

**Metropolitan Transportation Commission  
Programming and Allocations Committee**

March 6, 2013

Item Number 4b

**Resolution No. 4085**

---

**Subject:** Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area

**Background:** In 2007, MTC completed and adopted a Coordinated Public Transit--Human Services Transportation Plan (Coordinated Plan) pursuant to requirements in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). This requirement stipulated that starting in FY 2007, projects funded through three SAFETEA-LU programs – (1) Section 5316 Job Access Reverse Commute program, (2) Section 5317 New Freedom, and (3) Section 5310 Elderly Individuals and Individuals with Disabilities, must be derived from a Coordinated Plan. In June 2012, Congress enacted the two-year federal surface transportation authorization, Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21), which requires that projects funded by the new Enhanced Mobility for Seniors and Persons with Disabilities program be derived from a locally-developed Coordinated Plan.

Earlier this year, MTC staff began the process for amending and updating the Coordinated Plan, to coincide with the development of the Regional Transportation Plan, *Plan Bay Area*. The updated Coordinated Plan is intended to meet federal planning requirements, and to provide the region with a range of strategies intended to advance local efforts to improve transportation for person with disabilities, older adults, and persons with low incomes. For this update, staff conducted a review of relevant research and best practices, updated the Bay Area’s demographic profile with a focus on pertinent populations, and documented the region’s existing transportation services. New research on the transportation needs of Bay Area veterans and their families was also incorporated in to the Plan.

Staff received guidance and input on the draft update from a Technical Advisory Committee including representatives of various transit and human services transportation perspectives. The draft Coordinated Plan update was also reviewed by MTC’s Transit Finance Working Group, the Partnership Technical Advisory Committee, the Bay Area Partnership Accessibility Committee, and the Regional Mobility Management Group. Staff also solicited feedback from the accessibility advisory committees of AC Transit, BART, SamTrans, SFMTA, and VTA, as well as the county Paratransit Coordinating Councils.

Staff also presented the draft Coordinated Plan to MTC’s Policy Advisory Council and to their Equity and Access Subcommittee. The Policy Advisory Council did not have a quorum and could not make a formal motion, but did agree with the Equity and Access Subcommittee to forward specific recommendations to the Commission, which are attached, and have been incorporated into the appropriate sections of the Coordinated Plan.

The draft plan update was made available on-line for public comment for a period of two months. Public comments received on the draft plan were incorporated into the draft, and documented in Appendix E. The public comment period closes on March 8. If any significant comments are received between the date of this memo and the close of comments, staff will bring an update to the Committee and/or Commission meetings.

In addition, staff is convening a Mobility Management Summit on February 27, 2013 to discuss and guide next steps regarding the recommendation to strengthen mobility management throughout the Bay Area.

**Issues:** None

**Recommendation:** Refer to the Commission for approval MTC Resolution 4085, the Coordinated Public Transit—Human Services Transportation Plan Update.

**Attachments:**

- 1) Appendix E: Summary of Comments Received on the Draft Coordinated Public Transit—Human Services Transportation Plan Update
- 2) Policy Advisory Council, Equity and Access Subcommittee Recommendations
- 3) Presentation of MTC Coordinated Public Transit—Human Services Transportation Plan – Draft Plan Update Highlights
- 4) MTC Resolution 4085: Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area (Executive Summary only). The entire Plan is available for review in the MTC Library or online at <http://www.mtc.ca.gov/planning/pths/>.



## Public Comments on Draft Plan

### Draft Plan Public Comment Period

**January 9, 2013 – March 8, 2013**

On January 9, 2013, the draft Coordinated Plan was released to the public for review and comment. The draft plan was posted on MTC’s website, and over 700 stakeholders and interested members of the public were notified via email. MTC staff was available to stakeholder groups and made presentations on the draft plan to:

- MTC Policy Advisory Council, Equity and Access Subcommittee (1/9)
- SFMTA Multimodal Accessibility Advisory Committee (1/17)
- Bay Area Partnership Transit Finance Working Group (2/6)
- Bay Area Partnership Accessibility Committee (2/11)
- AC Transit Accessibility Advisory Committee (2/12)
- MTC Policy Advisory Council (2/13)
- Regional Mobility Management Group (2/14)
- Alameda County Paratransit Advisory and Planning Committee (2/25)
- BART Accessibility Task Force (2/28)

Below are comments received during the public comment period of January 9, 2013 – March 8, 2013.

Category	Comment	Response
Transportation gaps	For Sonoma County a long awaited improvement is a universal fare medium. Clipper would make transit use easier for the Coordinated Plan's target populations. The hope is Clipper will deploy as SMART train service starts. Please include this in the plan. It is an important need.	Depending on funding availability, Clipper rollout could occur for Sonoma County bus systems in late 2015/early 2016. SMART plans to include Clipper capability when the line opens. Transit coordination is highlighted as an important need in the Plan.
General comment	Several SCTA Directors point out how frequently MTC maps chop off the northern part of the County---parts where some of "Coordinated Plan" type needs are the MOST acute! Please consider showing the entire MTC region on MTC maps.	Noted. Staff will make every effort to include all areas of the region.
Transportation Inventory	On page 4-31 AARP for the Medford, Ashland & Grants Pass cities is included as an existing Sonoma County Transportation Resource. Why?	This entry was submitted during MTC’s survey. It has been removed.
Transportation Inventory	Southwest Adult Services is no more.	This entry has been removed.



**METROPOLITAN TRANSPORTATION COMMISSION**

DRAFT COORDINATED PUBLIC TRANSIT-HUMAN SERVICES TRANSPORTATION PLAN UPDATE

PUBLIC COMMENTS ON THE DRAFT PLAN

APPENDIX E

Category	Comment	Response
Transportation Inventory	Please make corrections to page D-9: Bay Area Community Services 1814 Franklin St 4th Floor, Oakland 94612 jweiss@bayareacs.org	Correction has been made.
Transportation Inventory	The Council on Aging terminated their volunteer driver program.	This entry has been removed.
Transportation Gap	There should be a better connection between BART and the Broadway shuttle bus arrivals. Too often the bus is just leaving this very well-used bus stop as I get off the escalator. I then have to wait in the cold and/or rain for the next shuttle to arrive. A partial solution would be to erect a bus shelter at the northeast corner of 20th and Broadway like the large attractive one at the southwest corner. At least that would help us stay dry when it is raining.	Connectivity issues are noted in Chapter 6.
Transportation Gap	Insufficient pedestrian & bicycle access between Jack London Square/Chinatown, Oakland and Webster Street, Alameda.	Chapter 6 notes issue of safe routes for bicycles and pedestrians.
Transportation Gap	511 is not a usable system for the disabled community.	The 511 website was designed to be used with screen readers, and there is an Accessible Version of the 511 Transit page at <a href="http://transit.511.org/accessible/">http://transit.511.org/accessible/</a> . MTC is currently working to make the primary Transit page accessible. All transportation information available in the 511 telephone system can be accessed by hearing and speech-impaired callers by dialing 711, the national number to access Telecommunication Relay Services (TRS), where an operator can connect them to 511 and relay system responses back to the callers.
Transportation Gap	TTY is old technology.	Outside the scope of this Plan.
Transportation Gap	There should be better coordination among paratransit operators in the Bay Area.	Need for better coordination addressed in Chapter 6.Paratransit coordination



**METROPOLITAN TRANSPORTATION COMMISSION**

DRAFT COORDINATED PUBLIC TRANSIT-HUMAN SERVICES TRANSPORTATION PLAN UPDATE

PUBLIC COMMENTS ON THE DRAFT PLAN

APPENDIX E

Category	Comment	Response
		requirements are addressed in MTC Res. 3866, MTC Transit Connectivity Plan.
Transportation Gap	There should be greater communication and coordination between the transportation systems.	Need for better coordination addressed in Chapter 6.
Transportation Gap	Meeting ADA standards is too minimal, as well as outdated.	Federal standards dictate accessibility requirements for public transit services. Enhanced paratransit services beyond the ADA are noted in Chapter 6 and 7 of the plan. Projects providing services beyond the ADA are eligible for funding under the FTA Section 5317 New Freedom program and Section 5310 Mobility of Seniors and Individuals with Disabilities program.
Transportation Gap	There needs to be more ramp taxis.	Included as a need in Chapter 6 and a potential solution in Chapter 7.
Transportation Gap	Accessible taxis are too expensive.	Included as a need in Chapter 6 and a potential solution in Chapter 7.
General Comment	There is a lot of talk about the senior population. Does the plan include information on the disabled population?	Chapter 3 includes demographic information on the disabled, senior and low-income population.
Transportation Gap	Many shopping centers are difficult to access because bus stops are located outside of the parking lot, or are not allowed to enter. Many large shopping centers have only one bus stop.	Promoting Complete Streets, and the integration of transportation and land use decisions is noted as a strategy in Chapter 8.
Transportation Gap	Nothing is being done to address the paratransit shortfalls due to transit cutbacks.	Paratransit is required to be provided along the same routes and during the same hours that fixed route service operates. Projects providing services beyond the ADA are eligible for funding under the FTA Section 5317 New Freedom program and Section 5310 Mobility of Seniors and Individuals with Disabilities



**METROPOLITAN TRANSPORTATION COMMISSION**

DRAFT COORDINATED PUBLIC TRANSIT–HUMAN SERVICES TRANSPORTATION PLAN UPDATE

PUBLIC COMMENTS ON THE DRAFT PLAN

APPENDIX E

Category	Comment	Response
		program.
Transportation Gap	Paratransit is not demand responsive enough. A trip that would take a car takes much longer on paratransit.	The limitations of paratransit are noted as a gap in Chapter 6.
Transportation Gap	Path of travel issues continue to be a big problem, particularly in that “last mile”. Curbs are not cut, surfaces are uneven. This exists in both rural and urban areas.	Pedestrian access and land use coordination are noted in chapters 6, 7 and 8.
General comment	Any new legislation MTC considers backing in the future should have dedicated funding for senior transportation.	Chapter 8 includes identifying and working with legislators willing to sponsor statewide legislation to address coordination and/or improve transportation funding.
Demographic Profile	It would be helpful to see a percentage of growth for the senior population per county.	The percent change in proportion of the older adult population by county is on page 3-10.
Other	The region’s transit agencies should have an automatic set aside in their budgets for travel training.	Outside the scope of this plan, however, travel training is noted in chapters 7 and 8
Other	TDA and STA funds should go to agencies providing paratransit, not just transit agencies.	Outside the scope of this plan.
Other	Does this plan address emergency planning for health and human service agencies?	Emergency planning is outside the scope of this plan, but can be considered during plan implementation, specifically as part of each county’s mobility management implementation.
Other	Please add the Policy Advisory Council’s Equity and Access Subcommittee’s recommendations to the staff report to the Commission in March.	The Equity and Access Subcommittee’s recommendations have been included in the March staff report to the Commission.
Strategies to Enhance Coordination	This plan recommends promoting walkable communities and complete streets policies. How do we start thinking about using transportation funding to address land use decisions?	The plan specifically calls out MTC’s One Bay Area Grant Program (OBAG), which was established in May 2012. The OBAG program allows investments in transportation categories such as Transportation for Livable Communities, bicycle and pedestrian improvements, and local streets and roads



Category	Comment	Response
		preservation, and requires cities to adopt a complete streets policy to be eligible for funding. Further, OBAG emphasizes investments in Priority Development Areas, and rewards jurisdictions for building housing in Priority Development Areas.
Existing Resources	Does the plan provide the breakdown of previously funded fixed route service that was new, as opposed to already established routes?	Chapter 4 provides a breakdown of funding by project type, but does not distinguish between new or continuing service.
Implementation	MTC should be aware of mobility management efforts in each county and provide oversight to those efforts. It would be good for MTC to facilitate a report on those efforts every six months.	This can be considered during plan implementation.
Implementation	The Regional Mobility Management Group is an adhoc group that meeting every other month. Perhaps this group should be formally recognized by MTC.	This can be considered during plan implementation.
Strategies to Enhance Coordination	It is important not to lose local solutions in the regional approach to mobility management.	The strategy to strengthen mobility management in Chapter 8 is intended to provide a regional framework, while still allowing each county to tailor local solutions.
Solutions to Gaps	Will mobility management be prioritized over other solutions presented in the plan?	The plan presents general and preliminary guidance for regional prioritization, and recognizes that solutions may be weighted differently in a local context.
Solutions to Gaps	It is important not to lose local, innovative solutions within mobility management to capital and transit operations projects.	The plan presents general and preliminary guidance for regional prioritization, and recognizes that solutions may be weighted differently in a local context.
Other	MTC should use discretionary funding to supplement mobility management activities, instead of relying only on JARC, New Freedom and Section 5310.	Chapter 8 discusses use of STA funding in the Lifeline Transportation Program to support mobility management activities. MTC could evaluate use of other funds for this purpose as implementation



Category	Comment	Response
		efforts progress and with consideration of impacts on other regional priorities.
Solutions to Gaps	There should be a provision for neighborhood-based programs for small experimental transportation projects. Small projects like this can get lost on a larger city level.	Possible solutions have been identified to address gaps in Chapter 6.
Solutions to Gaps	Is paratransit beyond ADA prioritized as a solution, or eligible for funding?	Included as a need in Chapter 6 and a potential solution in Chapter 7
Transportation Inventory	The plan does not document a baseline of all the mobility management activities currently going on in the region. This is necessary to understand how to move forward with mobility management planning.	Chapter 4 and Appendix D documents existing transportation resources. A more focused documentation of existing mobility management activities can be included in plan implementation.
Strategies to Enhance Coordination	The pedestrian/land use recommendation is very important. There doesn't seem to be any locally published data on how these types of projects benefit elderly and disabled populations.	Noted in Chapter 8 are tools and studies related to pedestrian/bicycle planning.
Strategies to Enhance Coordination	Chapters 7 and 8, and Appendix C outline potential ideas to address coordination and transportation service gap needs with an emphasis on mobility management centers. This is helpful in a larger regional view, however, there the plan should focus on coordination activities available to small and medium sized social service and specialized education non-profits.	The strategy to strengthen mobility management in Chapter 8 is intended to provide a regional framework, while still allowing each county to tailor local solutions.
Strategies to Enhance Coordination	Add a matrix or checklist to the document to guide agencies on how to propose appropriate coordinating efforts with allied agencies, mobility management centers or CTSAs. This would be helpful to agencies seeking funding for coordination activities.	This can be considered during plan implementation.
Strategies to Enhance Coordination	Include more recent information for Marin Transit's taxi programs in Chapter 8.	Updated information has been added.



METROPOLITAN  
TRANSPORTATION  
COMMISSION

Joseph P. Bort MetroCenter  
101 Eighth Street  
Oakland, CA 94607-4700  
TEL 510.817.5700  
TDD/TTY 510.817.5769  
FAX 510.817.5848  
E-MAIL [info@mtc.ca.gov](mailto:info@mtc.ca.gov)  
WEB [www.mtc.ca.gov](http://www.mtc.ca.gov)

*Memorandum*

TO: Policy Advisory Council

DATE: February 13, 2013

FR: Equity & Access Subcommittee

W.I.: 1114

RE: Draft Coordinated Public Transit-Human Services Transportation Plan Update

The Policy Advisory Council Equity and Access Subcommittee reviewed the proposed update to the Draft Coordinated Public Transit-Human Services Transportation Plan over its past two meetings, and now suggests the Policy Advisory Council make the following recommendations to the Commission:

- MTC should support the region's prioritization of mobility management by providing assistance and information to counties and local entities to help them coordinate and promote mobility management.
- When funding becomes available, a portion should be set aside for mobility management.
- Community-based transportation providers need reliable resources for operations, not just coordination; funding programs should allow funds to be utilized by small providers for operations.
- MTC should formally receive periodic updates from local entities on their mobility management effort.

The background features a large, light blue watermark of the Metropolitan Transportation Commission (MTC) logo, which consists of a stylized 'M' and 'T' inside a circle. The text is centered over this watermark.

**MTC Coordinated Public Transit-  
Human Services Transportation Plan  
Draft Plan Update Highlights**

March 6, 2013

# Overview

- Coordinated Plan Background
- Key Findings
- Recommended Regional Priorities and Coordination Strategies
- Next Steps

# Background

- Federal coordinated planning requirements
- FTA funding programs
  - Section 5310 Elderly & Disabled
  - Section 5316 Job Access & Reverse Commute
  - Section 5317 New Freedom
- Ongoing federal and state coordination efforts
- Local programs and initiatives supporting coordination



Monday thru Friday						Southbound	
Northbound			Arrive			Leave	Monroe
93rd	79th	67th	Madison/	Washington/	Jefferson	Jefferson	Michigan
Lv 103rd	93rd	79th	Madison/	Washington/	Jefferson	5:30a	5:30a
Shore	Jeffery	Jeffery	Wataah	Jefferson	Jefferson	5:50	5:59
Island		4:46 a	5:11a	5:20a	5:41	6:07	6:16
		4:56	5:02	5:23	5:30	6:20	6:30
4:28 a	4:38a	4:46 a	5:13	5:32	5:41	6:32	6:43
4:36	4:47	4:56	5:23	5:43	5:52	6:47	6:58
4:47	4:58	5:06	5:43	5:53	6:02	6:59	7:10
4:57	5:08	5:26	5:53	6:03	6:22	7:11	7:22
5:06	5:18	5:36	6:13	6:33	6:52	7:23	7:34
5:16	5:28	5:46	6:23	6:43	7:02	7:36	7:47
5:25	5:38	5:56	6:41	6:52			



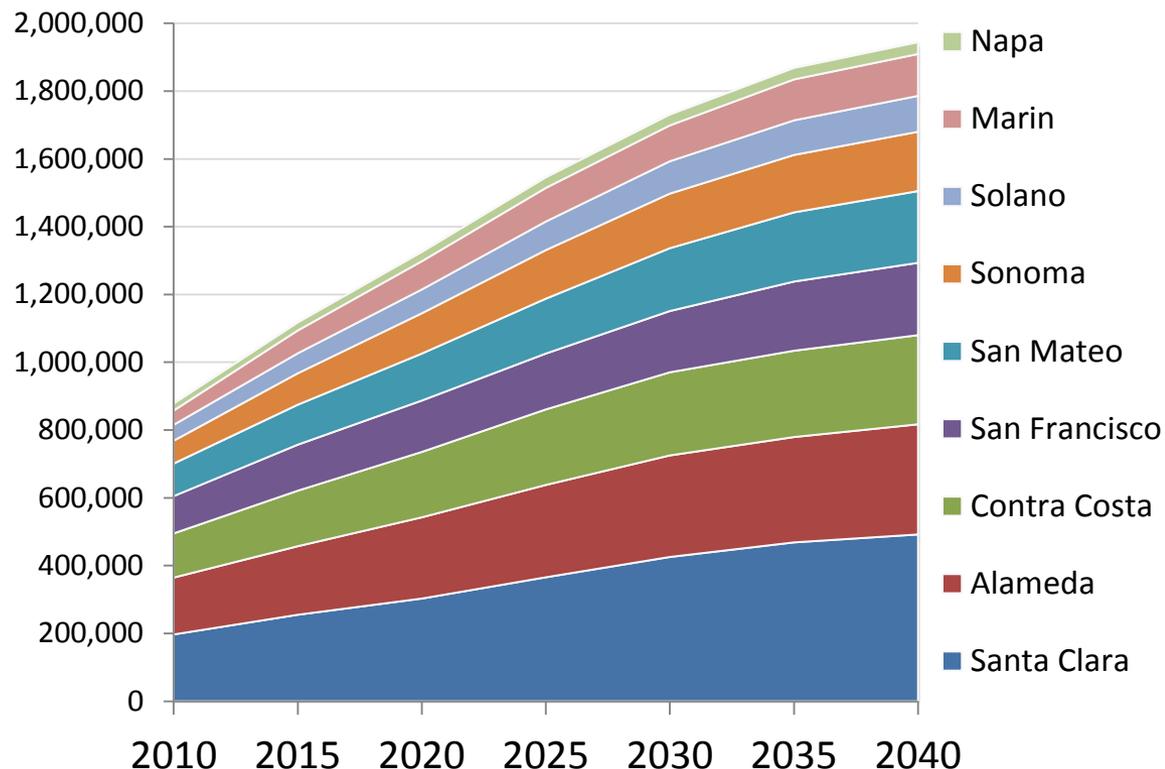
# Plan Update Process

- Convene multi-interest TAC of providers/stakeholders
- Review relevant plans and studies completed since 2007
- New research
  - Regional demographic and transportation data update
  - Regional and statewide best practices and innovative approaches
  - Veterans' transportation needs
- Assess progress to date implementing projects and strategies identified in 2007 Plan
- Stakeholder input: Review and update
  - Transportation gaps
  - Transportation solutions
  - Regional coordination strategies
- Public review and comment on Draft Plan Update
- Commission adoption

# Key Findings: The “Senior Wave” Is Here

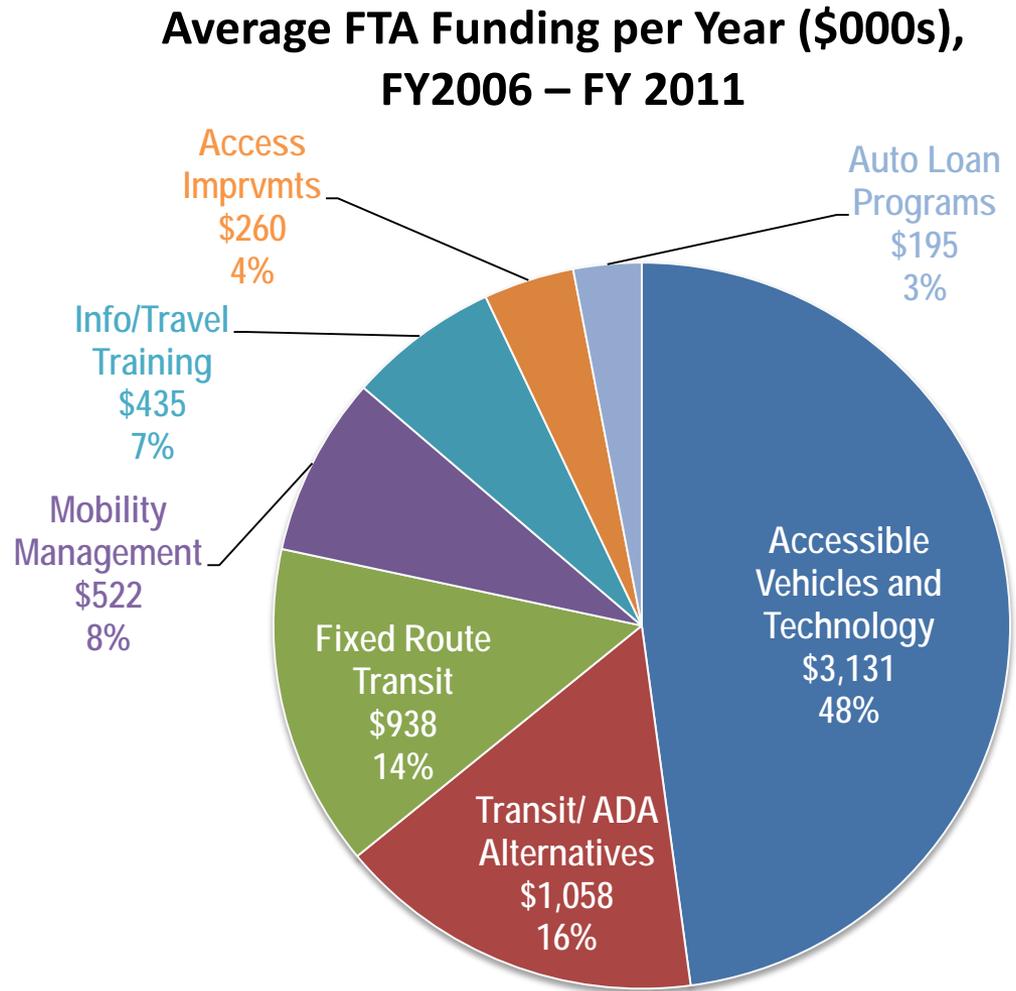
- Baby Boomers started turning 65 in 2010
- Population 65 and over will continue to rise steeply through 2030, more than doubling today’s senior population by 2040
- In 2013, a Bay Area resident will turn 65 every 6 minutes

**Bay Area Population 65 and Over:  
2010 – 2040**



# Key Findings: Previous Plan Results

- Region's JARC, New Freedom, and 5310 funding averaged \$6.5 million per year between FY2006 and FY2011
- Mix of project types across the three fund sources depended on each program's eligibility requirements and state, regional, or local priorities



# Key Findings: Transportation Gaps

- Limitations of ADA paratransit
- Need for alternatives to fixed-route transit
- Need for more fixed-route service
- Safety and comfort improvements for pedestrians and transit users
- Information and assistance finding and using transportation services
- Affordability of autos and transit fares for some low-income individuals and families

# Recommended Priority Solutions

- Mobility management, travel training, and coordination activities
- Additions or improvements to paratransit that exceed ADA requirements, and demand-responsive services other than ADA paratransit
- Additions or improvements to public transit service and access to transit
- Solutions to address affordability barriers

# Recommended Regional Coordination Strategies

1. Strengthen mobility management in the Bay Area:
  - Identify and designate Consolidated Transportation Service Agencies (CTSAs) to facilitate subregional mobility management and transportation coordination efforts
  - Provide information and manage demand across a family of transportation services
  - Promote coordinated advocacy with human service agencies to identify resources to sustain ongoing coordination activities
2. Promote walkable communities, complete streets, and integration of transportation and land use decisions

# Recommended Next Steps

- Adopt the Coordinated Plan Update
- Develop a regionwide mobility management implementation plan in consultation with local partners and stakeholders
- Inform future funding decisions based on Coordinated Plan Update strategies and priorities

Date: March 27, 2013  
W.I.: 1311  
Referred by: PAC

ABSTRACT

Resolution No. 4085

This resolution adopts the Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area.

The following attachment is provided with this resolution:

Attachment A — Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area

Discussion of the Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area is included in the Programming and Allocations Summary sheet dated March 6, 2013.

Date: March 27, 2013  
W.I.: 1311  
Referred by: PAC

RE: Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area

METROPOLITAN TRANSPORTATION COMMISSION  
RESOLUTION NO. 4085

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code 66500 *et seq.*; and

WHEREAS, the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA) requires that projects funded through the Job Access Reverse Commute (JARC), New Freedom, and Elderly Individuals and Individuals with Disabilities programs be derived from a from a locally developed, coordinated public transit-human services transportation plan (Coordinated Plan) beginning in Fiscal Year 2007; and

WHEREAS, the Moving Ahead for Progress in the 21st Century Act (MAP-21) requires that projects funded through the Enhanced Mobility of Seniors and Individuals with Disabilities program be derived from a from a locally developed Coordinated Plan beginning in Fiscal Year 2013; and

WHEREAS, MTC has dedicated significant resources toward planning efforts that have focused on the transportation needs of low-income, senior and disabled residents in the Bay Area, including the community-based transportation planning program;

WHEREAS, MTC completed the region's Coordinated Public Transit—Human Services Transportation Plan in 2007; and

WHEREAS, the California Legislature enacted the Social Service Transportation Improvement Act (Chapter 1120, Statutes of 1979) (hereafter referred to as AB 120) with the intent to improve transportation service required by social service recipients; and

WHEREAS, the Metropolitan Transportation Commission adopted the MTC Regional Action Plan for the coordination of Social Service Transportation (MTC Resolution 1076, Revised); and

WHEREAS, the Coordinated Public Transit—Human Services Transportation Plan Update revises the prior Coordinated Plan to include new demographic and regional context information, transportation service gaps and solutions, and the steps for designating Consolidated Transportation Service Agencies; now, therefore, be it

RESOLVED, that MTC approves the Coordinated Public Transit—Human Services Transportation Plan Update for the San Francisco Bay Area as forth in Attachment A of this resolution, and be it further

RESOLVED, that the Executive Director of MTC is hereby authorized to forward the Coordinated Plan Update to the Federal Transit Administration and such agencies as may be appropriate.

METROPOLITAN TRANSPORTATION COMMISSION

---

Amy Rein Worth, Chair

The above Resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in Oakland, California, on March 27, 2013.



# Executive Summary

## Introduction/Background

This plan updates and amends the Coordinated Public Transit–Human Services Transportation Plan of the Metropolitan Transportation Commission (MTC). The Plan was first developed in 2006 and 2007 on behalf of MTC and its local stakeholders with an interest in human service transportation programs. MTC is both the Regional Transportation Planning Agency (RTPA) and the Metropolitan Planning Organization (MPO) for the nine-county San Francisco Bay Area, and in this capacity also serves as a designated recipient of federal transportation funding. This update combines into a single document what were previously separate elements of the Coordinated Plan focusing on transportation needs of low-income populations, older adults, and persons with disabilities.

This plan also fulfills a federal requirement first enacted in 2005 through the passage of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which stipulated that starting in Fiscal Year 2007, projects funded through three SAFETEA-LU programs — the Job Access and Reverse Commute Program (JARC, Section 5316), the New Freedom Program (Section 5317) and the Formula Program for Elderly Individuals and Individuals with Disabilities (Section 5310) — are required to be derived from a locally developed, coordinated public transit–human services transportation plan. SAFETEA-LU guidance issued by the Federal Transit Administration (FTA) described the plan as a **“unified, comprehensive strategy for public transportation service delivery that identifies the transportation needs of individuals with disabilities, older adults, and individuals with limited income, laying out strategies for meeting these needs, and prioritizing services.”**

In June 2012, Congress enacted a new two-year federal surface transportation authorization, Moving Ahead for Progress in the 21st Century (MAP-21), which retained many but not all of the coordinated planning provisions of SAFETEA-LU. Under MAP-21, JARC and New Freedom are eliminated as stand-alone programs, and the Section 5310 and New Freedom Programs are consolidated under Section 5310 into a single program, Formula Grants for the Enhanced Mobility of Seniors and Individuals with Disabilities, which provides for a mix of capital and operating funding for projects. This is the only funding program with coordinated planning requirements under MAP-21, beginning with Fiscal Year 2013 and currently authorized through FY 2014.

This Plan is intended to meet the federal planning requirements as well as to provide MTC and its regional partners with a “blueprint” for implementing a range of strategies intended to promote and advance local efforts to improve transportation for persons with disabilities, older adults, and persons with low incomes.



Stakeholders engaged in the planning process felt strongly that realization of a fully coordinated public transit-human services transportation for the Bay Area will require two key elements going forward: (1) sustainable funding dedicated to the operation of the region’s transportation solutions that go beyond public fixed route transit and also for coordinating the region’s finite transportation resources, and (2) the broadest and most inclusive possible range of partners involved. To best serve the region’s growing needs for mobility services in the future, these partnerships will need to involve not just providers of public transit and human service transportation, but also private taxi providers, the Department of Motor Vehicles, advocacy groups representing seniors and people with disabilities, faith-based groups, medical and dialysis providers, veterans and veterans’ service providers, and providers of support services to the working poor.

## Plan Update Methodology

The methodology used to develop the original plan and the plan update included the following steps:

**Conduct Literature Search and Review Best Practices:** A review was conducted of recent local studies, which have examined transportation needs in the Bay Area, particularly those of low-income populations, seniors and persons with disabilities. Secondly, new research was undertaken on Innovative Strategies and Best Practices that have emerged since MTC adopted the 2007 Plan. Findings are documented in Appendices B and C, respectively.

**Update Demographic Profile:** An updated demographic profile of the region was prepared using data from the Census Bureau and other relevant planning documents, to determine the local characteristics of the study area, with a focus on low-income populations, persons with disabilities, and older adults.

**Document Existing Transportation Services:** This step involved documenting the range of public transportation services that already exist in the Bay Area. These services include public fixed-route and paratransit services, and transportation services provided or sponsored by social service agencies, as well as past and current projects funded under the original Coordinated Plan. Information about public transit and paratransit was obtained from existing resources as specified in the report, and information about services provided by social service agencies was collected through an inventory completed for this project. Appendix D provides the complete inventory results.

**Conduct Outreach:** Development of the original Coordinated Plan included stakeholder involvement and public participation via a three-pronged approach: public outreach, stakeholder interviews, and convening a focus group to examine coordination issues in detail. In addition, the Low Income Component of the Plan relied on extensive outreach conducted through MTC’s Community Based Transportation Planning Program. Through these efforts, transportation gaps were identified or confirmed. Stakeholders provided input on existing barriers to coordination as well as possibilities for improvement. Given the extensive outreach incorporated into the original Plan, MTC conducted a more



streamlined outreach approach for the Plan update, including outreach conducted via other local and regional planning efforts involving the target populations, and meetings with regional stakeholder groups to both review and re-validate findings and to try to reach new perspectives not previously engaged in the initial coordinated planning process. Stakeholder comments received during the original Plan development as well as the Plan update outreach process are provided in Appendix E.

**Assess Needs:** The needs assessment provides the basis for recognizing where—and how—service for low-income populations, seniors, and persons with disabilities needs to be improved. The results of the needs assessment are summarized in Chapter 6, and comprehensive lists of unmet needs identified in each county are included in Appendix E. In addition, for the first time this Plan update includes documentation of the needs of the Bay Area’s veterans, a growing population with underserved transportation needs. A summary and discussion of the transportation needs of veterans is provided in Appendix F.

**Identify and Prioritize Solutions:** Following the identification of service gaps the planning process identified corresponding potential service solutions. Preliminary criteria were applied to identify regional priorities, with the understanding that locally identified priorities could potentially differ depending on local context. The solutions are documented in Chapter 7 and in greater detail in Appendix H.

**Develop Coordination Strategies:** The final step was to consider how best to coordinate services so that existing resources can be used as efficiently as possible. These strategies outline a more comprehensive approach to service delivery with implications beyond the immediate funding of local projects. In updating the strategies to be included in the Plan update, MTC staff and stakeholders reviewed progress on implementation of the five strategies included in the 2007 Plan, as well as relevant planning and implementation activities that have taken place since 2007, to inform a revised and updated set of coordination strategies.

## Key Demographic Findings

Key findings emerging from the demographic study of the region for 2010 are identified below.

**Low-Income Population:** In 2010, nearly 26% of the Bay Area’s 7 million residents lived in low-income households below 200% of the federal poverty level, which is roughly equivalent to a household income of \$22,000 for a person living alone and \$45,000 for a family of four. Roughly 11% of the population lives below 100% of the federal poverty level.

**Older Adults:** Over 12% of the Bay Area’s population is aged 65 or older. Within the older-adult population, 35% report having a disability. A quarter (25%) live in low-income households (defined as



below 200% of the federal poverty level), and 75% live in non-low-income households. By the year 2040, the population 65 and older is expected to increase by 121% to nearly 2 million residents.

**Individuals with a Disability:** Persons reporting disabilities across six categories defined by the Census Bureau total 9% of the region’s population. Of this population, 39% live in low-income households below 200% of the federal poverty level, which is about one and a half times the rate of the general population.

**Vehicle Availability:** While approximately 10% of the region’s households overall report having no access to a car, this share is higher for all target populations studied: 18% for householders 65 or over, 18% for householders reporting a disability, and 16% for lower-income households.

Additional demographic information about the Bay Area’s low-income, elderly, and disabled populations, is detailed in Chapter 3. Detailed data by county is provided in Appendix A.

## Human Service Transportation Inventory

The 2007 Coordinated Plan created an inventory of agencies that provide social service transportation and collected basic information about the agencies’ services. This inventory was updated as part of the Plan update process. A survey was sent to public transit agencies providing ADA paratransit, as well as a range of public and private agencies that provide transportation for clients, program participants, specific populations (such as older adults), or the general public. Survey invitations were sent by email to 243 recipients, from whom 51 responses were received (a 21% response rate). This inventory is intended to serve as a tool to support coordination by identifying the existing transportation resources in the region as well as documenting current service parameters, geographic coverage and beneficiaries. Service duplication or gaps in service were also noted.

In addition, projects funded by FTA’s JARC, New Freedom, and Section 5310 program under the region’s original Coordinated Plan were summarized to illustrate what kinds of projects were being funded and how many individuals were being served by these projects. Since Fiscal Year 2006, a total of \$39 million has been programmed in the region by these programs, including \$11.2 million in JARC and \$10.7 million in New Freedom funds programmed to the region’s large urbanized areas, and \$17.4 million in Section 5310 funds programmed to the region through statewide competitive processes, averaging about \$6.5 million per year. Across the three programs, the mix of projects funded is listed in Table ES-1.



Table ES-1: Average FTA Funding per Year by Project Type, FY 2006 through FY 2011: JARC, New Freedom, Section 5310

Project Type	Average Funding per Year (\$000s)	% of Total
Accessible Vehicles and Technology	\$3,131	48%
Transit/ADA Alternatives	\$1,058	16%
Fixed Route Transit	\$938	14%
Mobility Management	\$522	8%
Information and Travel Training	\$435	7%
Access Improvements	\$260	4%
Auto Loan Programs	\$195	3%
<b>Totals</b>	<b>\$6,540</b>	<b>100%</b>

Source: MTC analysis.

Note: Figures do not sum to total due to rounding. Some projects with multiple components were categorized in a single primary category.

## Needs Assessment

Several key themes emerged from the outreach efforts, stakeholder consultation, and previous planning projects. These include:

**Enhanced Fixed Route Services:** For persons who can and do use the fixed route system, there is a need for additional service in rural and suburban areas, and for more direct service to key activity centers that older adults and persons with disabilities need to access. Customers also would like increased frequency to avoid long waits, and service longer into the evening and on weekends.

**Enhanced Paratransit Services:** Paratransit users sometimes need a level of service above and beyond what is required by the ADA, such as service provided on the same day it is requested, where and when the fixed route service does not operate, or the ability to accommodate “uncommon” wheelchairs or other mobility devices.

**Connectivity:** The need for better connectivity between service providers was expressed, both for inter- and intra-county travel, whether using paratransit or fixed-route service. Customers also mentioned the need for better shelters and bus stops as well as other amenities at transfer sites. Some wheelchair users have difficulty making effective use of the fixed-route system due to accessibility barriers and referred to needs to enhance accessibility of vehicles and infrastructure such as shelters and stops.



**Transit Experience:** A number of issues were raised related to transit amenities, including bus shelters, bus stop seating if a bus stop cannot accommodate a shelter, and lighting to promote safety at bus stops and at rail stations, especially at night. Safety on transit vehicles was also raised as a concern.

**Transit Alternatives:** For those who need transportation where public transit (fixed-route or complementary ADA paratransit) is unavailable or unsuitable, alternatives are needed that enable people to live independently, such as ride-sharing or volunteer-driver programs, or mobile programs that bring support services to people’s homes.

**Information and Other Assistance:** There is a need for education and information in a variety of formats so that older adults and persons with disabilities can learn how to use public transit and its accessible features. Likewise, there is a need to ensure drivers, dispatchers, and other transit personnel are sensitive to passenger needs, and know how to provide assistance on-board the vehicle.

**Transportation for Youth and Children:** Transportation gaps specifically related to youth and children were mentioned, including the cost of transportation for youth, and particularly for a family with multiple children; if no school bus service is available, working parents using transit who drop children off at school or daycare before work can have lengthy and costly trips. Transportation for youth and children was also cited as a challenge for parents with disabilities or seniors who are guardians.

**Affordability and Access to Autos:** Cost is the primary barrier to auto ownership for low-income individuals and families. Transit fares, especially distance-based fares, monthly passes requiring high up-front costs, and certain transfer policies, were cited as expensive, especially for families with children who rely mainly on transit.

**Pedestrian Access and Land Use Coordination:** The need to improve accessibility to and from bus stops and transfer centers (sidewalks, curb cuts, curb ramps, crosswalks) was widely voiced throughout the outreach meetings. Meeting attendees also mentioned the need to better coordinate land use development with the provision of transit service, especially in lower-density communities. The location of housing and facilities serving people with disabilities or seniors in areas that are inaccessible by transit was also cited as a concern.

**Bicycle and Pedestrian Issues:** Safe routes for walking or riding a bicycle are an issue in many low-income communities. Specific concerns include fast traffic speeds near pedestrians; lack of crosswalks and signals; lack of sidewalks, particularly in unincorporated or rural areas; sidewalks that are in poor condition; lack of proper lighting creating safety issues especially at night; lack of adequate signage and wayfinding information for pedestrians and cyclists; and lack of bike lanes or areas to secure bicycles at stops and on transit vehicles.



## Overlapping Transportation Needs

The transportation needs and gaps of older adults and persons with disabilities, as well as those of the region’s low-income population (based primarily on completed Community Based Transportation Plans) were reviewed. There is significant overlap or similarity in the barriers and gaps expressed by all three populations of concern. A comprehensive list of the overlapping needs is found in Chapter 6.

## Potential Solutions

Potential solutions are identified to address the gaps that emerged from the outreach process and review of local plans. These suggested solutions are grouped into four categories:

- Mobility management, travel training, and transportation coordination activities;
- Additions or improvements to paratransit that exceed ADA requirements, and demand-responsive services other than ADA paratransit;
- Additions or improvements to public transit services and transit access; and
- Solutions to address affordability barriers.

These solutions represent categories of potential investments, which could be eligible for Federal Transit Administration funds subject to this plan, or other local sources of funding. Chapter 7 of the report describes the solutions individually, while Appendix H provides greater detail, including implementation steps.

## Strategies to Enhance Human Service Transportation Coordination

In addition to considering which projects or solutions could directly address transportation gaps, the planning effort also considered how best to coordinate services so that existing resources can be used as efficiently as possible. The following proposed strategies offer opportunities to improve coordination of service delivery, and were developed with input from key stakeholders already involved in the planning and implementation of human service transportation, as well as by reviewing relevant planning efforts completed since 2007.

1. Strengthen mobility management throughout the Bay Area, by:
  - Identifying and designating Consolidated Transportation Service Agencies (CTSAs) to facilitate subregional mobility management and transportation coordination efforts
  - Providing information and managing demand across a family of transportation services
  - Coordinate advocacy with human service agencies to identify resources to sustain coordinated transportation service delivery.
2. Promote walkable communities, complete streets, and integration of transportation and land use decisions.



Table ES-2. Implementation of Coordination Strategies

1. Strengthen Mobility Management	Partners/Stakeholders
<b>1.A. Identify and Designate Consolidated Transportation Service Agencies (CTSAs) to Facilitate Subregional Mobility Management and Transportation Coordination Efforts</b>	MTC, local agencies and service providers
Develop a mobility management implementation strategy in concert with local agencies with the goal of identifying subregional mobility managers and resource needs throughout the region	MTC, county or subregional agencies and service providers
Test and implement technology that could track individual client activity on a vehicle supported with multiple fund sources	Local service providers, human service agencies
Convene a regional workshop to focus on providing technical assistance and information sharing for those interested in developing or advancing mobility management activities	MTC, transit agencies, CMAs, human service agencies, local service providers
<b>1.B. Provide Information and Manage Demand Across a Family of Transportation Services</b>	<b>MTC, transit agencies, human service providers, designated mobility managers and travel training providers, grant recipients</b>
Build on and/or expand existing travel training programs in the region to complement the ADA certification process. Encourage implementation of travel training and ADA paratransit demand management strategies via MTC's Transit Sustainability Project.	Transit agencies, designated mobility managers
Ensure MTC-funded project sponsors of travel training and community-based travel alternatives coordinate with subregional mobility managers to share information about services, client eligibility and requirements, and capacity	MTC, designated mobility managers, MTC grant recipients
Develop marketing plans suitable to different target audiences, and facilitate coordination of training curricula and sharing of best practices between public transit and non-profit providers of travel training	Transit agencies, designated mobility managers, travel training providers
<b>1.C Coordinate Advocacy and Improve Efforts to Coordinate Funding with Human Service Agencies to Identify Resources to Sustain Coordinated Service Delivery</b>	<b>MTC, Bay Area Partnership, transit agencies, human service agencies, local and regional stakeholders and advisors</b>
Develop a comprehensive legislative platform to address improved human service transportation coordination	MTC, Bay Area Partnership, transit agencies and other local stakeholders
Re-initiate previous MTC legislative efforts to promote human service transportation in California	MTC, Policy Advisory Council, Bay Area Partnership, human service agencies, other local stakeholders
Identify key state legislator (s) willing to sponsor statewide legislation to address the platform defined above	MTC, elected official(s)
Actively seek the support of partner organizations such as National Council of Independent Living (NCIL), The World Institute on Disability (WID), Area Agencies on Aging, and others and others to place greater emphasis on elderly and disabled transportation needs in their advocacy efforts	Local advocacy organizations, MTC Policy Advisory Council
2. Promote Walkable Communities, Complete Streets, and Integration of Transportation and Land Use Decisions	Partners/Stakeholders
Build upon previous MTC planning work specific to pedestrian safety, and disseminate the results to other partner organizations	Local jurisdictions
Provide information and support to local jurisdictions in implementing OneBayArea Grant–required Complete Streets elements and/or resolutions	MTC, CMAs, local jurisdictions
Promote findings and recommendations regarding transit accessibility for health and social services to all cities and counties throughout the region	MTC, CMAs, local jurisdictions, human service agencies, health care providers



Table ES-2 summarizes the proposed strategies and corresponding implementation steps. As recognized throughout this planning effort, successful implementation will require the joint cooperation and participation of multiple stakeholders, who may or may not have coordinated in the past. For some strategies, a clear leader has not been identified but rather suggestions of likely agencies are listed.

## Next Steps

The next steps in completing this planning process include the following:

### Adopt the Coordinated Plan Update

In November 2006, the Commission adopted MTC Resolution 3787, which documented the transportation needs and strategies specific to low-income persons. In December 2007, MTC amended MTC Resolution 3787 to include the results of the subsequent planning effort focusing on seniors and people with disabilities. Adopting this Plan update to reflect the region’s updated conditions, needs, priorities, and strategies, will comprise the Coordinated Public Transit–Human Services Transportation Plan update required under current federal coordinated-planning guidance, and combine what were previously separate elements focusing on different target populations into a single, comprehensive plan.

### Develop a Regionwide Mobility Management Implementation Plan in Consultation with Local Stakeholders

Following adoption of the Coordinated Plan Update, MTC should engage local stakeholders to develop an implementation plan to carry out the regional vision of promoting, expanding, and sustaining mobility management activities throughout the Bay Area. This implementation plan should identify local funding needs and opportunities from the federal to the local level, identify county or subregional agency/agencies that could serve as CTSA’s where none are currently designated, identify local partnerships and coordination roles, define a mobility management implementation schedule, identify performance and accountability measures, and explore information sharing strategies that are mutually supportive on the regional and local levels.

### Inform Future Funding Decisions Based on Coordinated Plan Update Strategies

There are several actions MTC can take in the coming months and years to ensure funding priorities reflect the findings and strategies outlined in this plan, particularly the regional strategies outlined in Chapter 8.

### **Complete Programming of SAFETEA-LU–Funded Programs Subject to Coordinated Planning Requirements**

As the designated recipient of JARC and New Freedom funds for the San Francisco Bay Area’s large urbanized areas under SAFETEA-LU, MTC has been required to select projects with these funds that are (1) derived from this plan, and (2) selected through a competitive process. The State Department of Transportation (Caltrans) administers and has been responsible for selecting projects for use of Section



5310 funds under SAFETEA, as well as JARC and New Freedom funds in the state’s rural and small-urbanized areas. While MTC has already completed programming all JARC funds subject to this plan, MTC anticipates programming its remaining New Freedom funds in 2013, and these funds should be prioritized for implementing projects and activities consistent with the mobility management strategies detailed in Chapter 8 of this plan. Caltrans also has outstanding programming for small-urbanized and rural-area JARC and New Freedom funding subject to this plan as well as additional Section 5310 funds authorized statewide under SAFETEA that are subject to this plan.

### **MAP-21 Funding and Program Management**

Following the release of updated FTA guidance for the new consolidated Section 5310 program authorized under MAP-21, MTC will revise its Program Management Plan as necessary. As a designated recipient for FTA funds, MTC is required to have an approved PMP on file with the FTA and to update it regularly to incorporate any changes in program management or new requirements. The PMP’s primary purposes are to serve as the basis for FTA to perform management reviews of the programs, and to provide public information on MTC’s administration of the programs for which it serves as designated recipient. It is also used by MTC, along with the program guidelines that are issued with each Call for Projects, as a program guide for local project applicants. As MAP-21 guidance becomes available, MTC can consider a broader mix of funding sources for future Calls for Projects under the Lifeline Transportation Program and Section 5310 program, to support operational projects, as well as to support mobility management activities.

### **Plan Update**

Current federal guidelines indicate that at a minimum, the coordinated plan should follow the four-year update cycles for the long-range Regional Transportation Plan (RTP). Following adoption of Plan Bay Area anticipated in 2013, MTC would next update the region’s RTP in 2017, although this date is beyond the horizon of the current federal authorization. Because projects funded by programs subject to the coordinated planning requirement must be included in the plan, it may also be necessary to update or amend the list of prioritized projects to coincide with future Section 5310 funding cycles, or other funding cycles specific to fund sources subject to this plan.