Alameda County Mobility Needs Assessment for Older Adults and People with Disabilities

FINAL REPORT

Updated September 3, 2026





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EXECUTIVE SUMMARY

The Alameda County Transportation Commission (Alameda CTC) has a strong commitment to transportation for older adults and people with disabilities. Alameda CTC funds a wide variety of programs, engages with the community through advisory committees and outreach, and collects data reported on services funded by local transportation sales tax measures. In 2025, Alameda CTC initiated the Alameda County Mobility Needs Assessment for Older Adults and People with Disabilities (Paratransit Needs Assessment or PNA) to identify current and future needs, collect input from County stakeholders, analyze current data and demographics, and assess the latest industry trends to inform program priorities.

Background

Alameda CTC plans, funds, and delivers transportation programs and projects that expand access and improve mobility, helping create a more vibrant and livable Alameda County, including the Paratransit Program for Older Adults and People with Disabilities (Paratransit Program). Funded primarily through voter-approved sales tax measures (Measure B and Measure BB), the program supports city programs, Americans with Disabilities Act (ADA)-mandated paratransit, and discretionary grants to expand mobility options countywide. Alameda CTC also administers the Access for All Wheelchair Accessible Vehicle (AFA WAV) Grant Program to help increase accessible on-demand transportation.

Two advisory committees support Alameda CTC's Paratransit Program: the Paratransit Advisory and Planning Committee (PAPCO) and the Paratransit Technical Advisory Committee (ParaTAC). PAPCO consists of representatives from the older adult and disability community who provide input on funding, planning, and coordination regarding transportation services for older adults and people with disabilities in Alameda County. ParaTAC, composed primarily of city and ADA-mandated paratransit agency staff, advises PAPCO and Alameda CTC on matters related to these services.

Current Needs Assessment

The Paratransit Program periodically evaluates the transportation needs of older adults and people with disabilities in Alameda County. The 2026 PNA updates the 2017 mobility assessment and reflects significant changes in demographics, travel behavior, and the transportation industry. Since 2017, the rapid growth of transportation network companies (TNCs), evolving technology platforms, shifts in funding conditions, and the impacts of the COVID-19 pandemic have reshaped how mobility services are delivered and accessed. At the same time, Alameda

County's population continues to age, increasing demand for accessible and affordable transportation services.

In response to these challenges, Alameda CTC initiated the 2026 PNA to evaluate current and future mobility needs of older adults and people with disabilities and to identify strategies to address service gaps. The assessment provides a basis for guiding program priorities, improving accessible transportation services as needs and demand evolve, and informing the 2026 Countywide Transportation Plan.

Demographic Profile

Detailed demographic analysis using 2023 5-Year American Community Survey data was conducted to understand major trends across the county. The analysis helped the team understand future demand for mobility services for older adults and people with disabilities and understand the type and location of service needs in the future.

Some key findings of the demographic analysis include:

- The number of older adults in Alameda County is expected to increase significantly. The share of residents aged 65 and older in Alameda County increased from 10.8% in 2010 to 14.9% in 2023.[1] Looking at the broader population aged 60 and older, this group represented 20.8% of the county's population in 2023 and is projected to reach approximately 30% by 2040. This continued growth is expected to increase demand for accessible transportation.[2]
- Older adults and people with disabilities are concentrated in higher-density areas, although geographic disparities persist. Population density for both groups is highest in North and Central County aligning with existing transportation networks. However, moderate concentrations in South and East County highlight the need to address service availability in lower-density and suburban areas of the county.
- Approximately 10% of residents in Alameda County have a disability.[3] These residents experience higher poverty (18.4% for people with disabilities vs. 9.2% countywide)[4] and lower incomes, increasing reliance on equitable, affordable transportation options and supportive mobility services.

There is significant overlap between older adults and people with disabilities with other underserved and/or hard to reach populations, such as people of color, individuals with limited English proficiency, and zero-vehicle households. Targeted

[1] American Community Survey (ACS) 2010 and 2023 5-Year Estimates, Table B01001

[2] Alameda County Countywide Area Plan for Older Adults, Four-Year Area Plan on Aging, Fiscal Years 2024-2028. For more information, see: Alameda Countywide Area Plan For Older Adults 2024-2028.

[3] ACS 2023 5-Year Estimates, Table S1810

[4] ACS 2023 5-Year Estimates, Table S1703

outreach and policy efforts that target intersectional mobility barriers are necessary to effectively reach these communities and ensure access to these vital services.

Existing Services

A broad range of transportation services for older adults and people with disabilities are available in Alameda County, including fixed-route transit, ADA-mandated paratransit, city programs, on-demand services, volunteer driver programs, travel training, and mobility management. These services are delivered by transit providers, cities, community-based organizations, and private providers, and vary by geography and eligibility.

Key findings from the review of current programs include:

- Service availability and program design vary widely across jurisdictions. While some cities offer robust programs in addition to fixed-route transit and ADA-mandated paratransit offered by BART, AC Transit, Union City Transit, and LAVTA, others have few services and city-based programs, resulting in uneven access and utilization.
- The service provision is fragmented, with multiple providers, service models, and eligibility processes that can be difficult for riders to navigate.
- Decreasing availability of volunteer driver programs have increased reliance on same-day and ADA paratransit services, placing additional strain on existing programs.
- Mobility management and travel training remain key areas for discretionary grant funding, highlighting strong interest in the programs by cities and non-profits.

Community Engagement

Alameda CTC conducted community outreach for the PNA between spring and fall of 2025. Outreach efforts engaged older adults, people with disabilities, non-profit and community-based organizations, county agencies, and transit providers across Alameda County. Alameda CTC staff additionally briefed Commissioners and elected officials with key findings from engagement, existing conditions, and preliminary needs. For more detailed information on the community engagement process, please see Appendix C: Engagement Summary Report and Appendix D: Engagement Materials.

Engagement methods used include:

- **Community Survey:** A multilingual survey was available in summer 2025 in English, Spanish, and Traditional Chinese. The survey was available both online and in hard copy to reduce barriers to participation. A phone option was also offered.

- **Community Events, Pop-Ups, and Postcard Distribution:** The project team tabled at various public events and community-based organization meetings, as well as conducted pop-up outreach between spring – summer 2025. At the meetings, the team shared updates on project progress and while at events, the team distributed physical post cards with resources to learn more about the PNA and to provide input.
- **Stakeholder Interviews:** Alameda CTC conducted stakeholder interviews in summer 2025 with service providers, committee representatives, community advocates, and elected officials.
- **Peer Agency Strategy Meetings:** The project team held strategy meetings with local peer agencies to better understand accessible transportation programs in the Bay Area and generate ideas for Alameda CTC's program.
- **Committee Meetings:** Alameda CTC engaged with several committees over the course of the project, including PAPCO, ParaTAC, the East Bay Paratransit Access Committee, among others. Presentations at committee meetings were an opportunity to both share progress on the project and gather feedback on accessible transportation services.

Transportation Needs, Gaps, and Strategies

Transportation needs and gaps were identified through demographic data, analysis of current programs and offerings, peer research, and stakeholder outreach. Findings are organized into three primary themes: Service Levels & Coverage, Service Access & Information, and Safety & Security. In response, this report outlines a set of strategies grouped into six categories: 1) Mobility Management, 2) Transportation Programs, 3) Affordability and Fares, 4) Safety, Security, and Infrastructure, 5) Technology, and 6) Funding. Each strategy is connected to a primary needs theme and is intended to serve as a resource for Alameda CTC and its partners in advancing accessible transportation across the county.

From this comprehensive set of strategies, five priority strategies were identified based on their potential for near-term impact and feasibility within the Alameda CTC Paratransit Program. These strategies were selected through stakeholder engagement and a prioritization process. Implementation planning for the priority strategies will occur as part of future Alameda CTC Paratransit Program efforts, in coordination with partner agencies and organizations. PAPCO and ParaTAC will continue to receive updates as these efforts progress, ensuring that the communities that these strategies are designed to serve remain central to the process. For the full strategy list and prioritization process, please refer to Chapter 6.

Priority Strategies

- **Define and operationalize a county-level mobility management function.**

As part of an ongoing regional mobility management initiative, define mobility management in Alameda County that focuses on providing consistent information and referrals for older adults and people with disabilities. Work with sub-county agencies already performing this function, coordinate and define expectations, and estimate resources and costs needed.

- **Identify and expand on-demand, accessible transportation options where there are gaps in service.**

  Evaluate new and existing efforts in the county, assess ongoing demand for services, find opportunities for regional connection, and work to expand coverage countywide. Identify targeted pilot programs and initiatives to fill gaps in service. Build upon the Access for All Program for on-demand wheelchair accessible vehicles (WAVs) transportation to strengthen coverage countywide.

- **Develop and support a consistent program design across communities for Alameda CTC-funded services and programs.**

  Work with partner agencies to establish a baseline program of offerings across the county and standardize eligibility. Provide more guidelines and recommendations on program offerings to ensure that programs and program distribution are offered consistently across the county. Explore opportunities for better coordination with neighboring jurisdictions.

- **Invest in and prioritize safety and physical access improvements for older adults and people with disabilities.**

  Support efforts that assess and invest in safer, more accessible infrastructure for older adults and people with disabilities, especially when accessing common destinations, including senior centers, medical facilities, and transportation stations. Identify opportunities to more effectively fund and deliver upgrades at bus stops that are consistent with Public Right-of-Way Accessibility Guidelines (PROWAG) from the U.S. Access Board.

- **Explore opportunities for enhancing affordability across the program and potential new means-based initiatives.**

  Develop a comprehensive strategy for affordability options across the program, such as means-based offerings and improving access to discount fare cards, for income-qualified residents.

Figure 1 Priority Strategies and Need Theme Addressed

Strategy	Theme 1: Service Levels & Coverage	Theme 2: Service Access & Information	Theme 3: Safety & Security
Define and operationalize a County-level mobility management function		●	
Develop and support a consistent program design across communities for Alameda CTC-funded services and programs	●	●	
Identify and expand on-demand, accessible transportation options where there are gaps in service	●		
Invest in and prioritize safety and physical access improvements for older adults and people with disabilities			●
Explore opportunities for enhancing affordability across the program and potential new means-based initiatives	●		

1 INTRODUCTION

The Alameda County Transportation Commission (Alameda CTC) has a strong commitment to transportation for older adults and people with disabilities. Alameda CTC funds a wide variety of programs, interacts with the community through advisory committees and outreach, and rigorously collects data reported on services provided with local transportation funding. In 2025, Alameda CTC initiated the Alameda County Mobility Needs Assessment for Older Adults and People with Disabilities (Paratransit Needs Assessment or PNA) to inform program planning and funding priorities. The PNA combined direct outreach to older adults and people with disabilities, analysis of demographic and service data, and a review of best practices and peer programs. The findings identify key transportation needs and gaps and recommend strategies to address them.

Background on Alameda CTC and the Alameda County Paratransit Program

Alameda CTC plans, funds, and delivers transportation programs and projects that expand access and improve mobility, helping create a more vibrant and livable Alameda County.

Alameda CTC conducts this mission by:

- Leading countywide transportation planning and developing long-range plans to guide future investments.
- Managing and distributing local, regional, state, and federal transportation dollars, including those from voter-approved Measure B, Measure BB and the Vehicle Registration Fee to fund projects, programs, and planning efforts that advance transportation.
- Overseeing and implementing the delivery of transportation capital projects and community programs throughout Alameda County.

As part of these responsibilities, Alameda CTC administers the Paratransit Program for Older Adults and People with Disabilities (Paratransit Program). The program was specifically identified in both the 2000 Measure B Transportation Expenditure Plan (sunset in 2022) and the 2014 Measure BB Transportation Expenditure Plan and is essential to supporting transportation options for older adults and people with disabilities throughout Alameda County. Funding for the Paratransit Program currently comes from 10% of the sales tax revenue generated by Measure BB. This funding is distributed to City paratransit programs, ADA-mandated paratransit operators, and through paratransit discretionary grants. In Fiscal Year 2026, Measure BB Direct Local Distribution (DLD) funding totaled approximately $34 million.

The discretionary grant component of the Paratransit Program is administered through the Paratransit Discretionary Grant Program (PDGP). The PDGP combines discretionary funding from both Measure B and Measure BB into a unified grant program. It prioritizes mobility management activities that improve access for older adults and people with disabilities, enhance coordination between programs, and address gaps in the transportation system across Alameda County.

In addition to Measure B and BB funding, Alameda CTC serves as the Local Access Fund Administrator for Alameda County's Access for All (AFA) Wheelchair Accessible Vehicle (WAV) Transportation Grant Program which funds projects and programs that expand on-demand WAV services in the county. Alameda CTC receives the AFA WAV Grant Program funding from the California Public Utilities Commission (CPUC)'s TNC Access for All Program on a yearly basis.

Two advisory committees support Alameda CTC's Paratransit Program: the Paratransit Advisory and Planning Committee (PAPCO) and the Paratransit Technical Advisory Committee (ParaTAC). The PAPCO consists of representatives from the older adult and disability community who provide input on funding, planning, and coordination regarding transportation services for older adults and people with disabilities in Alameda County. The ParaTAC, composed primarily of city and ADA-mandated paratransit agency staff, advises PAPCO and Alameda CTC on matters related to these services.

Paratransit Program Components

The Alameda CTC's Paratransit Program funds a range of transportation services for older adults and people with disabilities across Alameda County. These services are delivered through a combination of ADA-mandated operators, city programs, and discretionary grants. ADA paratransit operates within a defined federal service area and eligibility framework, while city programs are locally funded and designed to complement ADA paratransit by filling gaps in coverage, eligibility, and service types not covered under ADA requirements.

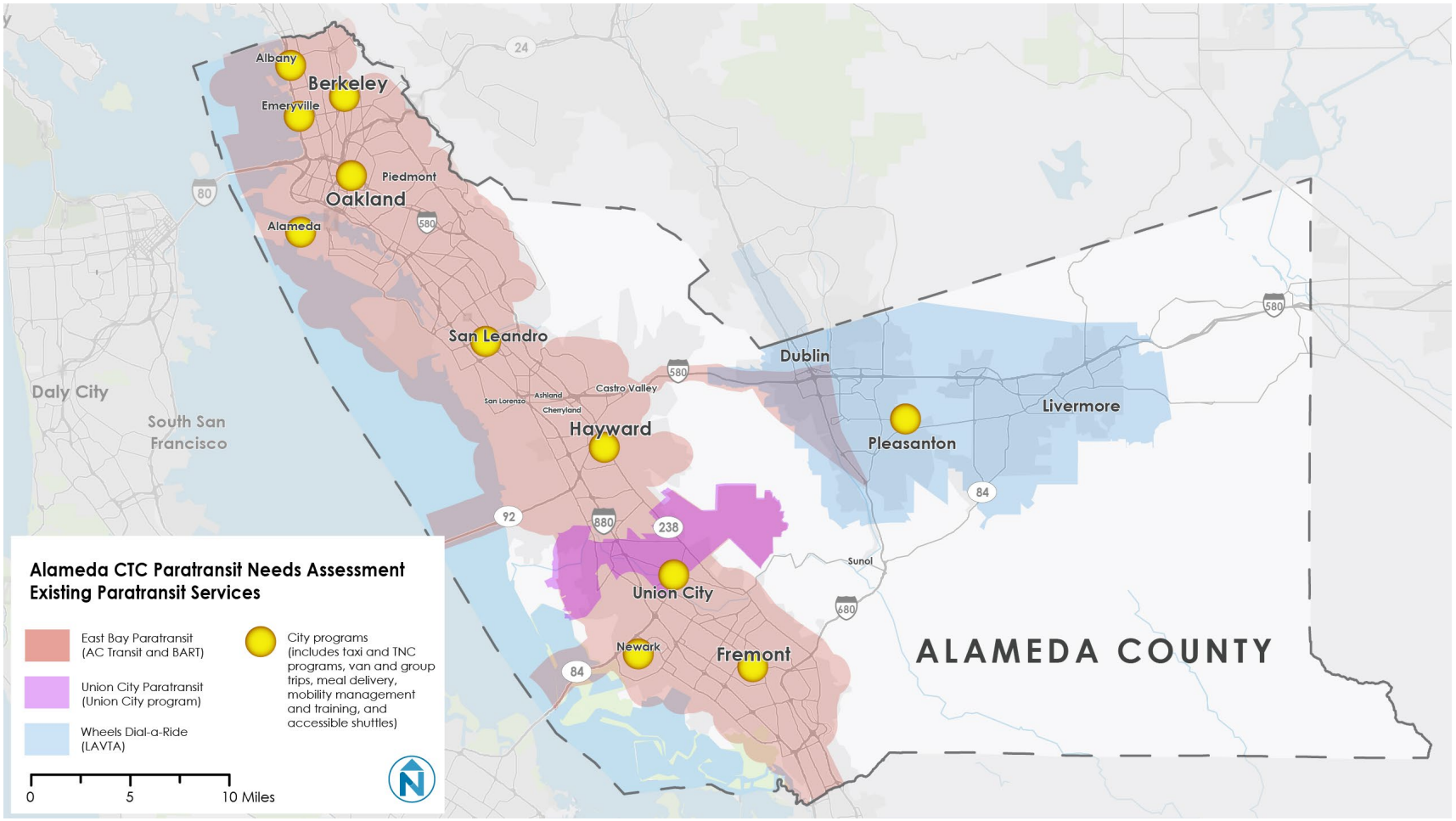
- **ADA Paratransit:** Federally mandated origin-to-destination transit service for individuals who, due to a disability, are unable to use fixed-route public transit. In Alameda County, ADA paratransit is primarily provided by East Bay Paratransit, which serves AC Transit and BART service areas, Union City Paratransit, and LAVTA Wheels in the Tri Valley.
- **Subsidies for On-Demand and Same-Day Services via Taxi or TNCs:** Programs that subsidize the cost of trips taken through taxi companies or Transportation Network Companies (TNCs) such as Lyft and Uber, giving riders flexible, same-day transportation options at a reduced cost.
- **Wheelchair Accessible Van and Shuttle Services:** Dedicated vehicle services that accommodate passengers who use wheelchairs or other mobility

devices, offering scheduled or on-demand trips for those who cannot use standard vehicles.

- **Specialized Programs:** Supplemental services that address specific needs, including volunteer driver programs that provide rides through community volunteers, travel training that helps riders build confidence and skills to use public transit independently, group trips that offer shared transportation to activities such as social or recreational outings, and means-based fare assistance for those who cannot afford standard service costs.
- **Mobility Management Services:** Coordination and planning activities that help connect riders to available transportation options, improve communication between service providers, and identify and address gaps in the transportation network.

Figure 2 provides an overview of ADA-mandated paratransit providers and city programs across the county, while Figure 3 details the specific paratransit services funded by Alameda CTC in each city for Fiscal Year 2025-26 that supplement ADA paratransit services. These supplemental services listed in Figure 3 are services available within each city, not necessarily services offered by the city. For more information on available services across the county, please visit the Access Alameda website.

Figure 2 ADA-Mandated Paratransit and City Programs in Alameda County



Source: Alameda CTC 2025

Figure 3 Paratransit Program Services Funded by Alameda CTC Available in Each City

City	Programs
Alameda	• Same-Day Transportation • Accessible Shuttles • Group Trips • Mobility Management/ Travel Training
Albany	• Same-Day Transportation • Group Trips • Mobility Management/ Travel Training
Berkeley	• Same-Day Transportation • Specialized Accessible Vans • Mobility Management/ Travel Training
Dublin	• Door-through-Door/ Volunteer Driver • Mobility Management/ Travel Training
Emeryville	• Same-Day Transportation • Specialized Accessible Vans • Group Trips • Mobility Management/ Travel Training • Means-Based Fares • Meal Delivery
Fremont (provides services for Union City and Newark)	• Same-Day Transportation • Specialized Accessible Vans • Mobility Management/ Travel Training • Meal Delivery
Hayward (including Castro Valley, San Lorenzo, and other unincorporated areas)	• Same-Day Transportation • Specialized Accessible Vans • Group Trips • Door-through-Door/ Volunteer Driver • Mobility Management/ Travel Training • Meal Delivery
Livermore	• Door-through-Door/ Volunteer Driver • Mobility Management/ Travel Training
Newark	• Same-Day Transportation • Specialized Accessible Vans • Mobility Management/ Travel Training • Meal Delivery
Oakland (including Piedmont)	• Same-Day Transportation • Specialized Accessible Vans • Group Trips • Mobility Management/ Travel Training • Meal Delivery

City	Programs
Pleasanton	• Specialized Accessible Vans • Group Trips • Door-through-Door/ Volunteer Driver • Mobility Management/ Travel Training • Means-Based Fares
San Leandro	• Same-Day Transportation • Accessible Shuttles • Group Trips • Door-through-Door/ Volunteer Driver • Mobility Management/ Travel Training • Meal Delivery
Union City	• Same-Day Transportation • Specialized Accessible Vans • Mobility Management/ Travel Training

Current Needs Assessment

The Paratransit Program periodically evaluates the transportation needs of older adults and people with disabilities in Alameda County to determine if the program's offerings meet the current need and demand. The 2026 PNA updates the 2017 Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County and reflects significant changes in the transportation landscape over the past decade.

Since 2017, travel patterns, service models, and funding conditions have shifted considerably. On the funding side, the passage of Measure BB in 2014 nearly doubled available funding for transportation services for older adults and people with disabilities. On the service delivery side, the rapid growth of transportation network companies (TNCs), such as Uber and Lyft, has reshaped the on-demand ride market, which is a key component of city paratransit programs. Although TNCs have introduced limited wheelchair accessible vehicle (WAV) services, overall accessible on-demand capacity remains constrained. New technology platforms, including GoGoGrandparent, app-based payment systems, and Mobility as a Service (MaaS) tools, have also expanded program options. Additionally, the California Public Utilities Commission's TNC Access for All Program provides supplemental funding to support accessible on-demand transportation.

These industry shifts have occurred alongside broader demographic and public health changes. Alameda County's population continues to age, driving steady growth in demand for specialized mobility services. The COVID-19 pandemic in 2020 further disrupted the system, forcing many programs to suspend or scale back services, several of which have not returned, adding strain to an already growing demand.

In response, Alameda CTC initiated the 2026 PNA to identify current and future mobility needs of older adults and people with disabilities and to recommend strategies to address those needs. The assessment provides a basis for guiding program priorities and improving accessible transportation services as needs and demand evolve. The PNA also informs the 2026 Countywide Transportation Plan update, ensuring the needs of older adults and people with disabilities are integrated into broader countywide planning recommendations.

The needs assessment is structured around four core activities:

- **Existing and future conditions analysis:** An examination of where transportation needs currently exist across Alameda County and where demand is likely to grow, based on demographic trends and service data.
- **Peer program review:** A review of relevant local and national paratransit and mobility programs to identify best practices that Alameda CTC may consider adopting or adapting.
- **Community engagement:** Outreach to older adults, people with disabilities, caregivers, and service providers to understand the lived experiences of those who rely on accessible transportation and to surface needs that data alone may not capture.
- **Strategy development:** Synthesis of findings into a set of actionable recommendations to address identified gaps and needs.

These four activities produced a set of findings organized around three key themes: Service Levels and Coverage, Service Access and Information, and Safety and Security. Together these findings informed the development of strategies to address the most pressing accessible transportation needs across Alameda County, including five priority strategies selected based on their potential for near-term impact and feasibility. The full set of strategies is discussed in Chapter 6 of this report.

2 DEMOGRAPHIC PROFILE

Overview

Demographic analysis considers a variety of populations and their characteristics that may influence transportation needs within Alameda County for older adults and people with disabilities. Identifying the distribution and concentration of populations served by the Paratransit Program across Alameda County informed the recommendations in the needs assessment.

As part of this PNA, the demographic analysis included a review of population density, older adult populations, people with disabilities, household income, and poverty level. All data is sourced from the 2023 United States Census American Community Survey (ACS) 5-year data, the most recent publicly available year at the time of this report. The 2021 American Community Survey (5-year) is referenced as the first post-pandemic data year. For the purposes of this chapter, older adults are defined as individuals aged 65 and older, consistent with ACS data categories. However, many Alameda County paratransit programs typically define older adults as those over 70 years old, so some figures in this chapter may differ from program-specific data referenced elsewhere in this report.

Older Adults

Alameda County, like many places in the country, is rapidly aging. Estimates in Alameda County's 2024-2028 Countywide Area Plan for Older Adults predict about 30% of the county will be older than 60 by 2040, representing about 600,000 older adults. This anticipated growth reflects a broader demographic shift already underway in the county, as described below.

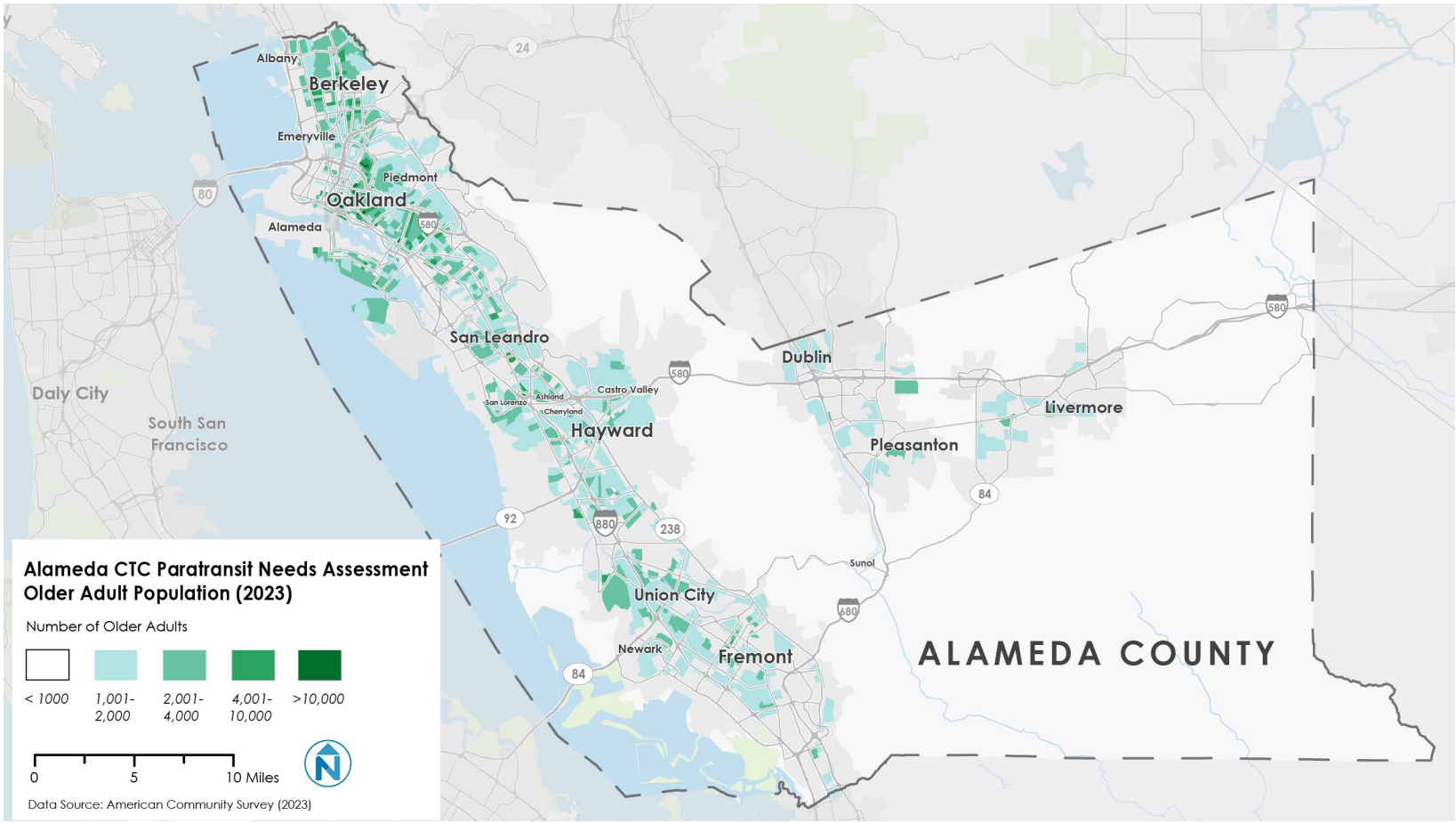
Since 2010, the percentage of adults over 65 in Alameda County increased from 10.8% to 14.9% in 2023.[5] As of 2023, 20.8% of all residents (342,957 residents) were over the age of 60, with the percentage of residents over 75 comprising much of that growth. The increasing number of older adults paired with a stagnating birth rate has also increased the median age of the county. The current median age is 38.7 years, up from 38 years in 2021 and 37.3 years in 2017,[6] reflecting the county's aging population. With older adults already representing more than one in five county residents, and that share projected to grow, demand for accessible transportation services is expected to increase steadily in the coming years.

In general, Alameda County residents, regardless of age, tend to live in the urban and suburban areas surrounding the I-880 corridor, with some higher areas of density

[5] American Community Survey (ACS) 2010 and 2023 5-Year Estimates, Table B01001
[6] ACS 2017, 2021, and 2023 5-Year Estimates, Table S0101

in East County's Dublin, Pleasanton, and Livermore. This pattern is also true for older adults. Figure 4 shows that the highest concentrations of older adults are found in North County (Berkeley and Oakland), Central County (San Leandro and Hayward), and South County (Union City), with moderate densities of older adults in South County's Fremont and East County's Pleasanton and Livermore. This density is also influenced by the locations of senior care and assisted living facilities, which tend to be concentrated in larger population centers. These facilities contribute to higher older adult population densities in specific block groups even if older adults are not distributed throughout the block group. Based on Figure 4, the majority of older adults in Alameda County are located in areas with access to ADA-mandated paratransit (Figure 2). For additional maps please see Appendix B: Demographic Profile Maps.

Figure 4 Distribution of Older Adults in Alameda County



Source: ACS 2023 5-Year Estimates, Table B01001

People with Disabilities

The distribution of people with disabilities also helps estimate paratransit demand throughout the County. Figure 6 shows the population density of people with disabilities living in Alameda County. As of 2023, 10% of Alameda County's population (162,607 residents) was living with a disability.[7] Although several factors may influence where people with disabilities choose to live, the density of people with disabilities aligns most with population density. Density is greatest in North County (Berkeley and Oakland) and Central County (San Leandro and Hayward), with moderate density in some block groups in South County (Union City and Fremont).

Different forms of disability affect the kinds of transportation services needed across Alameda County. The US Census reports disability data and disability type by county in the 2023 American Community Survey. This dataset, as shown in Figure 5, highlights the diverse disabilities and related transportation challenges of individuals across Alameda County.

Within Alameda County, independent living difficulty is the most prevalent at 5.2%. Independent living difficulty refers to difficulty doing errands alone, such as visiting a doctor's office or shopping, due to a physical, mental, or emotional condition. Ambulatory difficulties are the second most prevalent at 5%, underscoring widespread mobility challenges that often require physical accessibility improvements. Cognitive difficulties also represent a significant share of residents (4.2%), pointing to additional needs for supportive transportation services and resources.

It is worth noting that ACS disability data has limitations. Many individuals experience multiple disabilities that are not fully captured by the ACS and its six standard categories, and research since 2011[8] has raised concerns that the ACS-6 may include individuals with temporary conditions while undercounting certain subgroups of people with enduring disabilities and chronic health conditions.

[7] ACS 2023 5-Year Estimates, Table S1810

[8] Health Affairs, Jean P. Hall, Noelle K. Kurth, Catherine Ipsen, Andrew Myers, and Kelsey Goddard 2022, Comparing Measures Of Functional Difficulty With Self-Identified Disability: Implications For Health Policy

Figure 5 ACS Types of Disability Across the County[9]

County	Hearing Difficulty	Vision Difficulty	Cognitive Difficulty	Ambulatory Difficulty	Self-Care Difficulty	Independent Living Difficulty
Alameda County	2.4%	1.7%	4.2%	5.0%	2.3%	5.2%

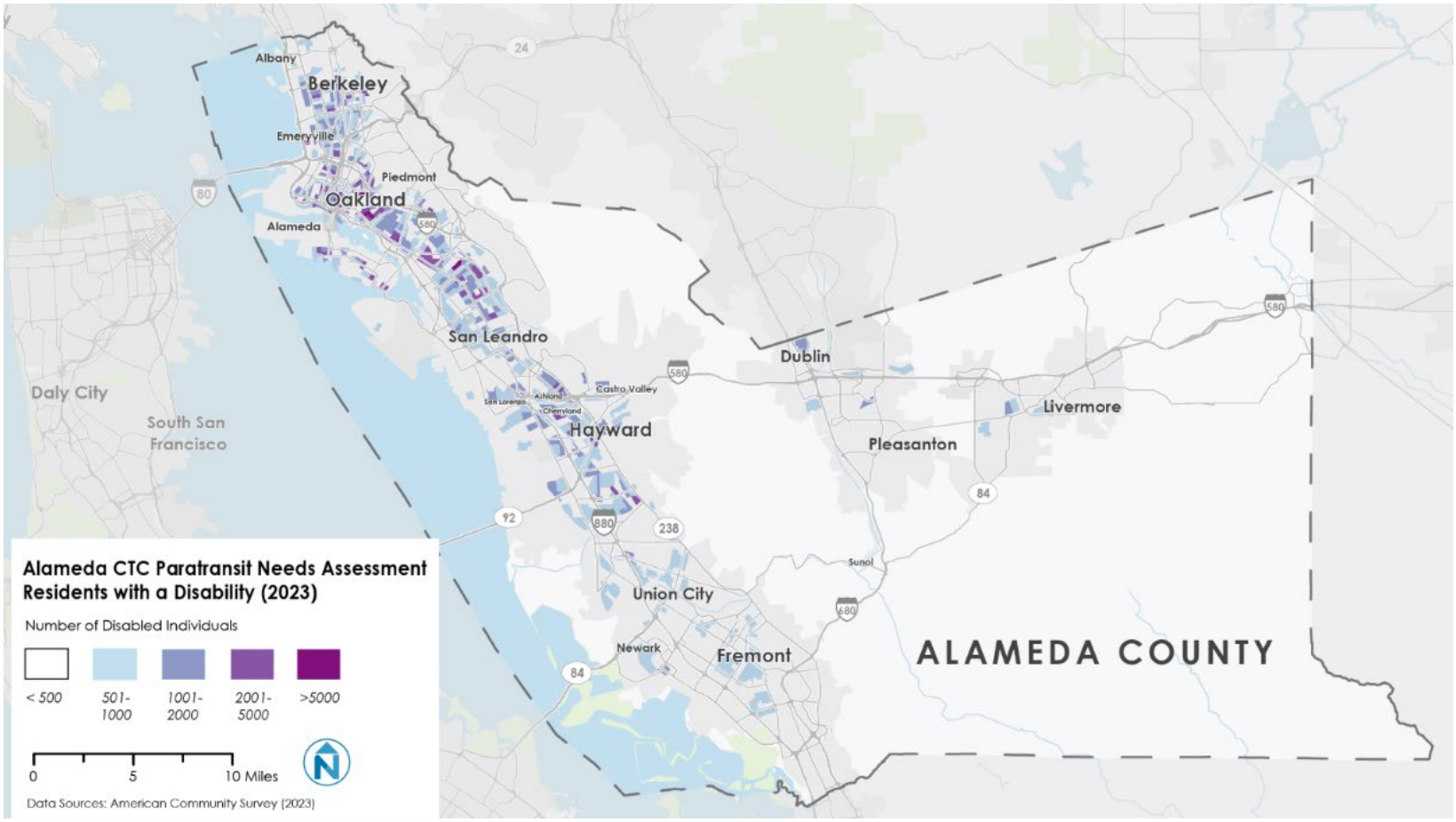
Source: ACS 2023 5-Year Estimates, Table C18120

The population of youth with disabilities is also on the rise. In 2023, 3.2% of all children under 18 had a disability.[10] This increase can be attributed to a variety of causes, including increased awareness of mental health, learning, and developmental disabilities and the mass disabling effects of the COVID-19 pandemic. This trend is also being observed nationally. Increasing youth disability rates will necessitate more transportation options that specifically cater to youth with disabilities.

[9] The ACS asks six different questions for each type of disability. A respondent can select "Yes" to multiple types of disability, which is why the table adds up to more than 10%. Across Alameda County, 10% of people reported having at least one disability.

[10] ACS 2023 5-Year Estimates, Table B18101. For more information, please see the National Center for Education Statistics report on Students with Disabilities.

Figure 6 Distribution of Alameda County Residents with a Disability



Source: ACS 2023 5-Year Estimates, Table B23024

Poverty Among Older Adults and People with Disabilities

In Alameda County, residents with disabilities experience significantly higher poverty rates than the overall population. Countywide, 18.4% of individuals with a disability live below the federal poverty level (less than 100% of the federal poverty level), double the 9.2% rate among all residents. Older adults also face elevated poverty rates, with 11.0% living below the federal poverty line (Figure 7).

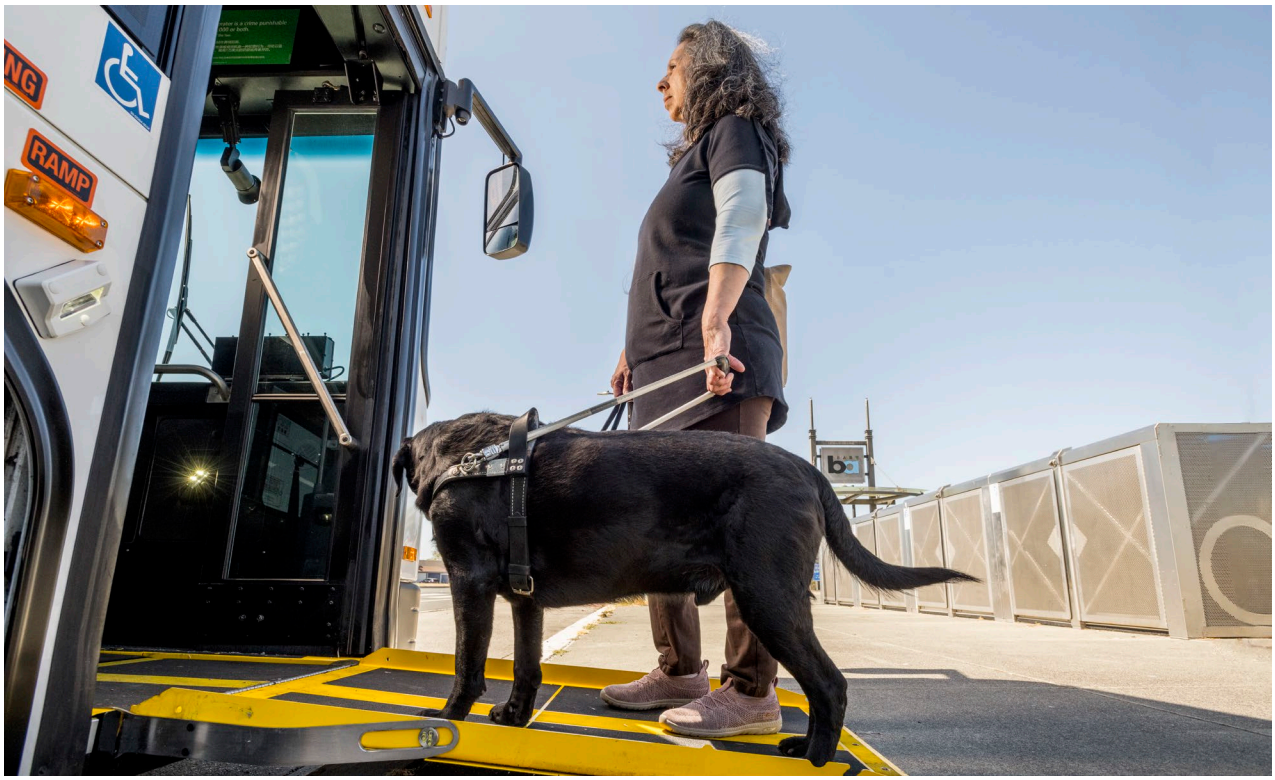
These trends reflect interrelated factors such as reduced labor force participation, higher rates of underemployment, reliance on fixed incomes (particularly among older adults), and increased out-of-pocket medical and accessibility-related costs. Together, these economic circumstances contribute to a significantly elevated poverty risk for individuals with disabilities across age groups.

Figure 7 Income in Alameda County

Income Characteristic	Alameda County	Older Adults in Alameda County	People with Disabilities
Median Household Income	$126,240	$77,320	$42,132
100% Below the Poverty Line	9.2%	11.0%	18.4%
200% Below the Poverty Line	19.6%	23.9%	34.4%

Source: ACS 2023 5-Year Estimates, Tables S1903, S1811, C18131, B17024, and S1703.

Figure 8 Photo of Passenger and Service Dog Boarding Bus



Summary of Demographic Trends

- **Alameda County's aging population will increase demand for accessible and specialized transportation.** The share of residents age 65 and older has grown from 10.8% in 2010 to 14.9% in 2023. More than one in five residents (20.8%) is now over the age of 60 and almost a third of residents (30%) will be in that age group by 2040. As the population continues to age, demand for accessible transportation services is expected to increase.
- **Older adults and people with disabilities are concentrated in higher-density areas, although geographic disparities persist.** Population density for both groups is highest in northern and central County aligning with existing transportation networks. However, dispersed concentrations in southern and eastern County highlight the need to address service availability in lower-density and suburban areas of the county.
- **High rates of disability and poverty create overlapping challenges for transportation access.** Approximately 10% of Alameda County residents live with a disability. Residents with disabilities experience significantly higher poverty rates (18.4%) than the overall population (9.2%) and have lower median household incomes. These disparities, along with mobility challenges, increases reliance on affordable and accessible transportation services.

3 EXISTING SERVICES

Transportation Resources in Alameda County

There are a variety of transportation options for older adults and people with disabilities in Alameda County. These services range from fixed-route public transit and ADA-mandated paratransit to local city programs, same-day services, shuttle services, non-profit transportation, private providers, and mobility management services. Together, these services provide varying levels of coverage, flexibility, and assistance for traveling across the county. This chapter describes the transportation options for older adults and people with disabilities, providing a snapshot of resources available at the time of the report. For more detailed information see Appendix A: Existing Transportation Services Summary or visit the Access Alameda website.

Fixed-Route Transit

Fixed-route transit is the most widely available and cost-effective transportation option in Alameda County. All major transit providers operate accessible vehicles and offer reduced fares for eligible older adults and riders with disabilities. For a detailed list of existing fixed-route services and discounted fare programs in Alameda County, please see Appendix A.

ADA Paratransit

ADA paratransit forms the foundation of accessible transportation in Alameda County. East Bay Paratransit, Union City Paratransit, and Wheels Dial-A-Ride provide complementary service within required ADA service areas. ADA paratransit remains the most heavily used accessible mode due to affordability, visibility, and ease of use. Figure 2 shows a map of existing ADA-mandated paratransit and city programs in Alameda County.

Shuttle Services

In addition to transit agency services, Alameda County is served by a range of community shuttles and specialized transportation programs. These services are typically sponsored by local jurisdictions, healthcare providers, or non-profit organizations and are designed to address gaps in the traditional transit network.

Community and Jurisdiction-Sponsored Shuttles

Several communities offer free or low-cost shuttles that support local travel needs such as shopping, community access, and short distance trips. These services are generally open to the public and use accessible vehicles similar to fixed-route transit. These programs are distinct from the city Accessible Fixed-Route Shuttles funded by Alameda CTC, which prioritize or limit eligibility to older adults and people with disabilities.

Healthcare and Social Service Transportation

Hospitals, social service agencies, and community-based providers also operate shuttle services, often connecting facilities to transit hubs or transporting clients to medical appointments and day programs. Many of these services are targeted and require referral through an affiliated agency.

Specialized programs operated by Program of All-Inclusive Care for the Elderly (PACE) providers and regional center transportation offer coordinated medical and supportive service trips for eligible participants. Depending on individual needs, transportation may be provided directly or arranged through ADA paratransit when fixed-route transit is not appropriate.



Non-Profit Transportation Programs

Non-profit organizations operate additional transportation or transportation-supportive programs to serve older adults and people with disabilities. These services may provide door-to-door assistance or travel training and are commonly supported through Alameda CTC discretionary funding or Federal Transit Administration (FTA) Section 5310 grants. These programs also include 2-1-1 support, group trips and access to food through grocery delivery.



Private Transportation

Private transportation providers play a significant role in the transportation system. Many fixed-route transit agencies and community shuttle programs contract with private transportation operators to provide ADA paratransit and other demand-responsive services. Riders typically access these services through the sponsoring agency, while taxis and Transportation Network Companies (TNCs) are requested directly. In recent years, TNC usage has increased due to app-based scheduling and payment convenience.

While most private services are not inherently accessible, Wheelchair Accessible Vehicle (WAV) options are available through certain programs, though availability in

Alameda County is inconsistent in where companies offer the service and how much they charge for rides.

The county is also served by Non-Emergency Medical Transportation (NEMT) providers, which transport Medicaid/Medi-Cal beneficiaries to essential healthcare services as required under federal regulations.

Volunteer Driver or Door Through Door Programs

Volunteer driver programs provide individualized, door-through-door assistance for older adults whose needs are not fully met by ADA paratransit or other services. These programs are particularly valuable for riders who require mobility assistance, help with packages, or trips outside standard service areas.

Since the last PNA, volunteer driver programs in Alameda County have declined due to funding and staffing constraints. Several programs have discontinued services or shifted operations, leaving limited remaining options. Today, volunteer-based service is more geographically constrained and less widely available than in prior years.

Mobility Management

Mobility management services connect individuals to appropriate transportation options through information and referrals (I&R), trip planning, eligibility support, coordination, and outreach. These programs help riders navigate a complex system and match trip needs to the most suitable service.

For more information on mobility management providers currently operating in Alameda County please see Appendix A. While other organizations provide informal assistance, formal mobility management capacity varies across the county.

Travel Training

Travel training programs support safe and independent use of fixed-route transit by older adults, people with disabilities, and other priority populations. This includes training in fare payment and technology (e.g., Clipper cards), scheduling trips for demand-response services, and applying for relevant services and fare subsidies in addition to riding transit vehicles. These programs build rider skills and confidence, improving access to employment, healthcare, education, and daily needs.

Travel training is typically delivered by non-profits, transit agencies, and local jurisdictions and represents a cost-effective strategy for expanding access to the most widely available transportation options. For more information on travel training programs currently operating in Alameda County, please see Appendix A.

Figure 9 Photo of Clipper Card Farebox Travel Training Session



Summary of Existing Transportation Services

- Accessible transportation options vary widely across jurisdictions. While some cities offer robust programs (e.g., ADA-mandated paratransit, TNC/taxi programs, accessible shuttles/vans, and mobility management/travel training, etc.), others have few services and city-based programs, resulting in uneven access and utilization.
- The service provision in Alameda County is fragmented, with multiple providers, eligibility systems, and service models that confuse riders and duplicate administrative efforts.
- Some modes of city and non-profit programs, notably volunteer driver programs, have declined significantly, leaving other mode types, like same-day transportation services to provide more trips, straining existing programs. These are likely to require expansion and increased funding in coming years.
- There is strong interest in additional mobility management and travel training resources, particularly by cities and non-profit providers. This is an essential element of Alameda CTC's discretionary grant program.

4 COMMUNITY ENGAGEMENT

Overview

Alameda CTC identified the following key goals for the PNA public outreach process that support the evaluation of mobility needs:

1. Engage with community members to learn about their current transportation usage.
2. Educate stakeholders and community members about existing paratransit and accessible transportation service options and programs in cities and unincorporated areas.
3. Identify issues and opportunities of existing services and unmet needs.
4. Identify potential barriers to new programming and implementation.

Figure 10 Photo from USOAC Convention



Alameda CTC conducted outreach between spring and fall of 2025. Using a hybrid approach to engagement, virtual, in-person, and mixed formats helped the project team gain insights into the transportation needs and challenges for older adults and people with disabilities. For more detailed information on the community engagement process, please see Appendix C and Appendix D.

Methods

Engagement methods used for the PNA include:

- Community Survey
- Stakeholder Interviews
- Peer Agency Strategy Meetings
- Committee Meetings.
- Community Events, Meetings, and Pop-ups

Community Survey

A survey was available in three languages, online and in paper copy, between June and September 2025. In total, the survey collected 524 responses, including 24 in

Chinese, and one in Spanish. Among survey respondents, 71% reported filling it out themselves, 8% reported filling it out for someone else, and 9% reported filling out the survey for themselves and another person. The survey was one of several inputs used to identify needs for this assessment, alongside stakeholder interviews, peer agency research, and committee input. It is important to note that the survey was designed to gather input from older adults and people with disabilities and was not intended to be representative of Alameda County's overall population distribution.

Survey Respondent Demographics

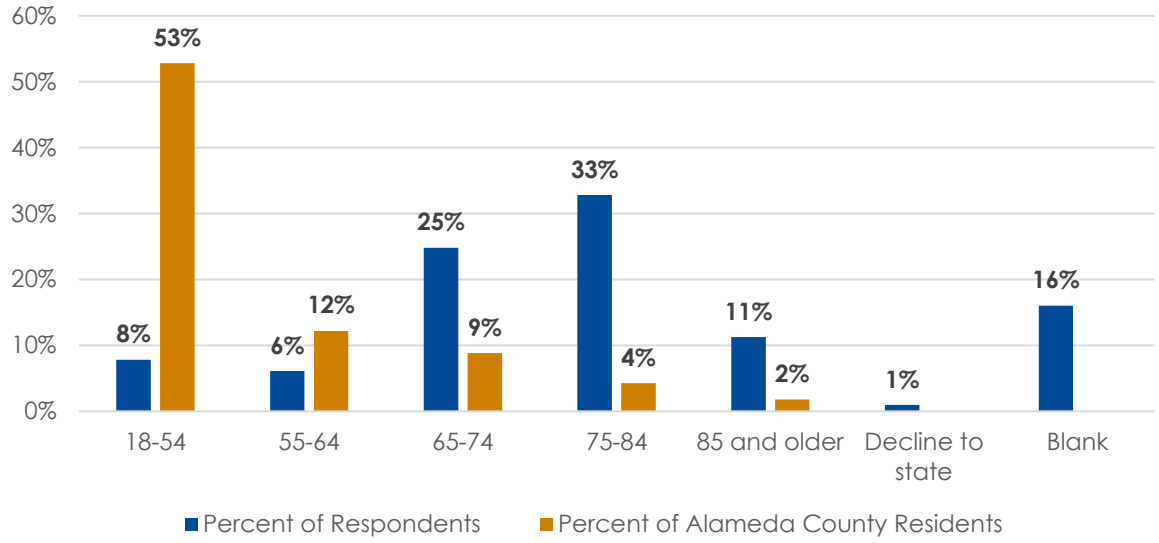
Disability

Among the 461 respondents who answered this question, the largest share were older adults without a disability (44%), followed by older adults with a disability (37%), people with disabilities who are not older adults (13%), while 6% identified as neither. Respondents who identified as having a disability were then asked a follow-up question to indicate the type(s) of disability they experience and could select all that applied; therefore, percentages do not total 100%. Ambulatory difficulty was the most commonly reported disability type (64%), followed by vision difficulty (37%) and hearing difficulty (27%). This aligns with countywide disability data, where ambulatory difficulty is among the most prevalent disability types. Consistent with these findings, over one-third of all respondents reported traveling with a cane, walker, or rollator (36%), while 14% travel with a care provider or attendant.

Age

Among all respondents, 83% provided age data (Figure 11). Of those, 14% reported being younger than 65, and the largest age group was 75 to 84 years old (33%). This aligns with the county's broader demographic trends, where the 75 and older age group has comprised much of the growth in the older adult population in recent years.

Figure 11 Percentage of Respondents by Age (N=524)



Source: American Community Survey (ACS) 2023 5-Year Estimates, Table B01001

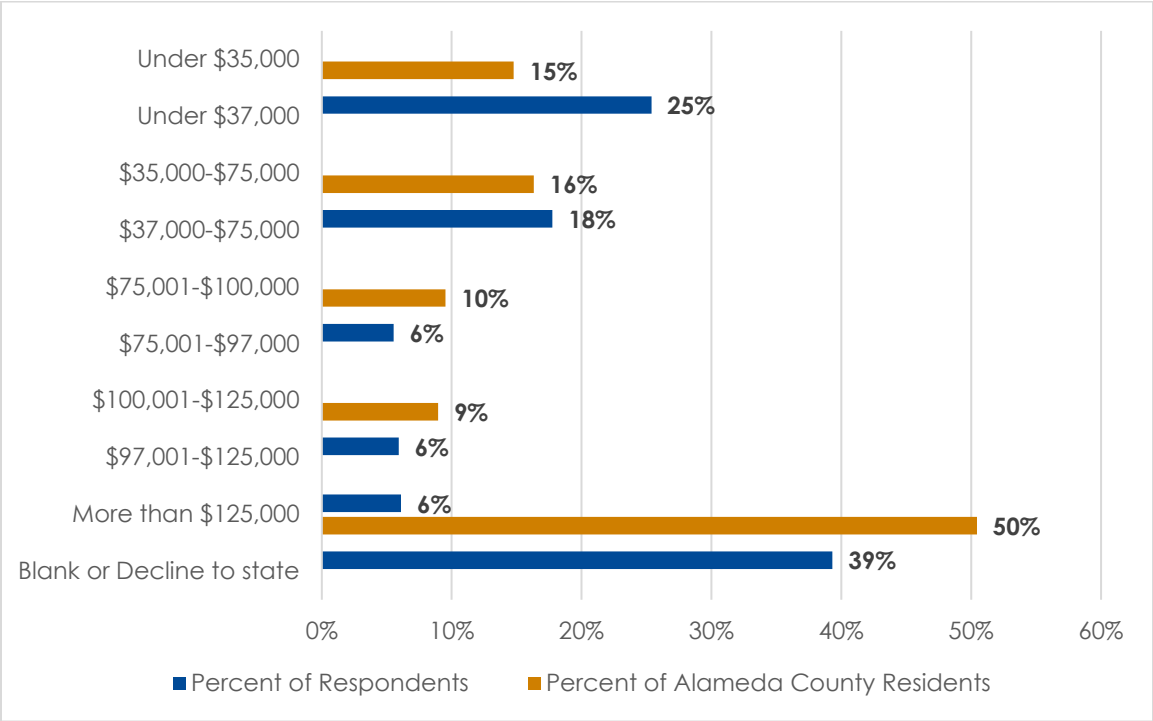
Income

Approximately 40% of respondents either declined to provide income data or left the demographic question about household income blank. Of those who responded, a quarter reported an annual household income of under $37,000, representing the largest percentage of responses (Figure 12).

While income breaks between ACS 2023 data and the survey question differed slightly,[11] the results indicate that household income among respondents skewed significantly lower than that of Alameda County residents overall. According to ACS data, half of Alameda County residents have an annual household income of more than $125,000 compared to only 6% of survey respondents. At least part of this discrepancy may reflect the higher proportion of older adults with lower incomes who completed the survey.

[11] Survey income levels were based on data from the Alameda County Housing and Community Development Department (HCD) and the U.S. Department of Housing and Urban Development (HUD). This includes HUD rates for a two-person household and California HCD rates for anything beyond the HUD rates (100%, 120% AMI).

Figure 12 Percentage of Respondents by Annual Household Income (N=524)



Source: ACS 2023 5-Year Estimates, Table B19001

Stakeholder Interviews

Alameda CTC conducted in-depth interviews with nine stakeholders between August and November 2025. Stakeholders included elected officials, commissioners, service providers, advisory committee members, and advocacy groups. These interviews provided a clearer understanding of the landscape surrounding transportation services for older adults and people with disabilities. Furthermore, the stakeholders interviewed provided key insights into some of the gaps and challenges from a service provision perspective.

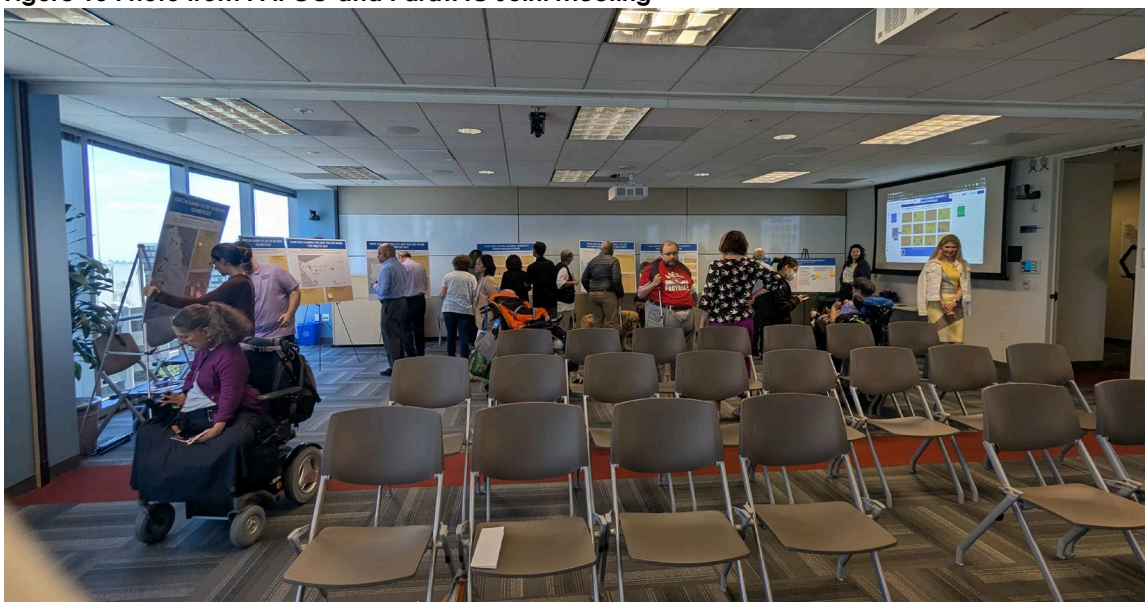
Peer Agency Strategy Meetings

In addition to the stakeholder interviews focusing on the landscape of accessible transportation services, the project team held three strategy meetings with local peer agencies between November and December 2025. These peer agency meetings with Marin Transit, the Contra Costa Transportation Authority, and Livermore Amador Valley Transit Authority (LAVTA) focused on gaining a better understanding of accessible transportation programs in the Bay Area.

Committee Meetings

The project team presented at and engaged with several committees over the course of the project, including PAPCO, ParaTAC, East Bay Paratransit Access Committee, AC Transit's General Manager's Access Committee, the Age Friendly Council, the Alameda County Developmental Disabilities Council, and the Alameda County AAA Senior Information and Round Table. Presentations at committee meetings were an opportunity to share initial findings and progress on the project, as well as create a space for more in-depth discussion and engagement in the future.

Figure 13 Photo from PAPCO and ParaTAC Joint Meeting



Community Events, Community-Based Organization Meetings, Pop-Ups, and Postcard Distribution

Figure 14 Summary of Interactions at Events and Pop-Ups



In addition to committee meetings, the project team tabled at various public events, met with community-based organizations, and conducted pop-up outreach from March through September 2025. The goal of event tabling was to promote the PNA and direct people either to the Access Alameda webpage or the survey link. Some events included interactive outreach, such as asking people who visited the table to provide feedback and share their experience of traveling around the County.

At community events, the project team distributed physical postcards with resources to learn more about the PNA, the Access Alameda website, and to access the online survey. Post cards were handed out at community events and pop-ups and were shared with stakeholders for wider distribution throughout the community. A list of events attended is provided in Appendix C.

Figure 15 Photo from September Healthy Living Festival

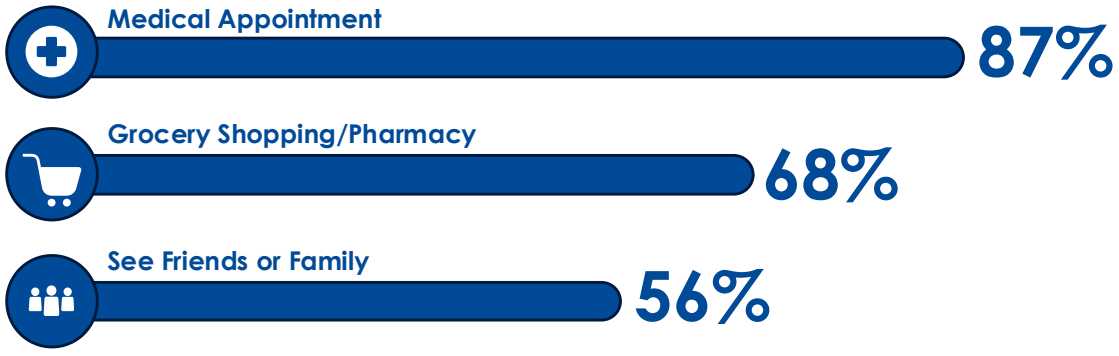


Summary of Engagement

A summary of feedback from community and stakeholder engagement for the PNA are described below (in no particular order).

Older adults and people with disabilities want access to medical trips and trips beyond medical destinations. While medical trips are the most common and critical type of trips people take, there was consistent feedback from the community to provide access to more recreational destinations, particularly parks and outdoor spaces.

Figure 16 Top Survey Responses for Destinations



Older adults and people with disabilities want evening and weekend service, but service provision is constrained. There was significant feedback about providing

more service in later parts of the day and on weekends. Service providers noted limitations to expanding service span due to difficulty in securing funding to meet those higher costs. Fixed-route service has seen reductions recently as well, which affects paratransit availability.

> ***"[We] want to allow people to get up and go where they need to go when they need to go and meet their needs where they are." – Stakeholder Interview***

Current trips can be uncomfortable and make some riders feel unsafe and uncared for. Riders of paratransit and city services reported discomfort on trips due to the vehicles, the surrounding infrastructure, and their treatment by operators. They also reported rides taking too long and a lack of multilingual support throughout both the reservation process and on the ride itself.

There is a need for better service coordination. While service providers do currently coordinate with each other, it has not produced a seamless service for passengers. Riders report confusion and difficulty navigating eligibility application processes, transfers between services, and resources that inform the community about the combination of programs and services available. The need may have more to do with the marketing and broadcasting of available services than the actual lack of services available.

> ***"Coordination of services is wonderful, but people can't get information, and consumers aren't getting that info. There is a huge digital divide. People can't access the coordination of services and get access to them. That system needs to improve. Systems should talk to each other more." – Stakeholder Interview***

Same-day on-demand WAV programs seem to be the most popular type of service, but East Bay Paratransit is used most often. Survey and stakeholder feedback indicated a significant interest in more same-day trips, as well as more WAV programs and services. The survey, however, indicated that East Bay Paratransit was the most common service respondents used, though that may have more to do with what's available for the trips respondents take than what is preferred.

Among the "Other" responses to the question about which ADA paratransit services respondents used, participants mentioned Ride-On Tri-City and Hayward HOP (both City-provided programs), as well as County Connection, a Contra Costa County ADA paratransit service that provides connections to East Alameda County.

Training in digital and tech literacy is a critical need to connect programs and services with the people who need them. Stakeholders shared that the digital divide is a significant factor in limiting access to services for older adults and people with disabilities. More management, education, and training to bridge that divide could help people access services they need.

5 TRANSPORTATION NEEDS AND GAPS

This chapter draws on several sources including demographic data (Chapter 2), analysis of current programs and offerings (Chapter 3), and outreach conducted with older adults and people with disabilities, their advocates, and agencies who serve them (Chapter 4). Needs and gaps generally fall into three themes: Service Levels and Coverage, Service Access and Information, and Safety and Security. This chapter organizes needs by theme and connects each need with a corresponding gap.

Service Levels and Coverage



The percentage of Alameda County's population of older adults and people with disabilities is growing. This trend indicates a need for service levels and coverage to expand to match demand. Existing systems, however, are already constrained or at capacity to meet existing needs.

Stakeholder interviews and meetings with transportation providers identified concerns about existing service coverage reaching target populations effectively. Few cities and providers offer accessible shuttles, door-through-door/volunteer driver programs, means-based fare programs, and meal delivery programs. Some jurisdictions have very few available services, such as Sunol, where residents lack any service options aside from a volunteer driver program provided through the discretionary grant program. Even if an area has access to ADA paratransit, service is often only available within the legally mandated three-quarter mile radius of a fixed-route transit route, leaving gaps in coverage. This means that reductions or changes to fixed-route transit service can directly affect paratransit service areas, as the boundaries of ADA paratransit eligibility are tied to the extent of the fixed-route network. Communities that lose fixed-route service may also lose access to ADA paratransit, compounding existing coverage gaps.

While service levels and coverage present challenges in terms of options available, significant affordability issues for customers and insufficient resources for service providers constrain access to services and the ability to expand offerings. Providers

noted in interviews and group discussions that funding is limited for transportation beyond ADA-mandated service. Potential reductions in federal or state funding could further constrain paratransit service coverage, narrow eligibility criteria, and limit the overall accessibility of services for older adults and people with disabilities over time. At the same time, Census data indicates older adults and people with disabilities in Alameda County earn 61% and 33% of overall median income across the county, respectively.[12] These factors combined signal a target population that requires affordable transportation options and a suite of services.

Figure 17 Service Levels & Coverage Needs and Gaps

Need	Gap	Sources
Some areas in Alameda County lack sufficient and affordable service options for older adults and people with disabilities. ***Identified as a need in the 2017 Needs Assessment***	Services vary by level and coverage across the county.	• Existing Conditions Analysis • Stakeholder Engagement • Program Review
Alameda County's population is aging and the percentage of population with a disability is growing. Service will need to expand to match demand.	County population is aging, increasing demand for specialized transportation.	• Existing Conditions Analysis • Stakeholder Engagement • Program Review
Older adults and people with disabilities require additional resources and considerations to make transportation services accessible and affordable. ***Identified as a need in the 2017 Needs Assessment***	Affordability barriers to accessing services exacerbates equity gaps.	• Existing Conditions Analysis • Community Engagement • Stakeholder Engagement • Peer Agency Strategy Meetings
There are challenges to access funding to allow more groups to participate in programs and services and to coordinate limited resources among providers across jurisdictions.	Constrained resources limit service enhancement and expansion.	• Existing Conditions Analysis • Peer Agency Strategy Meetings • Program Review

[12]American Community Survey (ACS) 2023 5-Year Estimates, Tables S1903 and S1811

Service Access and Information



Gaps in service access can result from a range of barriers. Complexity, affordability, and technology are all different ways in which older adults and people with disabilities can face challenges navigating transportation options. The range of services available in Alameda County, including ADA paratransit, city programs, cross-county trips, fixed-route transit, and medical transportation, creates a complex service landscape that can be difficult for riders and caregivers to navigate. This complexity points to a need for dedicated mobility management support to help connect riders to the right services, a strategy explored further in Chapter 6.

One of the primary ways riders are expected to access and navigate accessible transportation services is through digital tools and technology. While Census data shows that most older adults have access to phone and internet services in Alameda County,[13] many stakeholders shared that older adults and people with disabilities do not use the internet or own a smartphone even when access is available. For riders that do use apps or websites, many platforms are not accessible to screen readers. Feedback from stakeholder interviews and survey data also included concerns around communication clarity and how to access services over the phone or online.

Beyond digital access, these challenges extend into the administration and coordination of services, particularly around eligibility and application processes. Applications for paratransit eligibility can be long and arduous for staff and the management of paperwork and data on the back end is currently tedious and time-consuming. One stakeholder shared they receive different information on applications and eligibility every time they call on behalf of a client.

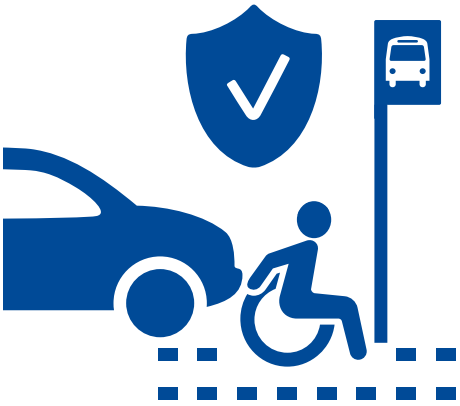
In addition to concerns around eligibility processes, community and stakeholder feedback highlighted broader challenges related to coordination and consistency across programs in the county. This can make navigating numerous services for cross-county trips difficult to organize and execute for riders and service providers. For example, one stakeholder noted that riders cannot travel from Central County to East County using ADA paratransit, highlighting how program boundaries and inconsistent information can create confusion and barriers to access.

[13] American Community Survey (ACS) 2023 5-Year Estimates, Table S28005

Figure 18 Service Access & Information Needs and Gaps

Need	Gap	Sources
There are current gaps in service accessibility due to outdated technology for reserving and navigating trips, as well as a lack of education around accessing technology. ***Identified as a need in the 2017 Needs Assessment***	Service access and awareness is limited by technology, complex service models, and affordability.	• Existing Conditions Analysis • Stakeholder Engagement • Community Engagement • Peer Strategy Meetings
A lack of agency coordination and passenger-facing consolidation makes navigating the services across the county difficult.	Difficulty navigating service options and programs, especially combining medical and non-medical transportation.	• Existing Conditions Analysis • Stakeholder Engagement • Community Engagement • Program Review • Peer Strategy Meetings

Safety and Security



For transportation providers to effectively offer services to older adults and people with disabilities, the options available must ensure a safe and comfortable customer experience. Vehicle and road conditions, as well as pedestrian infrastructure, all affect the comfort and safety of trips. Traffic conditions, road safety, and emergency event preparation also contribute to the safety and security of the community and transportation for older adults and people with disabilities. All of these factors must be considered to have a comprehensive understanding of the transportation experience of older adults and people with disabilities.

A review of Alameda County's High Injury Network and Proactive Safety Network identified a higher safety risk in areas that overlap with the places where older adults and people with disabilities tend to live.[14] During engagement presentations to different committees and stakeholder groups, participants were very interested in the overlap between older adults, people with disabilities, and those networks. Many stakeholders emphasized the need to improve access to both fixed-route and

[14] Alameda CTC 2024 High-Injury Network and Proactive Safety Network Report

paratransit pick-up and drop-off locations and to improve the pedestrian network to make it safer to walk and roll.

Community and stakeholder feedback also identified challenges related to vehicle and road conditions for accessible transportation. Specific notes related to vehicle conditions included a need for improved vehicle maintenance, better hookups and securement, shock absorbers on buses, and vehicles that can properly accommodate larger wheelchairs and mobility devices. For road conditions, people highlighted rough and uncomfortable rides due to potholes and poor road maintenance along common routes for paratransit services.

Figure 19 Photo of Bus Passenger



Stakeholder interviews highlighted emergency preparedness as another key consideration to the safety and security needs of older adults and people with disabilities. They wanted to ensure that local jurisdictions work with partner agencies as needed to coordinate support for these populations in the event of emergencies, particularly for those who rely on paratransit as their only means of transportation.

Figure 20 Safety & Security Needs and Gaps

Need	Gap	Sources
Older adults and people with disabilities are more at risk as pedestrians and are vulnerable to poor sidewalk and crossing conditions on high-speed roadways.	Services and residences are on high-speed roadways that impact transportation access.	• Existing Conditions Analysis • Stakeholder Engagement
Vehicle and road conditions for paratransit routes and services need improvements for a comfortable travel experience. ***Identified as a need in the 2017 Needs Assessment***	Vehicle and road conditions impact ride experience and access on paratransit.	• Stakeholder Engagement • Community Engagement
Local jurisdictions should proactively develop comprehensive emergency preparedness plans that include people with disabilities and older adults.	Increasing concerns with options during emergency events like wildfire evacuation scenarios.	• Stakeholder Engagement • Community Engagement

Summary of Transportation Needs and Gaps

The gaps and needs identified in this chapter reflect both the perspectives of transportation service providers and the lived experiences of older adults and people with disabilities in Alameda County. Together, these findings highlight the transportation challenges across the county, where limitations in service coverage, access, and safety can make it more difficult for riders to access essential destinations and maintain their independence. As Alameda County's population of older adults and people with disabilities continues to grow, addressing these needs will require coordinated and flexible approaches that improve the customer experience while supporting providers' ability to deliver reliable and accessible services. These findings informed the development of the strategies presented in the following chapter.

6 STRATEGIES

Overview of Strategies

This chapter presents a series of strategies that were developed in collaboration with stakeholders to address the needs identified through demographic data, analysis of existing services, engagement, and a review of peer agency approaches. After refining the strategies, Alameda CTC developed concept categories to group similar strategies together, such as mobility management strategies or transportation programs, for easier comprehension and evaluation. The categories were developed based on the team's expertise with similar needs assessments and coordinated plans throughout the Bay Area and the accessible transportation industry.

Each strategy is grouped into one of the following six categories, based on the way in which the strategy addresses the needs identified for older adults and people with disabilities:



Mobility management strategies address needs through improved organization, coordination, and communication of transportation programs across the county and region. Mobility management strategies re-shape governance processes and organization, while establishing partnerships to improve the management of transportation programs and services. These strategies also include broadening outreach, marketing, and communication about programs and services available, and coordinating with partner agencies to improve that promotion to the communities these transportation options serve.



Transportation program strategies address needs through the addition of new transportation options for older adults and people with disabilities or refining and improving existing options. Transportation program strategies offer new or updated services for older adults and people with disabilities. They propose recommendations for improving transportation access for these groups, based on state and national best practices.



Affordability and fare strategies address needs through lowering the existing cost of transportation services or exploring new low-cost opportunities. Affordability and fare strategies are designed to lower the cost barrier to transportation services for older adults and people with disabilities. These strategies address access to existing low-cost opportunities, as well as potential for discounted fares and transportation service costs.

Safety, security, and infrastructure strategies address needs through improved safety, comfort, and access throughout the transportation experience. Safety, security, and infrastructure strategies prioritize the comfort and safety of older adults and people with disabilities when using transportation services. This includes accessible and comfortable infrastructure and vehicle fleet conditions, ADA transition plan updates and improvements, and emergency response scenarios.

Technology strategies address needs through improved access to technology or innovative technological solutions. Technology strategies recognize the potential barrier to access services due to the digital divide and outdated workflow technology. These strategies address changes and updates to technology that can improve supplier-side processes, demand-side efficiency and ease with using services, and communication channels between service providers and the people accessing those services.

Funding strategies address needs through increased funding and improved opportunities to fund and financially support projects and programs. The funding category aims to support accessible transportation services through Alameda CTC's legislative program at local, regional, and statewide scales. Protecting and increasing sustainable funding for transportation for older adults and people with disabilities can allow providers to provide more services as well as improve the quality of existing services.

Each strategy is also connected to a needs theme identified in Chapter 5. Figure 21 presents an overview of strategies, the category they fall under, and the need theme they address. This comprehensive list of strategies will inform future planning for all agencies and organizations involved in accessible transportation within Alameda County.

Figure 21 Strategies and Need Theme Addressed

Strategy	Theme 1: Service Levels & Coverage	Theme 2: Service Access & Information	Theme 3: Safety & Security
Mobility Management			
Define and operationalize a County-level mobility management function		●	
Expand data collection and analysis techniques to understand city program rider experiences	●		
Develop and support a consistent program design across communities for Alameda CTC-funded services and programs	●	●	

Strategy	Theme 1: Service Levels & Coverage	Theme 2: Service Access & Information	Theme 3: Safety & Security
Explore opportunities for instituting a mobility services helpline to address urban transportation questions and issues		●	
Enhance customer service training for transportation staff		●	
Update marketing plan and materials for accessible transportation services and options across the county		●	
Transportation Programs			
Support on-demand WAV transportation	●		
Explore ways to expand subsidized transportation network companies (TNC) programs across the county with mobile applications and concierge options	●		
Identify and expand on-demand, accessible transportation options where there are gaps in service	●		
Support countywide volunteer driver transportation/door-through-door options	●		
Support improved quality of ADA-mandated services	●		
Pilot single-seat rides across jurisdictions within Alameda County	●		
Improve access for all mobility devices across transit and paratransit services		●	
Support programs that allow riders to take trips outside of business hours	●		
Support accessible transportation opportunities and programs specifically for youth with disabilities	●	●	
Affordability and Fares			
Explore opportunities for enhancing affordability across the program and potential new means-based initiatives	●		
Explore and support innovations in meal delivery services and accessing healthcare		●	
Safety, Security, and Infrastructure			

Strategy	Theme 1: Service Levels & Coverage	Theme 2: Service Access & Information	Theme 3: Safety & Security
Support local jurisdictions and agencies in preparing emergency plans that consider mobility constraints for older adults and people with disabilities			●
Explore ways to expand wheelchair breakdown service throughout Alameda County			●
Invest in and prioritize safety and physical access improvements for older adults and people with disabilities			●
Encourage jurisdictions to update ADA transition plans and identify a strategy to implement transportation infrastructure improvements identified in these plans			●
Technology Strategies			
Support technology solutions for mobility programs, including creating a mobility wallet to access vouchers and exploring countywide eligibility for means-based fare programs through data collaboration	●	●	
Support initiatives to educate users on transportation technology and internet-based platforms		●	
Support adaptive, new mobility services such as accessible options for bikeshare, car share and autonomous vehicles	●		
Funding			
Support local, regional, and statewide funding options as part of Alameda CTC's legislative program		●	

Priority Strategies

To help guide near-term program investments, Alameda CTC identified five priority strategies for advancement in the coming fiscal years based on potential impact, feasibility, and alignment with identified mobility needs. While these strategies were selected for near-term focus, all strategies included in this report remain important agency priorities for future implementation in the Alameda CTC Paratransit Program.

Prioritization Process

In Fall 2025, Alameda CTC staff identified thematic needs and peer strategy examples using feedback from community engagement and a review of existing conditions in Alameda County. At the October 2025 PAPCO meeting, the committee reviewed high-level strategies, and the committee's input informed further refinement and development of draft strategies.

After this refinement, staff shared a feedback form with members of ParaTAC in December 2025 and with PAPCO members, PDGP grant recipients, and stakeholder interviewees in January 2026. Staff also hosted a virtual "office hours" in December 2025 for ParaTAC members and January 2026 for PAPCO, PDGP recipients, and stakeholder interviewees for members to discuss the draft strategies. PAPCO members also provided feedback at the January PAPCO meeting.

Staff reviewed the results of the stakeholder input against the key needs to determine which five strategies held the highest potential for immediate impact and feasibility within Alameda CTC's Paratransit Program.

Priority Strategies

- **Define and operationalize a county-level mobility management function.**

  As part of an ongoing regional mobility management initiative, define mobility management in Alameda County that focuses on providing consistent information and referrals for older adults and people with disabilities. Work with sub-county agencies already performing this function, coordinate and define expectations, and estimate resources and costs needed.
- **Identify and expand on-demand, accessible transportation options where there are gaps in service.**

  Evaluate new and existing efforts in the county, assess ongoing demand for services, find opportunities for regional connection, and work to expand coverage countywide. Identify targeted pilot programs and initiatives to fill gaps in service. Build upon the Access for All Program for on-demand wheelchair accessible vehicles (WAVs) transportation to strengthen coverage countywide.
- **Develop and support a consistent program design across communities for Alameda CTC-funded services and programs.**

  Work with partner agencies to establish a baseline program of offerings across the county and standardize eligibility. Provide more guidelines and recommendations on program offerings to ensure that programs and program distribution are offered consistently across the county. Explore opportunities for better coordination with neighboring jurisdictions.

- **Invest in and prioritize safety and physical access improvements for older adults and people with disabilities.**

  Support efforts that assess and invest in safer, more accessible infrastructure for older adults and people with disabilities, especially when accessing common destinations, including senior centers, medical facilities, and transportation stations. Identify opportunities to more effectively fund and deliver upgrades at bus stops that are consistent with Public Right-of-Way Accessibility Guidelines (PROWAG) from the U.S. Access Board.
- **Explore opportunities for enhancing affordability across the program and potential new means-based initiatives.**

  Develop a comprehensive strategy for affordability options across the program, such as means-based offerings and improving access to discount fare cards, for income-qualified residents.

Summary of Strategies

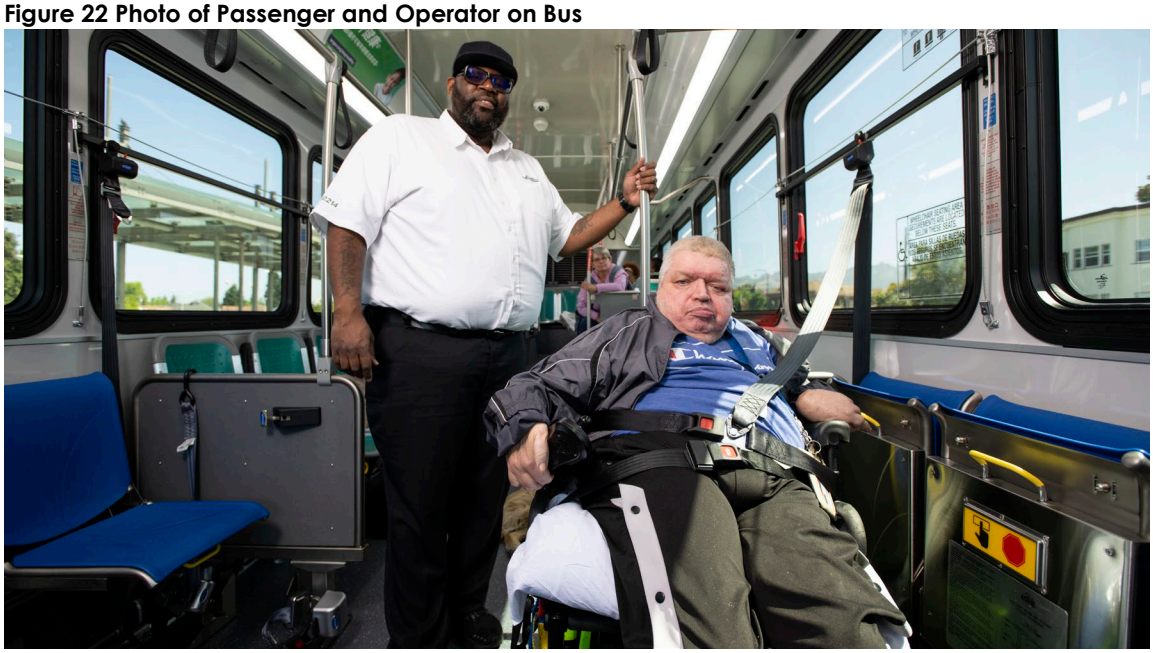
The strategies presented in this chapter provide a comprehensive framework for addressing the transportation needs of older adults and people with disabilities across Alameda County. While all strategies represent important priorities for the Alameda CTC Paratransit Program, the five priority strategies identified through the stakeholder engagement and prioritization process are intended to guide near-term investments and program improvements. Implementation planning for the priority strategies will occur as part of future Alameda CTC Paratransit Program efforts, with Alameda CTC working in coordination with partner agencies and organizations to advance implementation opportunities over time. PAPCO and ParaTAC will continue to receive updates as these efforts progress, ensuring that the communities these strategies are designed to serve remain central to the process.

7 CONCLUDING REMARKS

The 2026 PNA report reflects a critical moment for accessible transportation in Alameda County. As the county's population of older adults and people with disabilities continues to grow, the need for reliable, affordable, and accessible transportation services will also increase. Informed by demographic data, technical analysis, and extensive community engagement, this report identifies existing needs, challenges, and considers how these needs may evolve as the county's population changes. By examining current needs alongside future projections and emerging trends, the report provides a foundation for addressing immediate needs, improving existing services, and considering sustainable approaches as demand continues to grow.

The strategies identified in this report are intended to serve as a resource for Alameda CTC and its partners, including ADA-mandated providers, city programs, and non-profit community-based organizations, as they work to improve accessible transportation across the county. They provide a starting point for further planning and implementation, including consideration of how services and programs may need to respond to changing needs over time. The report also serves as a guide for municipal decision-makers and community leaders to enact strategic policies, programs, and infrastructure improvements that meet the mobility needs of older adults and people with disabilities both now and in the future. Together with the 2026 Countywide Transportation Plan, the PNA helps ensure that the needs of these communities are reflected in Alameda County's broader transportation future.

Figure 22 Photo of Passenger and Operator on Bus



8 APPENDICES

The appendices are provided as separate documents. Use the hyperlinks below to access each appendix.

- Appendix A: Existing Transportation Services Summary
- Appendix B: Demographic Profile Maps
- Appendix C: Engagement Summary Report
- Appendix D: Engagement Materials