination, with 64% (97 out of 151) of Chinese speaking respondents including it in their top three, followed by Costco, with 39% (59 out of 151) and Greenhouse Marketplace, with 26% (39 out of 151). The top 10 most popular destinations according to the Chinese speaking respondents are listed in Figure 9.

Figure 7: How Often Chinese Speaking Respondents Are Riding Shuttle

If Yes, how often do you ride?

Answered: 4 Skipped: 148

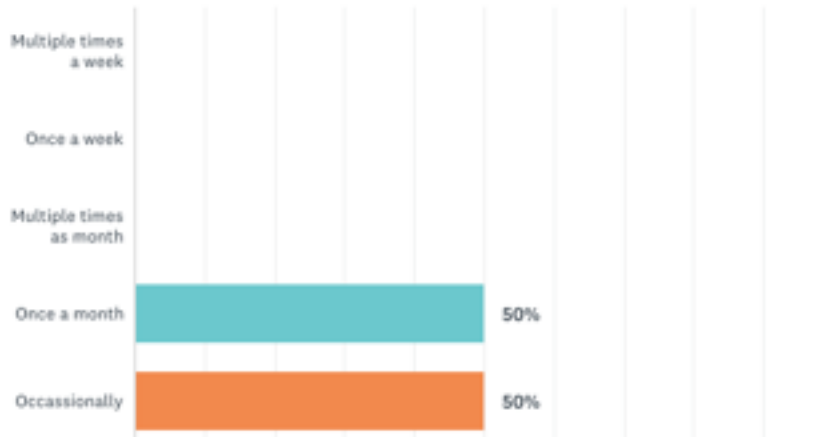


Figure 8: Reasons Chinese Speaking Respondents Are Not Riding Shuttle

If not, why not? (Please check all that apply)

Answered: 148 Skipped: 4

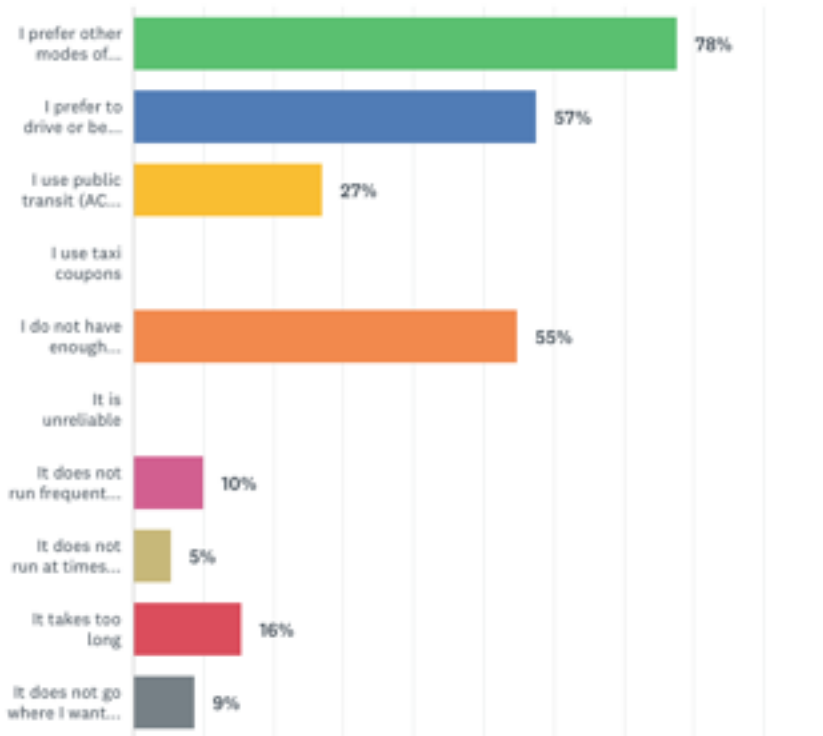
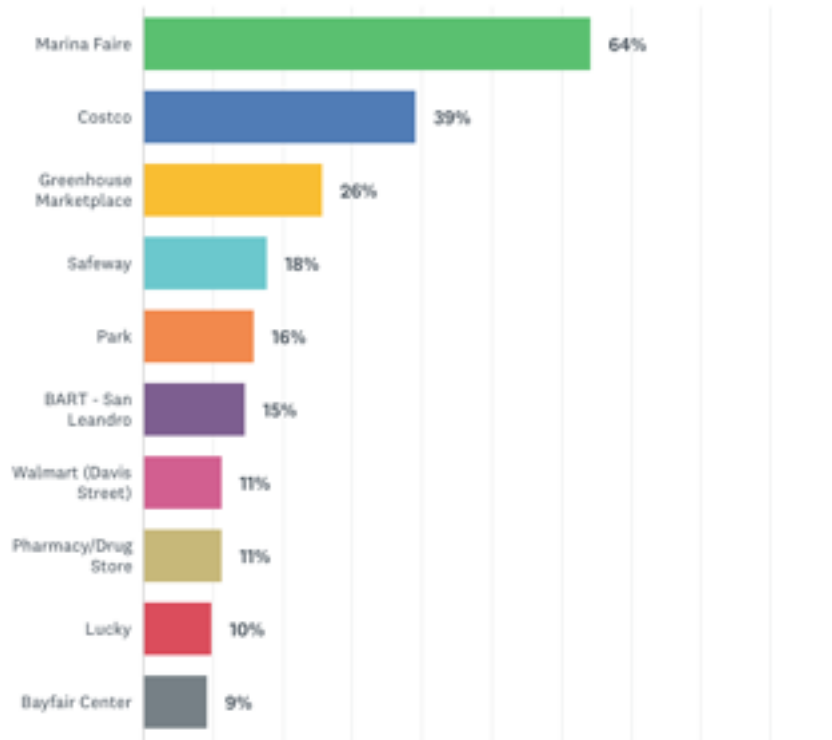


Figure 9: Top 10 Most Popular San Leandro Destinations Among Chinese Speaking Respondents

Please indicate the THREE San Leandro destinations on this list that you visit the most frequently.

Answered: 151 Skipped: 1



CONCLUSION

Summary

By conducting in-person outreach and survey collections, our team was able to engage directly with San Leandro seniors. This not only helped us collect more surveys, but also helped us get a true sense of their current knowledge and opinions of the FLEX Shuttle.

Our team collected a total of 303 total surveys; 151 were completed in Spanish and 152 were completed in Chinese. Almost all (95%) of the respondents had never ridden the FLEX Shuttle before. Out of the 16 respondents who have ridden the FLEX Shuttle before, 12 were Spanish speaking and only 4 were Chinese speaking. Many respondents (82%) prefer using other modes of transportation, specifically driving or being driven (85% Spanish speaking and 57% of Chinese speaking). It is interesting to note that only 4% of Spanish speaking respondents prefer to ride public transportation, compared to 27% of Chinese speaking respondents. Over half (55%) of Chinese speaking respondents also shared that they do not have enough information about the service, compared to 12% of Spanish speaking respondents. Language seems to be a large barrier contributing to the lack of knowledge and low ridership.

It is also worth noting that this survey grouped “drive” and “be driven” together as a reason for not riding the FLEX Shuttle. There are some Chinese seniors that rely on getting rides from their children, but they do not get to travel as much within the community of San Leandro because their children cannot always drive them as often as they would like. The FLEX Shuttle has the potential to help them get around the community more frequently.

Recommendations

Below is a summary of consistent recommendations that were brought up during our outreach and in-person survey collections with both Spanish and Chinese speaking respondents:

- Make bus stop signs larger
- Include multiple languages at bus stops (i.e. Spanish and Chinese)
- Put maps of the routes on bus stops
- Put maps of the routes at parks
- Increase bus stop locations

A bus stop location at Manor Park was specifically requested by the Chinese speaking respondents, as it is a well utilized park in the community, with different exercise groups and tai chi groups each morning. It is estimated that over 100 people use this park all day long.

It would also be beneficial to change the route to include a bi-directional shuttle service, at least periodically. This could increase ridership by reducing travel time compared to the current loop service. For example, many Chinese speaking respondents shared how they like to do tai chi at the park and then go to Marina Faire or Greenhouse Marketplace for grocery shopping and dim sum with friends. However, it is not appealing for riders to travel the whole route to only go a short distance. While it may not be feasible to add a fixed bi-directional route that runs as regularly, if there was one route that ran at a specific time during the day, or week, seniors in the community could plan their schedule around it.

Additionally, as there is a significant language barrier for the community members who do not speak English, providing information on the FLEX Shuttle in multiple languages, specifically Spanish and Chinese, would help increase ridership among these members. Along with including multiple languages at bus stops, ensure that any schedules, information pamphlets, and future outreach are also provided in multiple languages.