

TRANSPLAN Technical Advisory Committee

30 Muir Road, Martinez, CA 94553

Participating entities: Cities of Antioch, Brentwood, Oakley and Pittsburg • Contra Costa County
Tri Delta Transit • 511 Contra Costa • Contra Costa Transportation Authority (CCTA) • Caltrans District 4 • BART
TRANSPLAN • State Route 4 Bypass Authority • East Contra Costa Regional Fee & Financing Authority (ECCRFFA)

Meeting Location:

Antioch City Hall, 3rd Floor Conference Room
Tuesday, February 18, 2014, 1:30 to 3:30 p.m.

AGENDA

*NOTE: The Technical Advisory Committee (TAC) agenda/packet is only distributed digitally, **no paper copies will be sent.** If you need a printed copy please contact TRANSPLAN staff.*

Action/Discussion Items (see attachments where noted [♦])

- 1:30 Item 1: Draft 2013 East County Action Plan for Routes of Regional Significance:** *The TAC will review and discuss the comments received on the Draft East County Action Plan (comment period ended January 15, 2014). ♦ Page 2*
- 2:15 Item 2: Central Contra Costa Transit Authority (CCCTA) Contra Costa County Mobility Management Plan (MMP):** *The TAC will review and discuss the MMP and forward comments to the TRANSPLAN Committee for consideration, per the direction of the Contra Costa Transportation Authority (CCTA). ♦ Page 60*
- 3:00 Item 3: Metropolitan Transportation Commission (MTC) Community Based Transportation Plan (CBTP):** *MTC has approved funding in the amount of \$60,000 for the development of a plan for East Brentwood which encompasses a portion of Brentwood, Unincorporated county and is within the Tri Delta Transit service area. CCTA staff requested that the TRANSPLAN TAC discuss the issue and possible next steps. ♦ Page 117*
- 3:30 Item 4: Adjourn to Tuesday, March 18, 2014 at 1:30 p.m.**
The Technical Advisory Committee meets on the third Tuesday afternoon of each month, starting at 1:30 p.m. in the third floor conference room of the Antioch City Hall building. The Technical Advisory Committee serves the TRANSPLAN Committee, the East Contra Costa Regional Fee & Financing Authority, and the State Route 4 Bypass Authority.

Persons needing a disability-related accommodation should contact Jamar Stamps, TRANSPLAN staff person, at least 48 hours prior to the starting time of the meeting. Mr. Stamps can be reached at (925) 674-7832 or at jamar.stamps@dcd.cccounty.us.

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ITEM 1
DRAFT 2013 EAST COUNTY ACTION PLAN

MEMORANDUM

Date: February 13, 2014
To: TRANSPLAN TAC
From: Julie Morgan, Fehr & Peers
Subject: Summary of Comments Received and Incorporated into East County Action Plan for Routes of Regional Significance

WC13-3009

At the TRANSPLAN meeting on November 14, 2013, the Board took action to release the draft East County Action Plan for Routes of Regional Significance to the local jurisdictions in East County and to the other Regional Transportation Planning Committee (RTPCs) throughout the County for their review and comment. The Action Plan was subsequently circulated to those parties, and comments were due back by January 15, 2014. This memo summarizes the comments received and describes how they have been incorporated into the Action Plan. The revised Action Plan, incorporating those comments, accompanies this memo and is being circulated to the TRANSPLAN TAC for their review.

Comments Received

1. John Cunningham of Contra Costa County:
 - Clarify that the fee administered by the East Contra Costa Regional Fee & Finance Authority is the sub-regional impact fee for all of East County.
 - *This change has been made.*
2. Corinne Dutra-Roberts of 511 Contra Costa:



- Editorial question about whether there should be a period before the last sentence of page 14.
 - *That period is necessary to convey the meaning of the final two sentences. No change necessary.*

3. John McKenzie of Caltrans:

- On page 31, item 1a, note that CCTA is the lead agency.
 - *CCTA is already referenced in that item; no change necessary.*
- On page 31, item 1b, asks whether the proposal for further improvements to SR 4 in Concord and potentially over the Willow Pass Grade to Bay Point should be mentioned.
 - *The projects listed under item 1b are well-defined, have been the subject of environmental review, and in some cases are under design. The further improvements to SR 4 between Central County and East County will be undergoing feasibility analysis soon. When those projects are better defined, they could be added to a future update of the Action Plan.*
- On page 31, item 1c, note that CCTA is lead on Tri-Link study so should be listed first.
 - *This change has been made.*
- On page 32, item 1h, note that this is also known as the Armstrong Road connector.
 - *This change has been made.*
- On page 33, item 3b, note that MTC FPI is a funding mechanism for ramp metering implementation, and could add reference to MTC 5404 Ramp Metering resolution.
 - *MTC has been added to the list of responsible agencies related to ramp metering.*



4. Lynn Overcashier, 511 Contra Costa:

- On page 36, please delete 511 Contra Costa from item 4a and add them to item 4b.
 - *This change has been made.*
- On page 37, item 1e, add the word "deliver" to the reference to Safe Routes to School programs.
 - *This change has been made.*
- On page 38, item 2m, add the word "deliver" to the reference to education programs for bicycle and pedestrian safety.
 - *This change has been made.*

5. Robert Sarmiento of Contra Costa County:

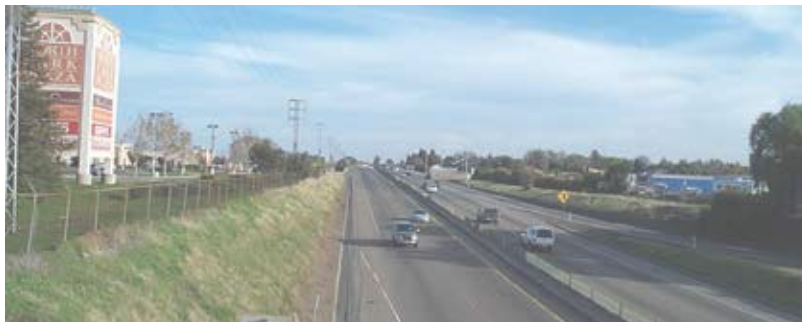
- For point 4a) on page 36, please add Local Jurisdictions and Caltrans as responsible entities. The rationale is that the park-and-ride lots that will be developed along SR-4 will be located on either Caltrans ROW or a local jurisdiction's land, so they would be involved in the development process.
 - *This change has been made.*
- For points 2a) on page 33, 1a) on page 34, 2h) on page 38, and 3c) on page 41, no jurisdictions and/or entities are identified as responsible for these actions.
 - *Responsible entities have now been identified for point 2a on page 33, point 1a on page 34 and point 3c on page 41. Point 2h on page 38 already had a responsible entity identified.*

Next Steps

The TRANSPLAN TAC will review these changes at their February 18 meeting. If the revised Action Plan is acceptable, they can recommend that it be forwarded to TRANSPLAN for consideration at the March 13 meeting, at which point it would be formally submitted to CCTA for inclusion in the Countywide Comprehensive Transportation Plan.

Draft

East County Action Plan for Routes of Regional Significance



Prepared by:

FEHR & PEERS

100 Pringle Avenue, Ste 600
Walnut Creek, CA 94596

February 2014

Prepared for:

TRANSPLAN
and



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Chapter 1

Introduction

A. The Measure J Transportation and Growth Management Program

In November 2004, Contra Costa voters renewed the original Measure C Transportation Improvement and Growth Management Program, a ½-percent sales tax to fund transportation projects and programs, with a new ballot measure called Measure J. Measure J, which started in April 2009, will generate approximately \$2 billion (in 2008 dollars) over a 25-year period.

Measure J continues Contra Costa’s innovative Growth Management Program (GMP). To receive its share of local street maintenance and improvement funds and to become

eligible for Transportation for Livable Communities (TLC) funds, a local jurisdiction must be found to be in compliance with the GMP, which requires each jurisdiction to

- Adopt a Growth Management Element
- Adopt a local and regional Development Mitigation Program
- Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process
- Address Housing Options
- Develop a Five-Year Capital Improvement Program
- Adopt a Transportation Systems Management (TSM) Ordinance or Resolution
- Adopt a Voter-Approved Urban Limit Line

Among these elements, preparing action plans for routes of regional significance is included under the requirement to “Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process”. The specific requirements of this element as defined in Measure J are as follows:

Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the Regional Transportation Planning Committees to:

1. *Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives.*
2. *Apply the Authority’s travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.*
3. *Create a development mitigation program.*
4. *Help develop other plans, programs and studies to address other transportation and growth management issues.*

In consultation with the Regional Transportation Planning Committees, each jurisdiction shall use the travel demand model to evaluate changes to local

General Plans and the impacts of major development projects for their effects on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives established in the Action Plans.

Jurisdictions shall also participate in the Authority's ongoing countywide comprehensive transportation planning process. As part of this process, the Authority shall support countywide and sub-regional planning efforts, including the Action Plans for Routes of Regional Significance, and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.¹

The Contra Costa Transportation Authority ("the Authority") is responsible for evaluating whether each jurisdiction is fully complying with the GMP. With Measure J, the jurisdiction's eligibility to receive Transportation for Livable Community funding may also be withheld for non-compliance with the GMP.²

B. The Action Plan Purpose

The purpose of the Action Plans is for each Regional Transportation Planning Committee (RTPC) to work cooperatively to establish overall goals, set performance measures (called Multi-modal Transportation Service Objectives, or MTSOs) for designated Routes of Regional Significance, and outline a set of projects, programs, measures, and actions that will support achievement of the MTSOs.



¹ Measure J: Contra Costa's Transportation Sales Tax Expenditure Plan, Contra Costa Transportation Authority, July 21, 2004, pp. 24 & 25.

² The Contra Costa TLC Program funds transportation enhancement projects in urban, suburban and rural communities to support a balanced transportation system, create affordable housing, and make Contra Costa's communities more pedestrian, bicycle, and transit friendly.

Action Plans are required to be prepared by the RTPC for each subarea of Contra Costa County (West, Central, East, Lamorinda, and the Tri-Valley). The Authority is responsible for funding this effort, and for coordinating and knitting together the Action Plans from each RTPC into the Countywide Comprehensive Transportation Plan (CTP).

The East County Action Plan contains the following components:

Routes of Regional Significance (Chapter 2) identifies the Routes of Regional Significance within East County.

Current Commuting Patterns and Overall Growth Trends (Chapter 3) looks at long-range land use changes and anticipated traffic growth.

Action Plan Goals and Objectives (Chapter 4) describes the overall goals of the plan, and identifies the MTSOs that are applied to each Regional Route.

Proposed Regional Actions (Chapter 5) identifies specific actions, programs and measures, and assigns responsibility for their implementation.

Procedures for Notification, Review, and Monitoring (Chapter 6) includes project notification procedures and the process for general plan review.

C. Definition of Terms

The following terms, which are used repeatedly in this document, are defined below:

Policies. The policies of an Action Plan help guide its overall direction. Decisions regarding investments, program development, and development approvals are based on these policies.

Goals. A goal is a statement that describes in general terms a condition or quality of service desired that is in line with the policies. For example, a common goal from past Action Plans was to “provide and encourage the use of alternatives to the single-occupant auto.” This goal would be in line with a policy that calls for “an efficient transportation system.”

Multi-Modal Transportation Service Objectives. MTSOs are specific, quantifiable objectives that describe a desired level of performance for a component of the transportation system.

Actions. Actions are the specific programs, projects, measures, or steps that are recommended for implementation to meet the MTSOs set forth in the Action Plan. The responsibility of carrying out the actions falls to the individual local jurisdiction, or to the Regional Committee as a whole. Actions may involve implementing specific projects at the local level, or they may call for the RTPC to support major projects that have a regional impact. Implementation of adopted actions is a required condition of compliance with the Measure J GMP.

Routes of Regional Significance. Routes of Regional Significance are roadways that connect two or more subareas of Contra Costa, cross County boundaries, carry significant through traffic, and/or provide access to a regional highway or transit facility. The Authority may designate a Regional Route that meets one or more of these criteria.



Chapter 2

Routes of Regional Significance

The Action Plan designates a system of Routes of Regional Significance, as defined in this chapter.

A. Designating Routes of Regional Significance

East County has a robust network of regional routes. This Action Plan maintains the system of Routes of Regional Significance that was identified in the prior Action Plan.

1. Criteria for Designating Routes of Regional Significance

The Routes of Regional Significance includes all portions of the Interstate and State highway systems, as well as major arterial roadways that serve one or more of the following functions:

- Connects two or more “regions” of the County
- Crosses County boundaries
- Carries a significant amount of through-traffic
- Provides access to a regional highway or transit facility (e.g., a BART station or freeway interchange)

B. List of Routes of Regional Significance

The Routes of Regional Significance are shown in Figure 2-1. A description of each route is as follows:

Auto Center Drive (formerly Somersville Road). Between SR 4 and Pittsburg-Antioch Highway.

Bailey Road. From Willow Pass Road into Central County to connect Central County employment centers to Pittsburg and Bay Point, and to provide access to the Pittsburg/Bay Point BART station and SR 4. TRANSPLAN will coordinate with TRANSPAC on the connection along Bailey Road between East and Central counties. (Note that TRANSPAC has proposed designation of Bailey Road as a Route of Regional Significance in the 2014 update to the Central County Action Plan, so Bailey Road now has a consistent designation between the two regions.)

Balfour Road. Between Deer Valley Road and Brentwood Boulevard.

Buchanan Road. Between Somersville Road and Railroad Avenue. This route serves as a conduit for traffic from East County communities to get to Kirker Pass Road and from there to Central County. Note that Buchanan Road will no longer be designated as a Route of Regional Significance once the James Donlon Boulevard extension is constructed.

Byron Highway. From SR 4 to the County line; this segment connects East Contra Costa County to San Joaquin County. The designation of Byron Highway as a Regional Route will also be extended northward from Brentwood Boulevard to Bethel Island Road, once the roadway is upgraded and an extension is constructed from Delta Road to Cypress Road.

Camino Diablo Road. Between Marsh Creek Road and Vasco Road.

Cypress Road/Bethel Island Road. Cypress Road from Sellers Avenue to Bethel Island Road, and Bethel Island Road between Cypress Road and the bridge to Bethel Island. These two roadways are connections between Bethel Island, Oakley and the proposed Byron Highway extension that would enable connectivity to State Route 4 and Discovery Bay to the south.

Deer Valley Road. From Hillcrest Avenue to Marsh Creek Road.

East 10th Street/Harbor Street (in Pittsburg). These short segments of streets in Pittsburg connect Railroad Avenue and Willow Pass Road with the Pittsburg-Antioch Highway, as part of an extended arterial corridor running parallel to and north of SR 4.

East 18th Street. From A Street to the SR 160 interchange.

Fairview Avenue. From Lone Tree Way to Balfour Road.

Hillcrest Avenue. From State Route 4 to Lone Tree Way.

James Donlon Boulevard (including the future extension, formerly known as Buchanan Road Bypass). From Lone Tree Way to Kirker Pass Road.

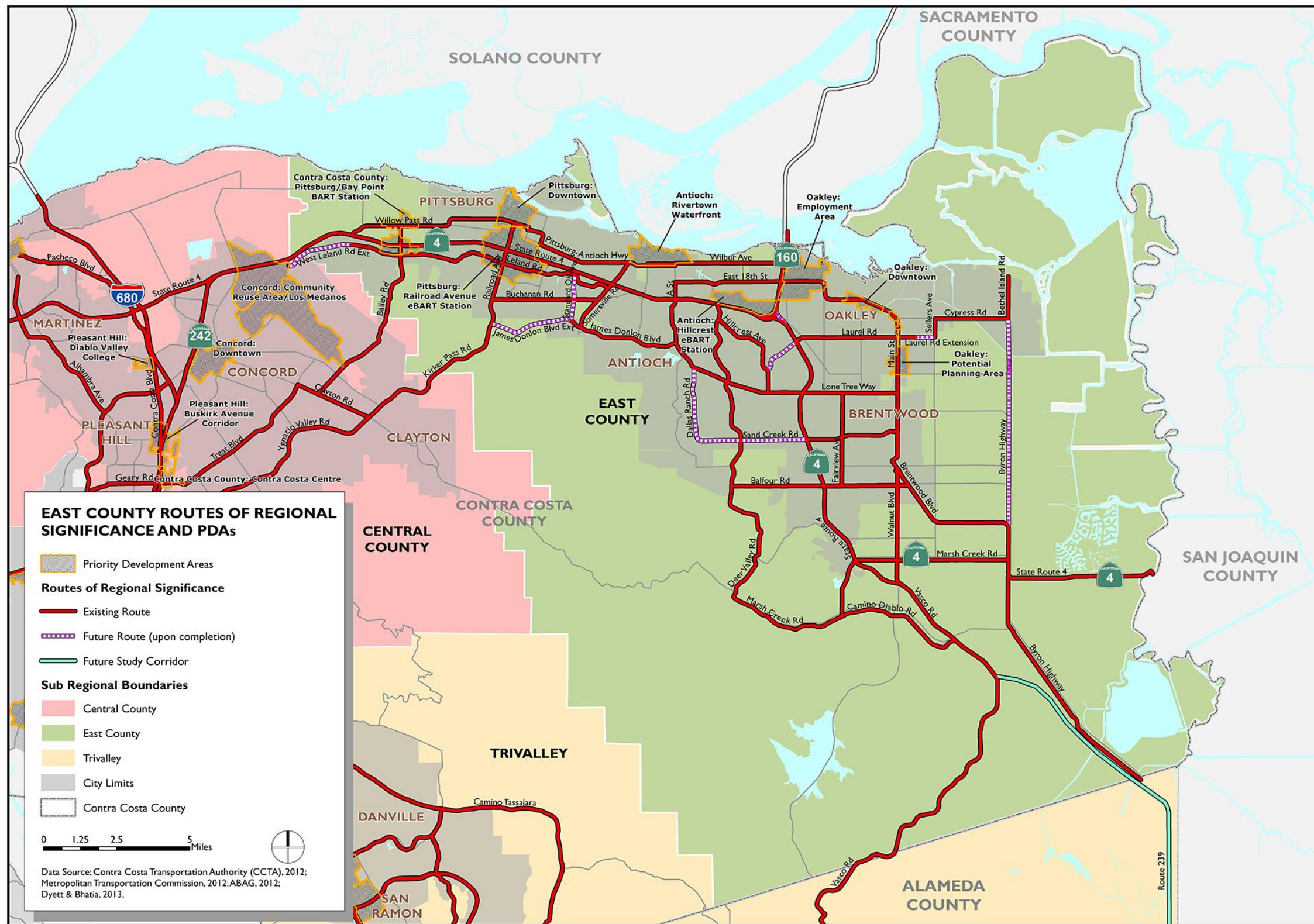
Laurel Road. Between State Route 4 and Main Street in Oakley. The extensions of Laurel Road eastward to Sellers Avenue in Oakley, and westward to Hillcrest Avenue in Antioch, will be included in the network once the route is constructed.

Leland Road (both West and East)/Delta Fair Boulevard. Between San Marco Boulevard and Somersville Road. Once the westward extension of West Leland Road is constructed, it will also be a designated regional route within East County. TRANSPLAN will coordinate with TRANSPAC on the connection along West Leland Road between East and Central counties.

Lone Tree Way/A Street. From East 18th Street to Brentwood Boulevard.

Marsh Creek Road. From Deer Valley Road to State Route 4. Marsh Creek Road is designated as State Route 4 in the southeast portion of the county.

Figure 2-1 East County Routes of Regional Significance and Priority Development Areas



Oak Street/Walnut Boulevard. From Downtown Brentwood to Vasco Road. This corridor primarily follows Walnut Boulevard. A short section of Oak Street between Brentwood Boulevard and Walnut Boulevard provides the final connection.

Ninth Street/Tenth Street (in Antioch). These streets that run through central Antioch are to be an important connection in the extended arterial corridor running parallel to and north of SR 4. Today, Tenth Street is the major roadway. There is a proposal to create two one-way streets to act as a couplet, and then to add this to the Routes of Regional Significance once the one-way couplet project is completed.

Pittsburg-Antioch Highway. From Harbor Street in Pittsburg to West 10th Street in Antioch.

Railroad Avenue/Kirker Pass Road. From East 10th Street to Kirker Pass, where it connects with Central County.

Sand Creek Road/Dallas Ranch Road. From Lone Tree Way to Brentwood Boulevard.

Sellers Avenue. This short segment of road between the proposed end of Laurel Road and Cypress Road would connect Oakley and Bethel Island.

Somersville Road. From James Donlon Boulevard to SR 4.

Standard Oil Avenue (future route). This road is proposed as a new north-south connection between James Donlon Boulevard and Delta Fair Boulevard.

State Route 160. From State Route 4 to the Sacramento County line.

State Route 4. From the Willow Pass Grade to the San Joaquin County line.

State Route 239 (also known as TriLink). This roadway is designated as a Future Study Corridor. The Streets and Highways Code identified this roadway as a legislatively adopted but unconstructed state highway connecting I-580 west of Tracy to Route 4 near Brentwood. In 1996, the need to initiate planning for this corridor was identified by the Metropolitan Transportation Commission's Altamont Pass Interregional Corridor Study, which referred to the facility as the Brentwood-Tracy Expressway. In 1997, the Caltrans Route 4 Corridor Study indicated that any upgrades to highway capacity between Contra Costa County and San Joaquin County should be directed at developing Route 239. In 2002, the Streets and Highways Code was amended to include this route in California's Interregional

Road System. Currently, CCTA is leading a feasibility study of the SR 239 route, which is now known as TriLink.

Wilbur Avenue. From A Street to SR 160.

Willow Pass Road. From West 10th Street in Pittsburg to SR 4.

Vasco Road. From Walnut Boulevard to the County Line. This roadway is an important inter-county connection between East County and Alameda County.





Chapter 3

Current Growth Trends and Travel Patterns

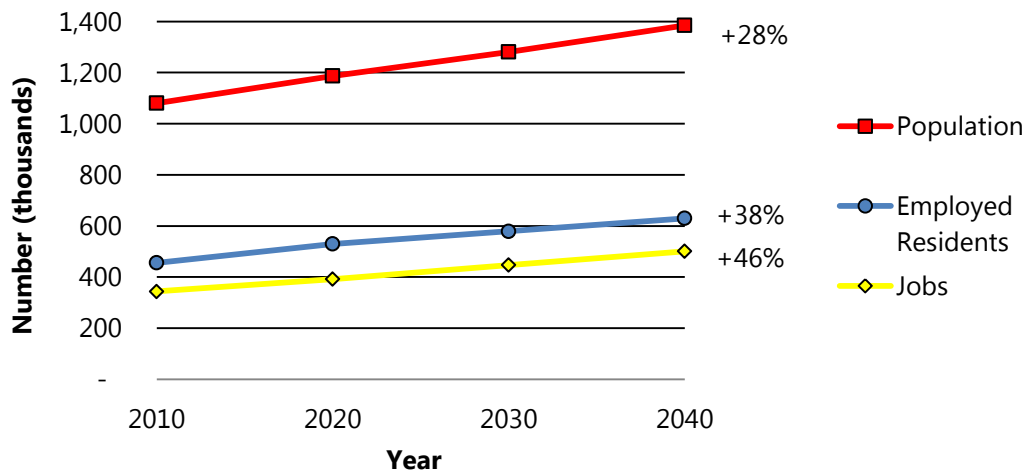
Forecasts of future population and employment growth in East County, as well as projections of future travel demand on major East County transportation facilities, are drawn from the most recent available regional travel model maintained by the Authority. The current Authority travel model contains land use projections consistent with those produced by the Association of Bay Area Governments (ABAG) as part of their Projections 2011

dataset, and also contains assumptions about transportation system improvements that are consistent with the financially-constrained Regional Transportation Plan.

A. Demographic Forecasts

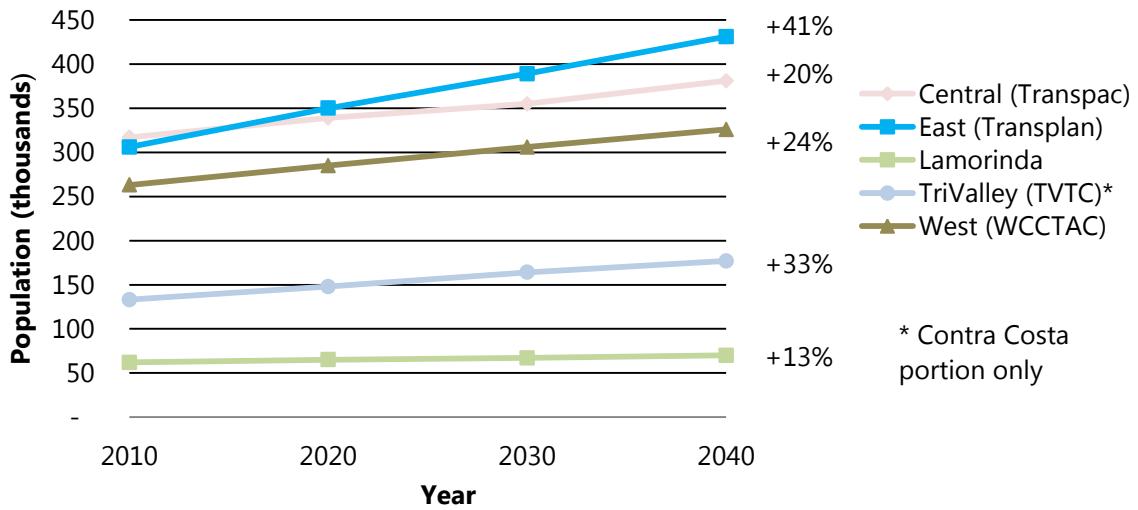
Countywide forecasts for population, employed residents, and jobs are shown in Figure 3-1. Population and job growth are expected to follow fairly similar patterns, with jobs growing at a faster rate (an average annual rate of 1.3 percent) than population (at an average annual rate of 0.8 percent).

Figure 3-1 Contra Costa County Demographic Forecasts



Subregional forecasts for population are shown in Figure 3-2. East County is represented by the blue line. The East County population is projected to grow at the fastest rate (41 percent between 2010 and 2040, or an annual average of 1.1 percent) of all the subregions; by 2040, East County is expected to have added about 125,000 new residents, becoming the most populous subregion in the County. There is expected to be almost 44,000 dwelling units added in East County in order to house the additional population.

Figure 3-2 Subregional Population Growth



Subregional forecasts for jobs are shown in Figure 3-3. Again, East County is represented by the blue line. Countywide, jobs are expected to grow faster than population, and East County is projected to experience significant job growth of 94 percent between 2010 and 2040 (or an annual average of 2.2 percent); the total number of jobs in East County is projected to be almost 100,000. While East County will experience the fastest job growth, Central County will continue to have the highest total number of jobs of any of the subregions.

Figure 3-3 Subregional Job Growth

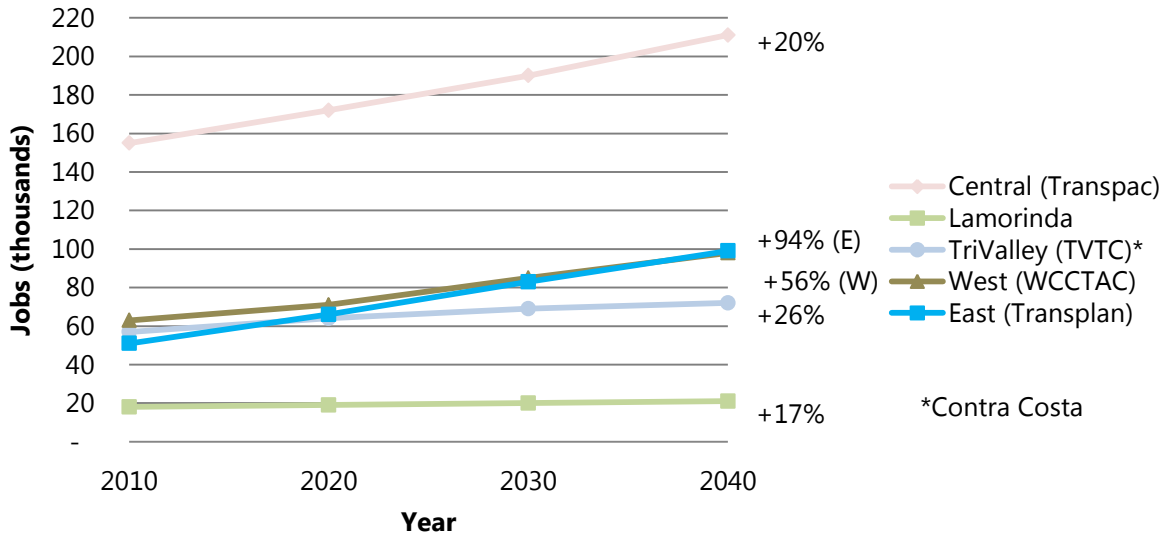
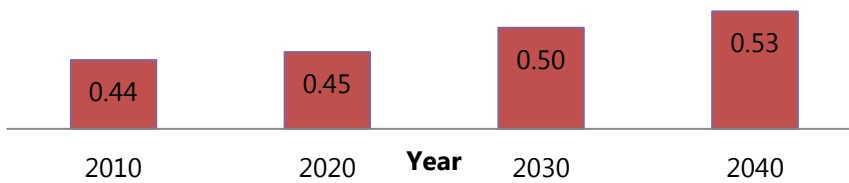


Figure 3-4 presents the ratio of jobs-to-employed residents for East County between 2010 and 2040. A ratio of 1.0 means that the number of jobs in that subregion equals the number of employed residents; this is a measure of the balance between housing and jobs, which affects transportation topics such as commuting patterns and travel time. The ratio of jobs-to-employed-residents in East County is expected to increase, from 0.44 in 2010 to 0.53 in 2040, indicating that the balance between housing and jobs is expected to improve. However, at a ratio of 0.53, that still means that many East County residents who are employed will be commuting to jobs outside of the subregion; the magnitude of out-commuting will still be highest in East County compared to the other subregions of the County.

Figure 3-4 East County Jobs per Employed Resident



B. Traffic Forecasts

The regional travel demand model maintained by the Authority was applied to generate estimates of the future traffic volumes expected on major roadways throughout the County. Figure 3-5 presents a map showing the projected growth in daily traffic volumes on several major facilities in East County. Figure 3-6 shows the projected growth in peak hour traffic across a few East County "screenlines", which capture major east-west or north-south traffic flows. As is shown in these maps, traffic volumes throughout East County are anticipated to increase substantially by the year 2040, as the local population continues to grow. (It should be noted that the model results shown here are intended to give an idea of the order-of-magnitude changes in traffic volumes anticipated across the region; much more detailed and refined studies would be undertaken for any specific project.)

Figure 3-5 Projected Growth in Average Daily Traffic Volumes

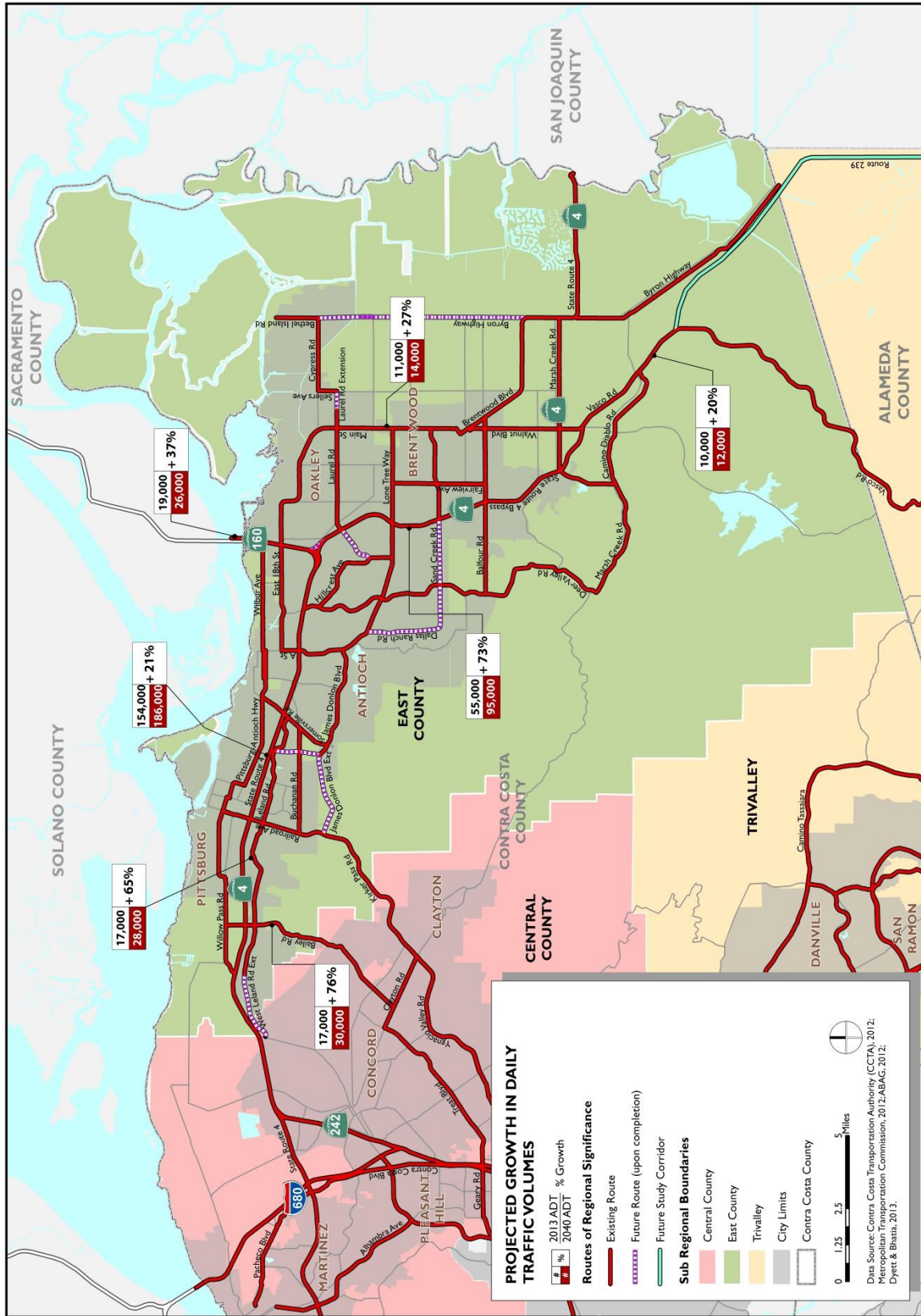
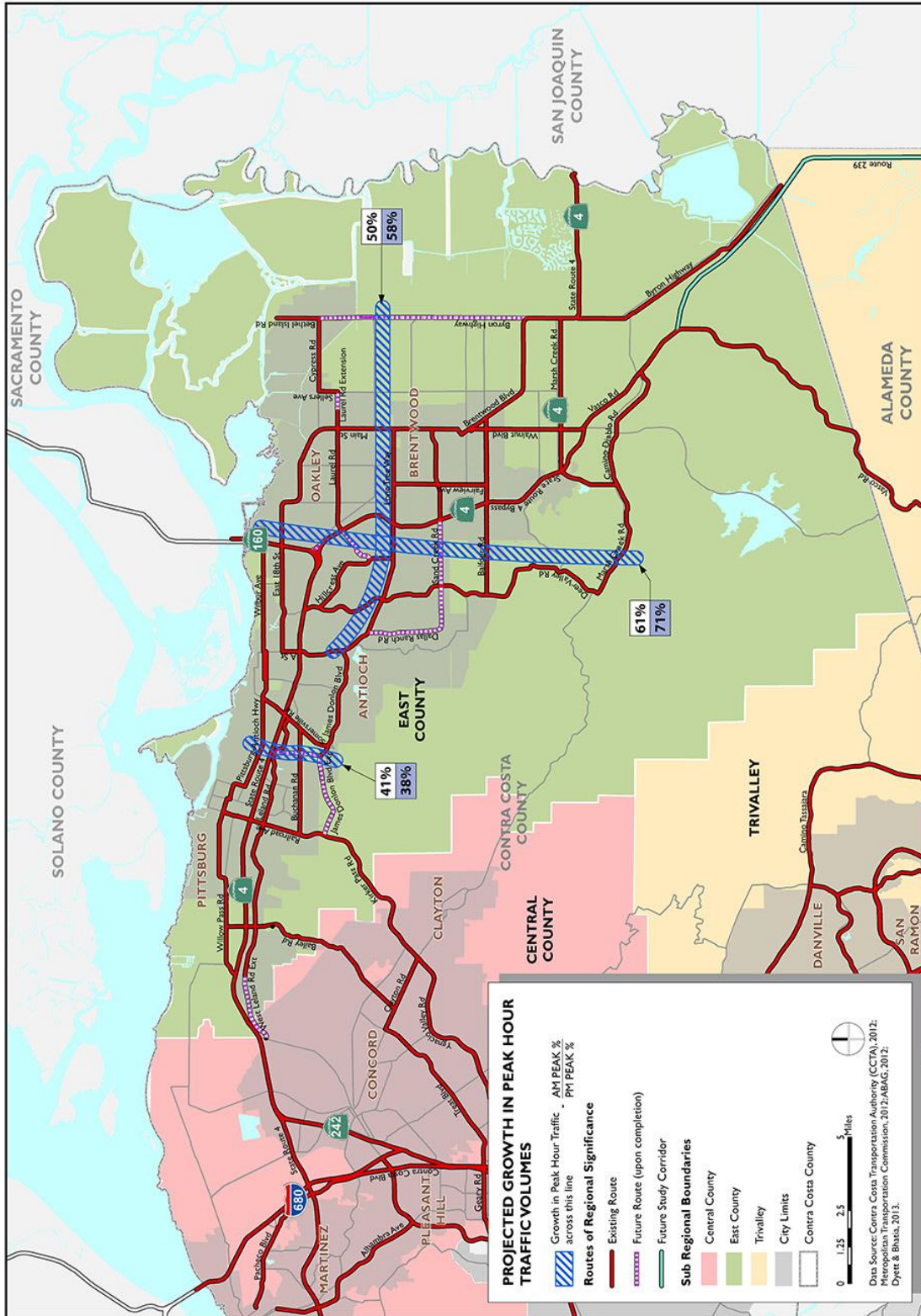


Figure 3-6 Projected Growth in Peak Hour Traffic Volumes







Chapter 4

Action Plan Goals and Objectives

There are five overarching goals and 14 sub-goals established for this Action Plan.

A. Action Plan Goals

1. **Maintain or Improve Efficiency of Freeway and Arterial Operations**

Regional Highway Transportation Facility Improvements

Continual investment in regional facilities is necessary to address the increasing levels of congestion along East County highways. Investments may include interchange upgrades, improving links between East County and other regions, or widening regional roadways.

Construct Targeted Traffic Engineering Improvements

In addition to corridor-wide improvements, targeted traffic engineering improvements alleviate conditions that exceed traffic service objectives on a smaller scale.

Make Operational Improvements to Freeways and Arterials

Operational improvements are important for smoothing traffic flow and making optimal use of the investments in freeways and major arterials. Such improvements can include ramp metering, freeway service patrols, vehicle detectors and closed-circuit TV for real-time traffic monitoring, and changeable message signs or other traveler information systems.

2. Support an Efficient and Effective Transit System

Support Rail Transit Operations

A strong regional rail transit system supplements travel along East County highways, alleviating congestion in high demand areas. Rail transit projects, including the BART extension and services provided by the Altamont Commuter Express (ACE) and AMTRAK, should be supported and promoted.

Expand Transit Service

Public transit is an important element of the East County transportation system, serving the mobility needs of the population and providing alternatives to driving. In particular, bus services can readily complement BART service by allowing East County residents to access the BART system without using their cars. Planning for expansion of transit service at the regional or corridor level



should also consider other modes, including possible ferry and rail service.

Provide Intermodal Transit Centers

Significant East County transit stations can function as intermodal transit centers, allowing travelers to efficiently transfer between different transit services. Decreasing transfer time or otherwise improving the transfer experience increases the likelihood that travelers will choose transit on a regular basis.



Expand Park-and-Ride Lots

Park-and-ride lots at strategic locations allow East County commuters to significantly shorten their driving trips and make use of the public transit services that connect East County with other regions.

3. Improve Multi-modal Mobility and Decrease Single-Occupant Vehicle Travel

Offer Transportation Demand Management Programs

Transportation demand management (TDM) strategies can benefit the region by promoting the use of travel modes that are more efficient and environmentally friendly, and by providing information so that travelers can make the most informed choices about their travel options. TDM strategies should be included in a package of options for decreasing the number of single-occupant auto trips.

Encourage Active Transportation

Active transportation (walking and bicycling) provides dual benefits: environmentally friendly travel that also achieves public health goals for higher levels of physical activity. The East County region is committed to supporting active transportation, through provision of appropriate infrastructure and elimination of physical barriers to bicycle and pedestrian travel.

Continue the Growth Mitigation and Monitoring Program

The Contra Costa County growth management strategy reduces the traffic impacts of future development in eastern Contra Costa County. Applying appropriate mitigation to development projects can result in development that minimizes impacts on regional routes and provides amenities that facilitate and encourage the use of active transportation.

4. **Maintain Existing Transportation Network to Support Safety and Efficiency**

Encourage Adequate Maintenance

East County jurisdictions should work towards ensuring adequate funds and systems to properly maintain the transportation system. This applies to Routes of Regional Significance, public transit vehicles and facilities, bicycle and pedestrian facilities and park-and-ride lots.

5. **Manage the Effects of New Growth on the Transportation System**

Monitor and Update the East County Sub-Regional Transportation Mitigation Fee

The East Contra Costa Regional Fee and Finance Authority (ECCRFFA) administers [thea](#) sub-regional transportation impact fee [for East County](#) that is designed to use revenues generated by new growth to improve the regional transportation system to serve the travel demands of that growth.

Transportation Funding

Funding for adequate transportation systems and services comes from a wide variety of sources, and resources are limited. The East County is committed to advocating for increased transportation funding at the federal, State and regional level.

Pursue Balanced Growth in East County

East County jurisdictions have long been focused on growth policies and programs to promote more employment development within East County, in order to support shorter commutes for area residents and to more efficiently use available transportation capacity in what is now the “reverse commute” direction.

B. Multi-modal Transportation Service Objectives

1. Definition of Multi-modal Transportation Service Objectives

The CCTA *Implementation Guide* gives the RTPCs significant flexibility in choosing MTSOs for their Action Plans. As long as the objective is quantifiable, and includes a timeframe for achievement of the objective, it can be proposed for inclusion in the Action Plan. Unless otherwise specified, the MTSOs proposed here are to be achieved either on an on-going basis or concurrent with completion of major projects within the specified corridor.

Selection of the MTSOs outlined below was based in part on whether or not the objective could be easily measured through observation, and, more importantly, forecasted through use of the Countywide Model. MTSOs that are difficult to measure or to forecast using the Countywide Model were not selected.

Through the adoption of Measure J, the analysis requirements of MTSOs have become more formalized. These measures will be subject to analysis for impacts of various proposed development and transportation projects, in accordance with Measure J. However, there is also a need to periodically monitor other transportation goals beyond these MTSOs; these are considered as additional objectives within this Action Plan.

Four MTSOs are proposed to be carried forward from the previously adopted action plan into this East County Action Plan Update; the MTSOs are defined and described in the table on the following page. Also carried forward from the previous plan is an area-wide objective related to transit productivity; this objective is intended to express support for regional transit services and may become an MTSO in a future version of this plan.



Descriptions of MTSOs				
MTSO Measure	Definition	Example	Sources of Information	Application
Delay Index	A measure of delay experienced by motorists on a roadway segment during a peak commute hour in a single direction. The Delay Index is calculated by measuring the time it takes to travel a segment of road during peak-period congested conditions, and comparing it to the time it takes to travel the same segment during uncongested, free-flow conditions.	It takes 40 minutes to drive from Point A to Point B during rush hour. The same drive takes 20 minutes during uncongested conditions at midday. Delay Index = 40 / 20 = 2.0	Travel speeds on freeways to be monitored through Caltrans Performance Measurement System (PeMS) data, or through travel time runs conducted during congested periods.	All freeways in East County.
Signalized Intersection LOS	A measure of traffic conditions at a signalized intersection. LOS is expressed in ratings from "A" through "F", with "A" meaning that all traffic clears the intersection on every cycle and "F" meaning that drivers must wait through multiple cycles to clear the intersection.	Based on the number of seconds of delay experienced by drivers passing through the intersection. This metric should be calculated using the methods specified in CCTA Technical Procedures.	Intersection turning movement counts are collected every two years by CCTA as part of the MTSO monitoring program.	Suburban arterial routes (listed on pages 26-27).
Roadway Segment LOS	A measure of traffic efficiency and smoothness of flow along roadway segments that are not constrained by a nearby traffic signal.	Should be calculated in accordance with the methods specified in CCTA Technical Procedures. Under the current Technical Procedures, would use the procedure for a two-lane rural highway in the 2010 HCM.	Counts of volumes along roadway segments are collected every two years by CCTA as part of the MTSO monitoring program.	Rural roads (listed on pages 27-28).
HOV Lane Usage	A measure of the efficient utilization of the HOV lane.	Measured by counting the number of vehicles using the HOV lanes at the highest HOV volume section.	HOV volumes to be determined based on HOV lane utilization report published by Caltrans.	Freeways with HOV lanes.

2. Area-wide Objective on Transit Productivity

One additional objective established in this Action Plan is for transit productivity. Its designation as an area-wide measure indicates that it is important to monitor, but not mandatory when analyses of MTSOs are required. There are two measures within this objective.

Bus Riders per Service Hour: A measure of the average number of riders boarding a fixed-route bus during an hour of scheduled bus service when persons may board with a fare or pass.



Example:

Transit boardings on a route =
15,000 in a single month

Transit service hours on the route = 1,000 hours in a single month

Transit productivity = 15 riders per revenue service hour

BART Ridership: A measure of the average number of weekday riders on all BART trains between Bay Point and North Concord Stations.

Example:

Daily riders between 3,800 and 4,200 during the sample month

Average daily riders = 4,000 during the sample month

3. Route-Specific Multi-modal Transportation Service Objectives

Freeways

Current traffic volumes on the SR 4 freeway often exceed the common standards of peak hour level-of-service (such as "D" or "E"). Anticipated growth that has already been approved is likely to occur faster than the ability of local jurisdictions and Caltrans to provide capacity relief. It is unreasonable to expect that uncongested conditions can be achieved over a long-term planning horizon.

Travelers in urban and suburban areas have come to accept peak hour congestion, especially on the freeway routes. It is desirable, however, to ensure that point-to-point travel times be kept to a tolerable maximum, that HOV lanes be fully utilized, and that transit ridership be encouraged. The following MTSOs are applied (as appropriate) to all freeways in East County, including SR 4 and SR 160.

MTSOs on Freeways:

- *The Delay Index should not exceed 2.5 during the AM or PM peak period.*
- *HOV lane utilization should exceed 600 vehicles per lane in the peak direction during the peak hour.*

Suburban Arterial Routes

These are routes where the capacity and quality of service is typically controlled by the operations of the signalized intersections. Level of Service D is the threshold traffic level where drivers typically start becoming concerned about congestion. At LOS of E or lower, drivers may have to wait through more than one signal cycle in order to pass through an intersection. This category covers the following routes:

- Auto Center Drive
- Bailey Road
- Balfour Road
- Buchanan Road
- Deer Valley Road (improved portion)
- East 10th Street/Harbor Street (in Pittsburg)
- East 18th Street
- Fairview Avenue
- Hillcrest Avenue
- James Donlon Boulevard (including future extension)
- Laurel Road
- Leland Road (both West and East)/Delta Fair Boulevard
- Lone Tree Way/A Street
- Oak Street/Walnut Boulevard (within Brentwood)
- Ninth Street/Tenth Street (in Antioch)

- Pittsburg-Antioch Highway
- Railroad Avenue/Kirker Pass Road
- Sand Creek Road/Dallas Ranch Road
- Somersville Road
- Standard Oil Avenue (future route)
- Wilbur Avenue
- Willow Pass Road

MTSOs on Suburban Arterial Routes:

- *Maintain LOS D or better at all signalized intersections, except:*
 - *On Bailey Road, where LOS E will be acceptable; or,*
 - *At Traffic Management Program (TMP) sites that use performance measures other than average intersection delay.*
- *Within Priority Development Areas, any physical improvement identified as a result of applying the above standard shall be evaluated for its effects on all intersection users, including pedestrians, cyclists, and transit users.*

Rural Roads

The primary issue on rural roads is traffic flow and safety. While some of these routes may have traffic signals at major intersections, the spacing between intersections is so great that the signals do not control the capacity of the route. Therefore, these routes are evaluated using roadway segment evaluation techniques. These routes include:

- Byron Highway
- Camino Diablo
- Cypress Road/Bethel Island Road
- Deer Valley Road (unimproved portion)
- Marsh Creek Road
- Sellers Avenue
- SR-4 Non-Freeway portion: Balfour Road to San Joaquin County Line
- Walnut Boulevard (south of the City of Brentwood)
- Vasco Road

Level-of-Service D provides a reasonable standard for these rural roads. If any of these roads is improved or widened, a new traffic service objective should be considered.

MTSOs on Rural Roads:

- *Peak hour level-of-service shall not exceed level-of-service D for non-signalized rural roadways*

Current and Forecasted MTSO Values

CCTA is responsible for regular monitoring of the MTSOs for all the subregions, as well as for the forecasting of future MTSO values. Appendix A contains the results of that monitoring and forecasting process for East County.





Chapter 5

Proposed Regional Actions

This chapter outlines specific projects, programs, actions and measures intended to achieve the MTSOs presented in Chapter 4. Additional actions not listed in this Chapter may be implemented as well to achieve the Goals of this Action Plan. Each action is numbered below, and identifies the jurisdiction(s) or entities responsible for implementing that action.

A. Maintain or Improve Efficiency of Freeway and Arterial Operations

1. Regional Highway Transportation Facility Improvements

Since the last update of the Action Plan, there has been significant progress on improvements along the SR 4 corridor, including widening of SR 4 through Antioch and

completion of several elements of the facility formerly known as the SR 4 Bypass (now designated as SR 4) through Antioch, Oakley and Brentwood.

1a) **Current SR 4 Freeway Projects:** For projects currently under construction, TRANSPLAN and the local jurisdictions should continue to work with the Contra Costa Transportation Authority (CCTA) and Caltrans to ensure successful completion of the new facilities. The following projects are currently under construction, with estimated completion dates ranging from late 2013 to late 2015:

- SR 4 widening and interchange reconstruction from Loveridge Road to Hillcrest Avenue, including median to accommodate eBART
- SR 4 widening from Laurel Road to Sand Creek Road, and construction of the Sand Creek Road interchange

1b) **Future SR 4 Freeway Projects:** For projects not yet under construction, TRANSPLAN and the local jurisdictions should work in cooperation with CCTA and Caltrans to complete studies and design, and initiate construction. Anticipated projects include:

- SR 160/SR 4 Connector Ramps
- Balfour Road interchange
- Marsh Creek Road interchange
- Vasco Road interchange
- Widening of SR 4 from Balfour Road to Vasco Road (Segment III)

1c) **TriLink (also referred to as SR 239):** Work with [CCTA and Caltrans](#) ~~and CCTA~~ on the ongoing TriLink feasibility study. Tasks include public workshops, committee meetings, board presentations, and Project Study Report (PSR). Estimated study completion in 2014. (TRANSPLAN, Brentwood, Contra Costa County)

1d) **SR 84:** Work with Alameda County jurisdictions to determine the feasibility of a Route 84 extension into East County. (TRANSPLAN, Contra Costa County)

1e) **James Donlon Boulevard Extension (previously known as Buchanan Road Bypass):** Pursue completion of project. (City of Pittsburg, ECCRFFA)

1f) **Main Street/Brentwood Boulevard:** Pursue the widening of Main Street/Brentwood Boulevard through Oakley and Brentwood to Discovery Bay. Specific elements include:

- Improve Interchange at SR 160 and Main Street. (CCTA, Caltrans, Oakley)
- Improve and widen Main Street from SR 160 to Delta Road. (Oakley, ECCRFFA)
- Widen Brentwood Boulevard from Delta Road to Sellers Avenue (Brentwood, ECCRFFA)
- Improve California Delta Highway from Sellers Avenue to Marsh Creek Road (where State Route 4 rejoins). (Contra Costa County)

- 1g) **Byron Highway – Vasco Road Connector** (also known as Armstrong Road Connector): Pursue project to connect Vasco Road with Byron Highway; note that a Byron Airport Connector element is included in the current TriLink (SR 239) feasibility study. (Contra Costa County)
- 1h) **Southern Parallel Arterial Improvements**: Pursue projects to provide additional vehicle capacity on arterial routes parallel to and south of SR 4 in Antioch, Pittsburg, and Contra Costa County, including the extension of West Leland Road to Willow Pass Road. (Antioch, Pittsburg, Contra Costa County)
- 1i) **Northern Parallel Arterial Improvements**: Pursue projects to provide additional vehicle capacity on arterial routes parallel to and north of SR 4 in Antioch, Pittsburg, and Contra Costa County. This includes widening Pittsburg-Antioch Highway to four lanes. (Antioch, Pittsburg, Oakley)
- 1j) **Vasco Road**: Improve safety along Vasco Road with widened pavement and median barrier; coordinate with the Tri-Valley Transportation Council (TVTC) and be consistent with the TVTC Gateway Constraint Policy. Also seek opportunities to work with TVTC to advance a Vasco Road Corridor project into the Countywide Comprehensive Transportation Plan and Bay Area Regional Transportation Plan, subject to the conditions of the “East County Corridors (Vasco Rd, SR 4, and Byron Highway)” Project in the Measure J Expenditure Plan. (Contra Costa County, TRANSPLAN)
- 1k) **SR 160**: Study future needs along this route including potential interchange improvements at SR 160 and Wilbur Avenue. (TRANSPLAN, Oakley, CCTA)



2. Construct Targeted Traffic Engineering Improvements

2a) Monitor conditions on the regional route system and construct improvements as necessary to alleviate conditions that exceed traffic service objectives.

Improvements will be listed in the Countywide Transportation Project List (CTPL) maintained by CCTA. [\(CCTA, Local jurisdictions\)](#)

3. Make Operational Improvements to Freeways and Arterials

Operational improvements are important for smoothing traffic flow and making optimal use of the investments in freeways and major arterials. Such improvements can include ramp metering, freeway service patrols, vehicle detectors and closed-circuit TV for real-time traffic monitoring, and changeable message signs or other traveler information systems.

3a) Review and implement appropriate operational strategies originally recommended in the East Central Commute Corridor Traffic Management Plan, such as selective control point metering, to maximize traffic flow without creating excessive localized air pollution and reducing parallel street capacity. (TRANSPLAN, Pittsburg)

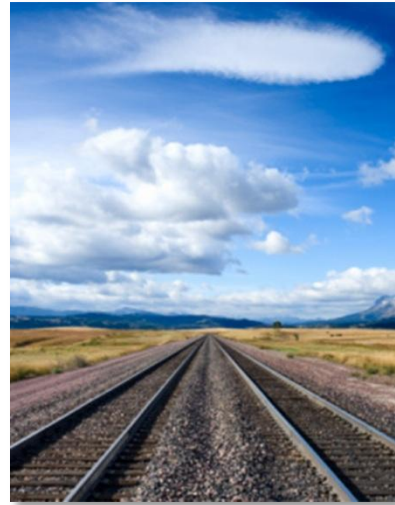
3b) Coordinate with Caltrans and local jurisdictions for ongoing cooperation regarding ramp metering operations at freeway interchanges. (Local jurisdictions, CCTA, Caltrans, [MTC](#))

- 3c) Identify and plan for future rail grade separations where feasible. (Local jurisdictions, CCTA)
- 3d) Encourage coordination with the California Highway Patrol to promote safer traffic operations, including facilitating enforcement. (Local jurisdictions, CCTA, Caltrans)

B. Support an Efficient and Effective Transit System

1. Support Rail Transit Operations

- 1a) Support construction of eBART from the current BART terminus at Pittsburg/Bay Point to a new station at Hillcrest Avenue and support on-going study of the next eBART segment to the future Mokelumne Trail station. ([Local jurisdictions, TRANSPLAN](#))
- 1b) Participate in any future studies regarding rail options for East County that may be conducted by the Capitol Corridor Joint Powers Authority, Caltrans, Altamont Commuter Express (ACE) and/or AMTRAK, and the San Joaquin Joint Powers Authority. (Local jurisdictions, TRANSPLAN, CCTA)



2. Expand Transit Service

Public transit is an important element of the East County transportation system, serving the mobility needs of the population and providing alternatives to driving. In particular, bus services can readily complement BART service by allowing East County residents to access the BART system without using their cars. Expansion of bus transit, both within East County and between East County and other regions, should be emphasized. Planning for expansion of transit service at the regional or corridor level should also consider other modes, including possible ferry and rail service.

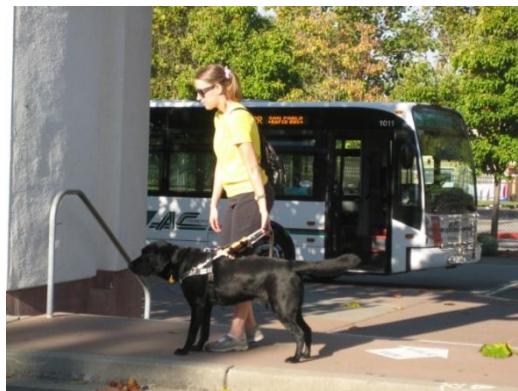
- 2a) Work with Tri-Delta Transit to provide bus-oriented improvements along local routes, and to improve and expand service. (Local jurisdictions)

- 2b) If a community is considering transit-oriented development, encourage adoption of development guidelines that would incorporate transit-oriented design, where feasible, to be determined by each local jurisdiction. (Local jurisdictions)
- 2c) Continue working with TRANSPLAN and CCTA to pursue funding opportunities for expanded bus service. (Local jurisdictions, Tri-Delta Transit)
- 2d) Consider traffic signal management / bus prioritization technology on major arterials in Antioch, Oakley and Pittsburg as described in the State Route 4 Corridor Management Plan. (Local jurisdictions, Tri-Delta Transit)
- 2e) Encourage the funding and provision of alternative-fueled vehicles and related fueling stations for transit operators to improve air quality, as they expand their bus fleets. (Tri Delta Transit, Contra Costa Transportation Authority, Local jurisdictions)
- 2f) Encourage the region’s bus transit operators to increase and improve coordination where possible, particularly in linking East and Central County bus services. (Tri Delta Transit, County Connection)
- 2g) Encourage local jurisdictions to design safety treatments (such as crosswalks, bus bulbs, bus pullouts and Americans with Disabilities Act improvements) at transit stops where appropriate, and to seek regional funding when possible. (Tri Delta Transit, Local jurisdictions)

3. Provide Intermodal Transit Centers

Significant East County transit stations can function as intermodal transit centers, allowing travelers to efficiently transfer between different transit services.

- 3a) Develop BART, eBART and other rail stations as major transportation and business hubs for East County. (BART, CCTA, Tri-Delta Transit, Local jurisdictions)



- 3b) Consider the adoption of station-area specific plans to guide development and transportation infrastructure around intermodal transit centers. (Local jurisdictions)

- 3c) Explore the feasibility and development of ferry service to East County. (TRANSPLAN, CCTA)
- 3d) Continue exploring development of new rail station sites as appropriate with rail corridor proposals. (Local jurisdictions)

4. Expand Park-and-Ride Lots

Park-and-ride lots allow East County commuters to significantly shorten their driving trips and make use of the public transit services that connect East County with other regions. Park-and-ride lots should be considered at strategic locations across East County.

- 4a) ~~In coordination with 511 Contra Costa (511CC),~~ continue to pursue development of additional park-and-ride lots along the SR 4 corridor and at other appropriate locations, including potential shared-use agreements at shopping centers which have unused spaces. (~~511CC,~~ Tri-Delta Transit, [Local jurisdictions](#), [Caltrans](#))
- 4b) Maintain and improve park-and-ride lots in East County. ([511CC](#), TRANSPLAN, BART, Tri-Delta Transit, Local jurisdictions)
- 4c) Promote greater awareness of East County park-and-ride lots for transit and ridesharing where capacity is available. (511CC, TRANSPLAN, Local jurisdictions, BART)

C. Improve Multi-modal Mobility and Decrease Single-Occupant Vehicle Travel

1. Offer Transportation Demand Management Programs

Transportation demand management (TDM) strategies can benefit the region by promoting the use of travel modes that are more efficient and environmentally friendly, and by providing information so that travelers can make the most informed choices about their travel options.

- 1a) Continue to provide and promote express commuter bus service to major employment centers. (511CC, Tri-Delta Transit)
- 1b) Monitor and report on the effectiveness of East County TDM programs. (511CC)

- 1c) Promote alternatives to the single occupant vehicle through public outreach, working with employers and residents. (511CC, Tri-Delta Transit)
- 1d) Promote transit, carpooling, bicycle use, and walking to students, employees and residents at K-12 schools, technical schools and college sites. (511CC)
- 1e) Promote [and deliver](#) Safe Routes to School programs. (511CC)
- 1f) Encourage tele-work, compressed work week and other alternative work location strategies to reduce traffic congestion at peak hours. (511CC)

2. Encourage Active Transportation

Active transportation (walking and bicycling) provides dual benefits: environmentally friendly travel that also achieves public health goals for higher levels of physical activity. The East County region is committed to supporting active transportation, through provision of appropriate infrastructure and elimination of physical barriers to bicycle and pedestrian travel.



- 2a) Continue to update and implement local and regional bicycle plans. (TRANSPLAN, Local jurisdictions, East Bay Regional Park District)
- 2b) Maintain existing regional multipurpose trails such as the Delta de Anza Trail through Oakley, Antioch, Pittsburg and Bay Point, the American Discovery Trail through Antioch to the summit of Mount Diablo, and the Marsh Creek Regional Trail through Brentwood, Oakley, and north to the Delta. (TRANSPLAN, Local jurisdictions, East Bay Regional Park District)
- 2c) Complete unbuilt segments of regional multipurpose trails such as the Mokelumne Coast-to-Crest Trail, Delta de Anza Trail, Union Pacific Rail Trail, Big Break Regional Trail, and the Marsh Creek Trail. (TRANSPLAN, Local jurisdictions, EBRPD)
- 2d) Emphasize the construction of unbuilt segments of Class II and Class III bikeways on the Countywide Bikeway Network, as identified in the 2009 Contra Costa Countywide Bicycle and Pedestrian Plan. (Local jurisdictions)

- 2e) Facilitate planning and design of the Great California Delta Trail, linking the Delta shoreline in Contra Costa County to the Bay Trail and to San Joaquin, Solano, Sacramento, and Yolo counties. (Local jurisdictions)
- 2f) Support improvements to the Delta-De Anza Trail, particularly in addressing the gap along Bailey Road; this is the subject of a current study through the SR 4/Bailey Road Interchange improvement project. (East Bay Regional Park District, Caltrans, Contra Costa County)
- 2g) Complete the East Bay Municipal Utility District (EBMUD) Trail, linking Los Medanos College in Pittsburg to Brentwood. (Local jurisdictions)
- 2h) Study bikeway connections parallel to SR 4 such as improvements on Kirker Pass Road and Marsh Creek Road. (Local jurisdictions)
- 2i) Study bikeway and pedestrian needs at school areas, including participation in Safe Routes to School and Safe Routes to Transit programs, to help plan, fund and construct future facilities in these areas. Projects should support the Countywide Safe Routes to School Master Plan. (511CC)
- 2j) Provide bike racks, lockers and other secure bike parking options at key locations and activity centers throughout the county. (511CC)
- 2k) Encourage consideration of bicycle and pedestrian use in neighborhood planning and design, to ensure that infrastructure such as soundwalls do not create barriers to travel through neighborhoods on bicycle or on foot. (Local jurisdictions)
- 2l) Maintain existing and provide new shoulders, bicycle lanes, and sidewalks on all streets and rural roads to provide for better bicycle and pedestrian connectivity and safety where feasible. (Local jurisdictions)
- 2m) Support [and deliver](#) education programs for students and others to learn how to bicycle and walk safely. (511CC, Local jurisdictions)
- 2n) Improve trail crossings at arterials. (Local jurisdictions)



3. Continue the Growth Mitigation and Monitoring Program

The Contra Costa County growth management strategy reduces the traffic impacts of future development proposals in eastern Contra Costa County. Applying appropriate mitigation to development projects can result in development that minimizes impacts on regional routes and provides amenities that facilitate and encourage the use of active transportation.

3a) Traffic studies are required for any development project or General Plan amendment that generates 100 or more net new peak hour vehicle trips, in order to achieve compliance with the Measure J Growth Management program. Results of traffic studies for projects and General Plan amendments that generate 100 or more net new peak hour vehicle trips should be shared with other jurisdictions, consistent with TRANSPLAN procedures, to allow for collaboration and comment. General Plan amendments that generate 500 or more net new peak hour vehicle trips must undergo the CCTA General Plan Amendment Review Procedure, outlined in Chapter 4 of the Contra Costa *Growth Management Program Implementation Guide*. (Local jurisdictions)

D. Maintain Existing Transportation Network to Support Safety and Efficiency

1. Encourage Adequate Maintenance

East County jurisdictions should work towards ensuring adequate funds and systems to properly maintain the transportation system. This applies to Routes of Regional Significance, public transit vehicles and facilities, bike and pedestrian facilities and park-and-ride lots.

- 1a) Maintain and enhance local pavement management systems. (Local jurisdictions)
- 1b) Continue to explore ways to increase revenue to maintain roads and provide arterial street improvements countywide (such as through gasoline taxes and toll bridge revenues). (Local jurisdictions)
- 1c) Work with MTC to provide funding to maintain and enhance local transit facilities and to purchase replacement of rolling stock. (MTC, CCTA, Transit operators)

E. Manage the Effects of New Growth on the Transportation System

1. Monitor and Update the East County Sub-Regional Transportation Mitigation Fee

The East Contra Costa Regional Fee and Finance Authority (ECCRFFA) administers a sub-regional transportation impact fee that is designed to use revenues generated by new growth to improve the regional transportation system to serve the travel demands of that growth.

- 1a) Periodically update the fee structure to ensure it will produce sufficient funds in light of current and anticipated growth rates and construction costs in East County. (ECCRFFA)
- 1b) Continue to update its Strategic Plan to reflect new trends or growth assumptions. (ECCRFFA)
- 1c) Continue to participate in the fee program through the East Contra Costa Regional Fee & Financing Authority. (ECCRFFA, Local jurisdictions)

- 1d) Explore ways to advance revenues from the fee program through the use of bonds or other financial mechanisms, such as tolls, gasoline taxes and other user fees. (TRANSPLAN)

2. Transportation Funding

Funding for adequate transportation systems and services comes from a wide variety of sources, and resources are limited. The East County is committed to advocating for increased transportation funding at the federal, State and regional level.

- 2a) Work with regional and state agencies to obtain a greater local share of gasoline taxes, toll bridge revenues and other sources for major projects. (TRANSPLAN, CCTA, Tri-Delta Transit, BART)
- 2b) Continue to explore ways to increase revenue to maintain roads and provide arterial street improvements countywide, such as through gasoline taxes and toll bridge revenues. (Local jurisdictions)

3. Pursue Balanced Growth in East County

East County jurisdictions have long been focused on growth policies and programs to promote more employment development within East County, in order to support shorter commutes for area residents and to more efficiently use available transportation capacity in what is now the “reverse commute” direction.

- 3a) Coordinate with economic development agencies and non-governmental organizations (NGOs) on a cooperative East County effort to attract new employment development. (Local jurisdictions)
- 3b) Support the study of new transportation facilities (such as TriLink/SR 239) that could attract new business development in East County by improving accessibility between East County and neighboring regions. (Local jurisdictions, TRANSPLAN, CCTA)
- 3c) Work with MTC and other agencies to implement regional initiatives such as OBAG/PDA development strategies. [\(Local jurisdictions, TRANSPLAN, CCTA\)](#)



Chapter 6

Procedures for Notification, Review and Monitoring

Action Plans are required to include a set of procedures to share environmental documents, review general plan amendments, and monitor progress in attaining the traffic service objectives. The procedures for notification, monitoring, and review are described below.

A. Circulation of Environmental Documents

The Action Plan is required to have a set of procedures to share environmental documents. This notification is to occur through the CEQA analysis process, at the following

two junctures: first, upon issuance of a Notice of Preparation (NOP), and second, at the stage of Notice of Completion (NOC) of the draft EIR.

The Action Plan is to set the threshold level at which EIRs are to be circulated to neighboring jurisdictions. The maximum thresholds established by the Authority are 100 net new peak hour vehicle trips for development projects that do not involve a General Plan Amendment (GPA), and 500 net new peak hour vehicle trips for development projects that require a GPA. Following are examples of projects that could generate in excess of 100 net peak hour vehicle trips:

- A single-family residential development of more than 100 units
- A condominium development of more than 180 units
- A retail center of at least 14,000 square feet
- A general office building of at least 44,000 square feet

1. Procedure for Circulation and Review of Environmental Documentation

The following procedures are to be followed by the jurisdictions of TRANSPLAN regarding circulation of environmental documentation:

1. For any proposed project or general plan amendment that generates more than 100 trips during the peak hour for which an environmental document (Negative Declaration, or Environmental Impact Report or Statement) is being prepared, the Lead Agency shall issue a notice of intent to issue a Negative Declaration or a Notice of Preparation for an EIR to all Regional Transportation Planning Committee chairs or designated staff person, and to each member jurisdiction of TRANSPLAN.
2. TRANSPLAN shall notify its member jurisdictions of receipt of such notices from jurisdictions in other areas.
3. TRANSPLAN shall review development projects for compliance with the program for evaluating new development proposals outlined in Action C-3 in Chapter 5.
4. At signalized intersections where a TMP is in effect, the analysis of project impacts shall be based upon the applicable MTSO for signalized suburban arterials assuming normal traffic operations without the TMP. Further

analysis may be performed to evaluate the impacts of the project on TMP operations. The Authority’s Technical Procedures, however, do not require an operations analysis for TMPs, and the level of detail required for such an analysis is considered beyond the scope of a typical traffic impact study. Furthermore, the time period, mode of operation, and specific management strategy for corridors subject to a TMP may vary significantly from year to year, depending on specific objectives, field observations, enforcement levels, and driver acceptance.

B. Review of General Plan Amendments

This Action Plan was developed using land use forecasts that generally reflect future land development allowed within the framework of the adopted General Plans for jurisdictions within East County. General plan amendments enacted after adoption of the Action Plan could therefore adversely affect ability to meet the Action Plan goals, policies and objectives.

The CCTA *Implementation Guide* outlines the process for notification and review of the impact of proposed general plan amendments that exceed a specified threshold size. Furthermore, the process outlined below has been adopted by TRANSPLAN.

1. Procedure for Review of General Plan Amendments

The development review process identified in Action C-3 pertains to the review of General Plan Amendments. In addition to the project review procedures, the following procedures are to be followed for general plan amendments that generate more than 100 net peak hour vehicle trips:

The jurisdiction considering the amendment must either demonstrate that:

- The amendment will not violate Action Plan policies or adversely affect the ability to meet Action Plan MTSOs, or
- Propose modifications to the Action Plan that are acceptable to TRANSPLAN and will prevent the general plan amendment from adversely affecting the regional transportation network.

If neither of these can be done, approval of the general plan amendment by the lead jurisdiction may lead to compliance issues with the CCTA growth management program.

C. Schedule for Action Plan Review

The Action Plans should be periodically reviewed for effectiveness, and updated if there are significant changes in local or regional conditions. See Chapter 3 of the CCTA *Growth Management Program Implementation Guide* for guidance on the development and updates of Action Plans.

In general, the Action Plan review process involves:

- Regular monitoring of traffic conditions on regional routes and reporting to TRANSPLAN on MTSO performance.
- If any of the MTSOs have not been met, TRANSPLAN may consider preparing a focused revision to the Action Plan.
- A complete review of the Action Plan should be made on a four- to five-year cycle.
- Individual corridors may be reviewed as deemed appropriate by TRANSPLAN.

D. Implications for Compliance with the Measure J Growth Management Program (GMP)

The CCTA *Implementation Guide* describes the GMP conditions for compliance that relate specifically to Routes of Regional Significance and the Action Plans as listed below:

1. Participating in the preparation and adoption of Action Plans.
2. Implementation of actions to attain MTSOs.
3. Placing conditions on project approvals consistent with the Growth Management Strategy.
4. Circulation of environmental documents as specified in the Action Plan and consistent with Authority policy.
5. Participation in the General Plan Amendment review procedure.

If, however, through CCTA's monitoring program it is determined that the MTSOs are not being met, then this information would be conveyed to TRANSPLAN for consideration in its periodic review of the Action Plan. The *Implementation Guide* states that if satisfactory

progress is observed, then implementation of the Action Plan will continue. If progress has not been satisfactory, a revision to the Action plan may be necessary.

Process for Addressing MTSO Exceedances

From time to time, the MTSOs are monitored to determine whether they are being achieved. In addition, the MTSOs are evaluated to determine if they can be achieved in the future. For this update to the Action Plan, the MTSOs were monitored in 2013, and the traffic forecasts were prepared and evaluated for 2040. In both cases, exceedances of the adopted MTSOs were observed.

Under adopted CCTA policy, exceedance of an MTSO does not constitute a compliance issue with the Growth Management Program.

The primary purpose of the MTSOs is to provide TRANSPLAN with a quantitative measure of transportation system performance that can be consistently applied as a metric for gauging the impacts of future growth and mitigating those impacts. The MTSOs that TRANSPLAN has adopted for its Plan are by no means the “lowest common denominator.” To the contrary, they reflect TRANSPLAN’s broader objective to ensure an acceptable level of mobility for its residents and workers to sustain the economy and maintain quality of life.

It is not surprising, therefore, given the level of expected growth in East County, coupled with the constraints on adding new capacity to the system, that some MTSOs may be exceeded either today or in the future.

When an exceedance has been determined, either through monitoring or during the Action Plan update process, the only action required under this Plan is that TRANSPLAN document the condition, and continue to monitor and address the MTSOs in future updates to the Plan under the timeframe established in this chapter.

In the case where a proposed development project or General Plan Amendment causes an exceedance, or exacerbates a situation where an already exceeded MTSO is worsened, then the procedures in this chapter regarding development application review and general plan amendments shall apply.



Appendix A: MTSO Values

CCTA regularly monitors the values of the MTSOs defined by all of the subregions in their Action Plans for Routes of Regional Significance. The most recent monitoring effort was conducted in early 2013. CCTA is also responsible for forecasting the values of the MTSOs at a given horizon year (which for the purposes of this plan is the year 2040). The 2040 forecasts are the result of applying the CCTA regional travel demand model and reporting the future traffic volumes generated by that model application. It should be noted that the model results are intended to give an idea of the order-of-magnitude changes in traffic volumes anticipated across the region; much more detailed and refined studies would be undertaken for any specific project. This appendix contains the 2013 values reported for the TRANSPLAN area as part of the regular monitoring effort and the 2040 forecasts of those values. Please see the CCTA report titled “2013 CMP and MTSO Monitoring Report” for further information.

East County Freeway MTSO Values SR-4 Freeway Analysis – AM Peak Hour							
Direction	Free Flow Speed (mph)	MTSO		2013 Observed		2040 Forecast	
		Speed (mph)	Delay Index	Speed (mph)	Delay Index	Speed (mph)	Delay Index
EB	65	26	2.5	61	1.1	51.7	1.3
WB	65	26	2.5	49.1	1.4	33.7	1.9

East County Freeway MTSO Values SR-4 Freeway Analysis – PM Peak Hour							
Direction	Free Flow Speed (mph)	MTSO		2013 Observed		2040 Forecast	
		Speed (mph)	Delay Index	Speed (mph)	Delay Index	Speed (mph)	Delay Index
EB	65	26	2.5	46	1.4	39.4	1.7
WB	65	26	2.5	51	1.3	50.5	1.3

East County Freeway MTSO Values SR-4 HOV Utilization					
Direction	MTSO (vph)	2013 Observed (vph)		2040 Forecast (vph)	
		AM	PM	AM	PM
EB	600	-	1029	-	2151
WB	600	826	-	1832	-

East County Intersection MTSO Values											
No.	Primary Street	Secondary Street	MTSO	2040 Forecasts				2013 Observed			
				AM Peak		PM Peak		AM Peak		PM Peak	
				LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
E50	18th Street-Main Street (SR-4)	SB SR-160 on-off ramps	D	B	19.3	C	19.2	B	15.3	B	17.0
E51	Main Street (SR-4)	NB SR-160 on-off ramps	D	B	15.3	B	15.9	B	14.2	B	16.9
E52	Main Street (SR-4)	Nelroy Rd-Bridgehead Rd	D	C	24.0	C	30.2	C	23.4	C	29.5
E53	Main Street (SR-4)	Big Break Road	D	F	223.8	F	^^^	C	24.5	D	37.3
E54	Main Street (SR-4)	Empire Rd-Charles Way	D	F	82.1	F	110.3	C	24.1	C	23.2
E55	Main Street (SR-4)	Cypress Road	D	E	65.0	C	32.6	D	36.0	C	22.6
E57	Brentwood Blvd (SR-4)	Lone Tree Way	D	F	124.6	F	107.6	C	25.3	C	31.6
E58	Brentwood Blvd (SR-4)	Sand Creek Rd	D	D	35.5	C	34.9	C	29.7	C	28.6
E59	Brentwood Blvd (SR-4)	Central Blvd-Sycamore Road	D	C	26.7	C	30.0	B	17.6	B	19.9
E60	Brentwood Blvd (SR-4)	Oak Street	D	C	32.5	C	30.3	C	27.7	C	26.3
E61	Brentwood Blvd (SR-4)	Balfour Road	D	E	65.4	E	57.7	D	54.7	D	54.3
E62	Walnut Boulevard	Oak Street	D	C	28.1	B	18.8	B	18.8	B	14.8
E63	Walnut Boulevard	Balfour Road	D	D	46.4	E	74.7	D	41.0	D	35.3
E64	Walnut Boulevard	Marsh Creek Road	D	F	^^^	F	^^^	C	29.3	D	47.6
E65	Bailey Road	Willow Pass Road	E	C	25.1	D	46.7	C	24.0	C	21.8
E66	Bailey Road	WB SR-4 on-off ramps	E	D	33.4	B	17.5	C	21.6	B	13.6
E67	Bailey Road	EB SR-4 on-off ramps	E	C	29.1	D	36.2	C	21.6	C	27.6
E68	Bailey Road	Leland Road	E	F	88.6	F	132.4	D	39.1	D	39.0
E69	Railroad Avenue	WB SR-4 on ramp	D	F	100.6	B	19.7	D	38.1	C	21.2

East County Intersection MTSO Values											
No.	Primary Street	Secondary Street	MTSO	2040 Forecasts				2013 Observed			
				AM Peak		PM Peak		AM Peak		PM Peak	
				LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
E70	Railroad Avenue	EB SR-4 on-off ramps	D	C	33.5	D	52.8	D	36.2	C	34.9
E71	Railroad Avenue	Leland Road	D	F	123.3	F	103.8	E	59.0	F	81.9
E72	Railroad Avenue	Buchanan Road	D	C	33.6	C	27.6	C	34.2	C	22.8
E73	Somersville Road	WB SR-4 on-off ramps	D	C	27.8	C	29.5	C	21.4	C	25.6
E74	Somersville Road	EB SR-4 on-off ramps	D	B	11.8	B	14.7	B	10.9	B	10.3
E75	Somersville Road	Delta Fair Boulevard	D	C	34.9	E	59.2	C	31.1	D	36.5
E76	Somersville Road	Buchanan Road	D	D	38.1	C	29.6	D	47.1	D	39.9
E77	Lone Tree Way-A Street	WB SR-4 on-off ramps	D	C	24.6	D	45.5	C	20.4	D	34.3
E78	Lone Tree Way	EB SR-4 on-off ramps	D	C	25.4	D	39.1	C	29.5	C	29.7
E79	Lone Tree Way	W. Tregallas Road	D	E	59.9	C	23.8	B	16.0	C	20.2
E80	Lone Tree Way	James Donlon Boulevard	D	E	79.7	D	37.6	D	47.7	D	36.9
E81	Lone Tree Way	Deer Valley Road	D	D	47.2	C	31.5	D	41.1	D	43.6
E82	Lone Tree Way	Hillcrest Avenue	D	D	39.1	C	27.8	C	33.9	C	34.7
E83	Lone Tree Way	Empire Avenue	D	C	31.0	D	36.9	D	38.3	D	36.9
E84	Lone Tree Way	Fairview Avenue	D	F	120.3	F	90.3	D	48.6	D	46.9
E85	Lone Tree Way	O'Hara Avenue	D	F	169.2	F	159.5	D	38.1	D	37.9
E86	Hillcrest Avenue	WB SR-4 on-off ramps	D	C	30.2	C	25.4	C	26.4	C	27.6
E87	Hillcrest Avenue	EB SR-4 on-off ramps	D	B	17.7	E	71.0	C	23.2	C	27.5
E88	Hillcrest Avenue	Deer Valley Road	D	D	37.8	C	31.6	C	29.9	C	30.8
E89	Leland Road	Loveridge Road	D	D	45.2	D	35.4	D	48.2	D	38.2

East County Intersection MTSO Values											
No.	Primary Street	Secondary Street	MTSO	2040 Forecasts				2013 Observed			
				AM Peak		PM Peak		AM Peak		PM Peak	
				LOS	Delay	LOS	Delay	LOS	Delay	LOS	Delay
E90	Buchanan Road	Loveridge Road	D	C	27.0	B	19.8	C	34.5	C	20.4

NOTES:
 Year 2040 analysis assumed the following improvements:
 #51 - westbound approach is widened to provide one left-turn lane and three through lanes;
 eastbound approach is widened to provide two through lanes and one shared through-right-turn lane.
 #57 - southbound approach is widened to provide one left-turn lane, one through lane and one shared
 through-right turn lane;
 northbound approach is widened to provide one left-turn lane, two through lanes and one right-turn lane.
 #59 - westbound approach is widened to provide one left-turn lane, two through lanes and one right-turn lane.
 #84 - westbound approach is widened to provide one left-turn lane, three through lanes and one right-turn lane;
 eastbound approach is widened to provide one left-turn lane, three through lanes and one right-turn lane.
 ^^^ Average intersection delay exceeds 300 seconds.

SOURCE:
 Analysis prepared by Kittelson & Associates for CCTA.

ITEM 2
MOBILITY MANAGEMENT PLAN (MMP)

Contra Costa Transportation Authority *STAFF REPORT*

Meeting Date: January 15, 2014

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

Background

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

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

What is Mobility Management?

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

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

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

The Mobility Management Plan

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

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

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

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

Potential mobility management functions described in the plan include:

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

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

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

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

Next steps

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

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

Contra Costa County Mobility Management Plan

Final Draft

October 17, 2013



County Connection

Contra Costa County Mobility Management Plan

October 17, 2013

Prepared for

County Connection

by

Innovative Paradigms

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EXECUTIVE SUMMARY

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

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

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

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

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

Contra Costa Mobility Management Plan

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

Chapter 1: METHODOLOGY

Background

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

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

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

Methodology and Outreach

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

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

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

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

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

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

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

Chapter 2: MOBILITY MANAGEMENT STRUCTURE OPTIONS

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

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

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

Consolidated Transportation Services Agency

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

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

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

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

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

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

What is a CTSA Intended to Do?

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

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

What Can a CTSA Look Like and Accomplish?

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

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

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

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

Consolidated Transportation Service Agency Models

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

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

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

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

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

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

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

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

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

Legal Setting

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

The two funding sources included in TDA are:

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

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

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

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

Governing Structure

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

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

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

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

Phased Implementation: Sample Consolidated Transportation Service Agency Operating Budget

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

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

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

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

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

Contra Costa Mobility Management Plan

CTSA Formation Budget

[Estimated formation expense; approximately 6 months]

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

CTSA Operating Budget: New Nonprofit Corporation

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

Chapter 3: FUNCTIONS

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

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

Travel Training

Existing Travel Training Programs in Contra Costa County

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

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

Proposed Countywide Travel Training Program

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

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

Financial Implications

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

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

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

ADA Eligibility Process

Eligibility Assessment Options

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

Telephone Based Eligibility

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

Web-Based Eligibility

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

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

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

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

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

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

In-Person Eligibility

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

Steps common to an in-person eligibility process include:

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

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

Financial Implications

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

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

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

Agency Partnerships

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

There are two advantages of this program to transit operators.

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

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

Financial Implications

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

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

Coordinated Vehicle Maintenance

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

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

Specialized Expertise

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

Central Record Keeping

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

Loaner Vehicles

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

Specialized Schedules

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

Fueling

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

Volunteer Driver Programs

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

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

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

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

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

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

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

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

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

Financial Implications

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

Central Information Program

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

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

Examples of Call Centers in Contra Costa County:

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

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

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

Advocacy Role of Mobility Management

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

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

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

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

Technical Support

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

Grant Writing

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

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

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

Grant Management

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

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

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

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

Driver Training and Professional Development

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

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

Chapter 4: IMPLEMENTATION STEPS

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

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

Phase I: Adoption of the Plan

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

Phase II: Formation of a Mobility Management Oversight Board

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

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

Guiding Principles

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

Mobility Management Oversight Board Structure and Functions

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

Phase III: Form a CTSA as the Mobility Management Agency

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

Funding

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

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

Phase IV: Functional Programs

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

Implementation Timeline

CTSA Implementation Time Line

(approximate)

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

Contra Costa Mobility Management Plan

Appendix 1

Contra Costa Mobility Management Plan Stakeholder Planning Group

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Appendix 2

CTSA Case Studies

Overview

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

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

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

The CTSA's selected for case studies are:

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

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



Paratransit, Inc. – Sacramento

Organization Structure Summary

CTSA Designation: 1981

Organization Type: 501(c) 3 corporation

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

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

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

Approach to Formation

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

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

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

Governing Structure

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

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

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

CTSA Operating Details

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

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

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

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



Valley Transportation Services (VTrans) – San Bernardino

Organization Structure Summary

CTSA Designation: 2010

Organization Type: 501(c) 3 corporation

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

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

Approach to Formation

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

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

Governing Structure

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

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

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

CTSA Operating Details

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

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

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



Access Services (ASI) – Los Angeles

Organization Structure Summary

CTSA Designation: 1994

Organization Type: 501(c)3 corporation

Board Structure: 9 member board of directors

Approach to Formation

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

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

Agency Structure and Functions

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

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

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

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

Governing Structure

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

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

CTSA Operating Details

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

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

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

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

*Consolidated
Transportation Services
Agency of the Stanislaus
Region*

Consolidated Transportation Services Agency of the Stanislaus Region

Organization Structure Summary

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

Approach to Formation

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

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

Stanislaus Governing Structure

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

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

CTSA Operating Details

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

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



Mendocino Transit Authority

Organization Structure Summary

CTSA Designation: 1981

Organization Type: Joint Powers Authority: Transit Authority

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

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

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

Mendocino Transit Authority Governing Structure

The MTA Board has seven appointed members.

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

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

CTSA Operating Details

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

ITEM 3
COMMUNITY BASED TRANSPORTATION PLAN



**METROPOLITAN
TRANSPORTATION
COMMISSION**

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Oakland, CA 94607-4700
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TTY/TDD 510.817.5769
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WEB www.mtc.ca.gov

TO: Administration Committee

DATE: April 2, 2008

FR: Deputy Executive Director, Operations

W.I.: 1311

RE: Funding Agreements: Phase Two Community-Based Transportation Plans

Staff requests this Committee’s authorization for the Executive Director or his designated representative to negotiate and enter into funding agreements with County Congestion Management Agencies (CMAs), and other local jurisdictions, to initiate phase two of the Community-based Transportation Planning (CBTP) program in 18 communities of concern, as listed in Attachment A.

Background

In October 2002, the Commission adopted program guidelines to conduct transportation planning in communities of concern throughout the Bay Area. For purposes of the CBTP program, a community of concern is one in which at least 30% of the households earn less than twice the poverty level. The planning process engages Bay Area residents in these communities in a collaborative planning process involving community-based organizations, congestion management agencies, transit operators and MTC. The outcome of the planning process is a transportation plan that identifies community-prioritized transportation gaps, and projects or services to address these gaps. Projects recommended in each plan are eligible to compete for funding through MTC’s Lifeline Transportation Program. About half of the projects funded through the first Lifeline cycle were projects identified in completed CBTPs.

Recommendation for Phase Two

Based on the low-income criteria noted above, there are a total of 43 communities of concern in the Bay Area. Of these, 25 communities have already been allocated funding to complete the planning process (see Attachment A). Staff is now recommending Committee approval for phase two of the CBTP program to complete the remaining 18 plans.

As the CBTP program guidelines indicate, County CMAs are to serve as the fiscal agent for the plans and oversee each project. Depending on what is suitable for each community; another local jurisdiction may serve as a fiscal agent for the projects. To initiate the planning process in the remaining 18 communities, MTC would enter into funding agreements with the appropriate CMA or local jurisdiction in the amount of \$60,000 per plan.

Staff recommends that this Committee authorize the Executive Director or his designated representative to negotiate and enter into funding agreements with CMAs (or other designated entities) to initiate phase two of the CBTP program as illustrated in Attachment A. Total cost will not exceed \$1,080,000 from the amount the Commission budgeted for the CBTP program in the FY 2007-08 Agency Budget.

Ann Flemer

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Attachment A

Community-based Transportation Planning

**Inventory of Phase One and Phase Two
Community-based Transportation Plans**

Completed Phase One CBTPs	Phase One CBTPs Underway	Phase One CBTPs To Be Completed	Phase Two CBTPs
<ul style="list-style-type: none"> • Richmond/North Richmond/Old Town San Pablo • Ashland/Cherryland/South Hayward • City of Napa • East Palo Alto • Dixon • West Oakland • Canal District of San Rafael • Tenderloin/Little Saigon (San Francisco) • Gilroy • Berkeley/West Berkeley • Bay Point • Monument Corridor (Concord) • Mission/Geneva (San Francisco) • Roseland - Santa Rosa • East Oakland 	<ul style="list-style-type: none"> • Cordelia • Marin City • East San Jose • Martinez • Daly City • Vallejo 	<ul style="list-style-type: none"> • Bayview Hunters Point (to begin summer 2008) • Milpitas (to begin following completion of East San Jose CBTP) 	<ul style="list-style-type: none"> • Chinatown/North Beach/Treasure Island • South of Market • Western Addition/Haight Fillmore • Inner Mission/Potrero Hill • South San Francisco/San Bruno • North San Mateo • Alameda • Central Sonoma Valley • Southwest Healdsburg • Guerneville/Monte Rio • Mountain View • Alviso/Shoreline/Sunnyvale • East Santa Clara • South San Jose/Morgan Hill) • Hercules/Rodeo/Crockett • East Brentwood • North Vacaville • Central/East Fairfield

REQUEST FOR COMMITTEE APPROVAL

Summary of Proposed Funding Agreements

Work Item No.: 1311

Name of Agency: Alameda County Congestion Management Agency
(Alameda)
San Francisco County Transportation Authority
(Chinatown/North Beach/Treasure Island, South of Market, Western Addition/Haight Fillmore, Inner Mission/Potrero Hill)
San Mateo City/County Association of Governments
(South San Francisco/San Bruno, North San Mateo)
Solano Transportation Authority
(North Vacaville, Central and East Fairfield)
Sonoma County Transportation Authority
(Central Sonoma Valley, Southwest Healdsburg, Guerneville/Mont Rio)
Valley Transportation Authority
(Mountain View, Alviso/Shoreline/Sunnyvale, East Santa Clara, South San Jose/Morgan Hill)
Recipient to be Determined
(Hercules/Rodeo/Crockett, East Brentwood)

Work Project Title: Community-based Transportation Planning (CBTP)

Purpose of Project: To implement phase two of the CBTP Program

Brief Scope of Work: MTC will enter into funding agreements with County Congestion Management Agencies or designated entities to initiate community-based transportation planning in eighteen communities of concern identified for phase two of the program.

Project Cost Not to Exceed: \$1,080,000 total (\$60,000 each)

Funding Source: STA

Fiscal Impact: Funds are included in MTC's adopted Agency Budget for FY 2007-08

Motion by Committee: That the Executive Director or his designee is authorized to negotiate and enter into funding agreements with County Congestion Management Agencies (or designated entities) to implement community-based transportation plans in the eighteen communities of concern identified for phase two of the CBTP program, and the Chief Financial Officer is directed to set aside funds for such funding agreements, in the amounts set forth above.

Administration Committee: _____
Bob Blanchard, Chair

Approved: Date: April 9, 2008



Potential MTC Communities of Concern

