



Short Range Transit Plan for *Western Placer Consolidated Transportation Services Agency*



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Short Range Transit Plan for *Western Placer Consolidated Transportation Services Agency* Executive Summary

What are WPCTSA Existing Purposes and Program?

The *Western Placer Consolidated Transportation Services Agency* (WPCTSA), its mission generally outlined in California statute, Transportation Development Act, Article 4.5, has several purposes:

Exhibit ES-1

WPCTSA Summarized Existing Purposes

- To provide for transportation services for largely seniors, persons with disabilities and social service clients that address gaps and unmet transit needs in the existing Placer County public transit network.
- To support funding of targeted services at up to 4% of the *Local Transportation Fund* (LTF) allocated to Placer County through the California Transportation Development Act.
- To encourage and promote partnerships that extend the available LTF dollars and address mobility needs of the target populations.

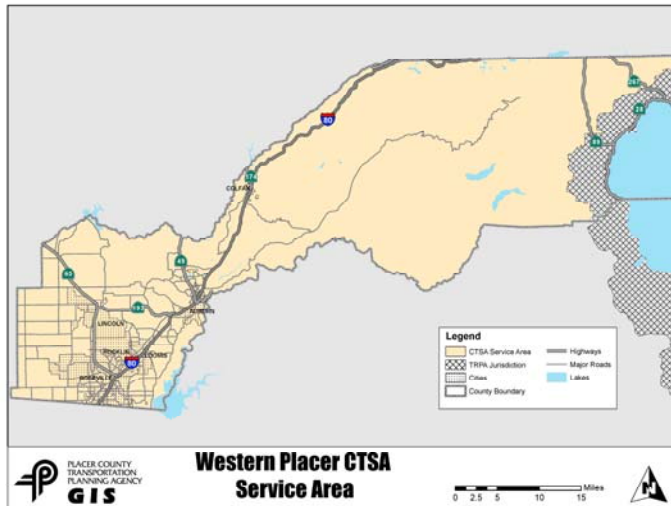
The WPCTSA, formed late in 2008, has constructed a breadth of program activities. These are targeted to specific specialized transportation needs. Examined in Chapter 1, the WPCTSA utilizes a mix of three service agreements, two Memorandum of Understanding documents, and one WPCTSA directly-administered program. Its varied activities currently include: a non-emergency medical transportation service; two volunteer-based programs, one with drivers in their personal autos and a second assisting travelers on fixed-route; a taxi-based last-resort trip project; a retired vehicle program provided to non-profit agencies; and support for the emerging transportation call center.

An important feature of the WPCTSA program is its ability to leverage other funding and resources so that its LTF revenue base is not a sole means of support. Notably, its partnership agreement with the Seniors First organization leverages funding provided by three hospitals for the non-emergency medical transportation service, Health Express. Sutter Auburn Faith Hospital, Sutter Roseville Medical Center and Kaiser Permanente are all partners in this service supporting non-emergency trips to medical facilities. The Area 4 Agency on Aging is a contributing partner to the Volunteer Door-to-Door Rides program providing critical door assistance to riders and leverages volunteer support. Similarly, the Roseville Transit Ambassador program uses volunteers for its fixed-route travel training.



Among issues highlighted by this review are target population considerations and the physical service area within which WPCTSA services may be supported. While the mission statement language appears limiting to services for seniors and persons with disabilities, in fact, the WPCTSA authorizing regulation is broader. It includes persons of limited means and low-income households as among the target populations.

Exhibit ES-2, Existing WPCTSA Service Area



Additionally, the current WPCTSA service area is inclusive of all of Placer County except for the area within the jurisdiction of the Tahoe Regional Planning Agency. The service area description does not recognize that some specialized trips needed, often non-emergency medical trips, go outside these political boundaries, sometimes to the greater Sacramento area, Nevada County and even Reno. This study recommends broadening the service area expectations of the WPCTSA, to the county as a whole for general reasons of equity, and, on a trip-by-

trip basis to adjacent counties for specific trip purposes. Similarly, the target group definition is recommended to include low-income individuals and households, in line with California Government Code Sections 15950-15986 which does not restrict the target groups but focuses on the social service agencies whose clientele need transportation.

What Are Placer County's Needs for Specialized Transportation?

In Chapter 2, the latest American Community Survey data documents a 37% increase in Placer County population, almost 100,000 new residents who have moved to or been born in Placer County during this past decade. An important WPCTSA target group continues to be the County's senior residents. Available demographic data shows this group to be expanding from 12.9% of the 2000 Census to 15.2% of the ACS 2008-2009 Placer County population. This represents 20,000 additional seniors, growing from 32,000 seniors of 2000 to the ACS 2009 estimate of 52,000 residents over age 65.

Other target group members include low-income adults at 5.8% of the 2000 population and adults with disabilities who may be 13.8% of the total population. This suggests a range of 20,000 to 47,000, non-senior Placer residents who may have specialized transportation needs appropriate to WPCTSA activities.

Chapter 2 also reports on CTSA experiences in other California counties, returning information on two operated by public transit agencies and two by non-profit, 501 (c)3 organizations, as well as one



emerging CTSA program operated by a non-profit organization. Among these, the publicly-operated CTSA had very small CTSA programs, component parts of their larger mission to provide public transportation in traditional fixed-route and demand responsive modes. The non-profits, with somewhat larger programs, also appeared to be more entrepreneurial, multi-faceted CTSA, more likely to have a broader service mix and with more diverse funding.

Placer County’s annual unmet transit needs process is an important window on needs. Prior cycles’ recommendations related to the countywide call center and additional hours for the Taylor Road Shuttle are reviewed in Chapter 2. Other types of needs, including those in unserved areas of the county, are proposed by the Unmet Needs Hearing Process to be addressed through this short range transit plan development process.

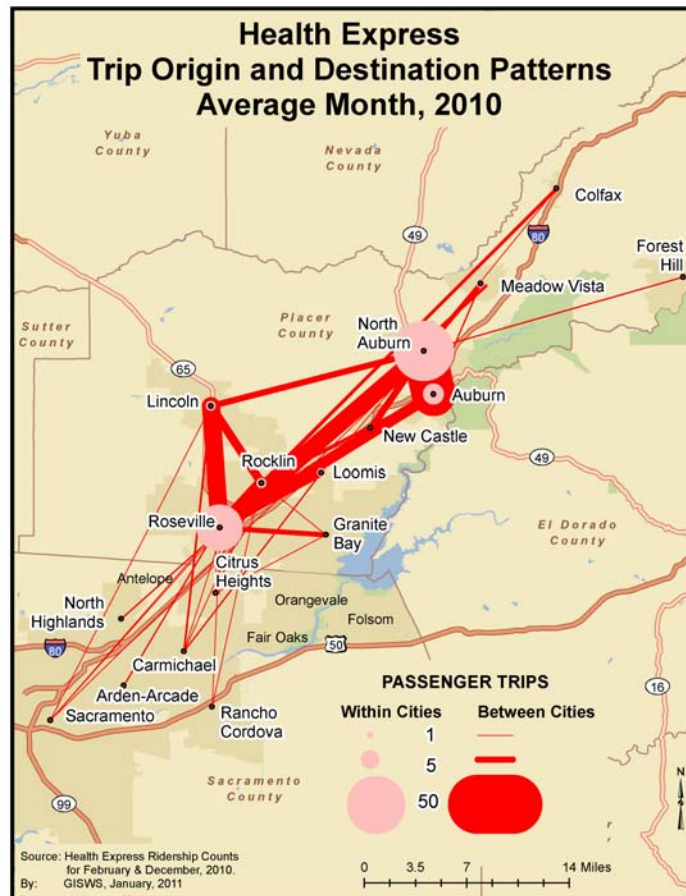
What Issues Arise Around Performance of Existing Pilots?

Current WPCTSA activities are meeting a range of trip purposes and transportation-related needs, including non-emergency medical trips, inter-county health care trips, door-assistance needs, transportation information and travel training and non-profit agency vehicle replacement.

Exhibit ES-3

Chapter 3 presents project-specific recommendations developed from reviews of existing pilot performance. On-site visits, coupled with examination of available performance data, operating agreements and contracts generated various findings. Several general comments are offered:

- Reporting Various WPCTSA reporting recommendations will enable each project to most accurately reflect the service it is providing and its performance, helping to ensure that PCTPA is making accurate and appropriate reports to the State Comptroller’s office.
- Meeting Demand/ Marketing Programs There are no waiting lists and demand is





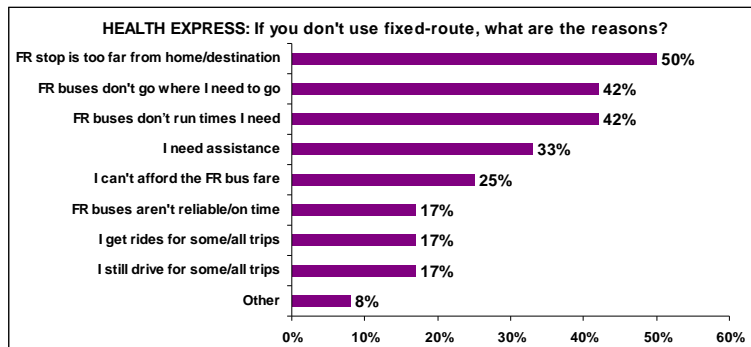
generally met for trips (Health Express and Door-to-Door Rides), for transit information (Roseville Transit Ambassadors) and the WPCTSA vehicle acquisition program. This can be interpreted in two ways. Either there is sufficient capacity to meet requests or the programs are not being adequately advertised to draw in latent demand.

- Contract Incentives for Trip Efficiency Unit trip costs reported for the Health Express are high and point to the need for tighter contract language that promotes productivity. To some extent, productive service may be difficult to ensure given the longer trips and increased frequency of inter-city trip-making that typify non-emergency medical trips. In the next contracting cycle it will be important to review and potentially restructure contractual expectations of the Health Express direct service providers.
- Clarity About Purposes, Roles and Functions in Relation to the Call Center The developing call center activity is still unfolding, making it difficult to evaluate at this time. There is some suggestion of lack of current agreement as to its purposes and role. Developing greater clarity is indicated around the different call center functions possible and the Mobility Management function now played through the Health Express reservations process.

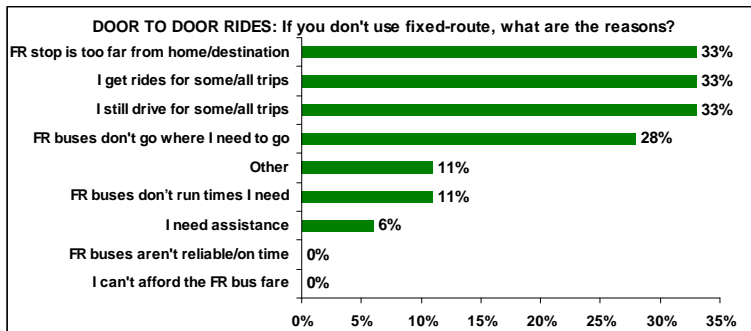
What Are Consumer and Agency-Reported Unmet and Under-met Needs?

Exhibit ES -4 A and B

Chapter 4 presents consumer and agency input from various sources including current or recent-past users of the Seniors First/ WPCTSA-sponsored programs. Riders of Health Express, the Volunteer Door-to-Door Rides and Seniors First/



Gathering Inn transportation to County medical offices in Auburn were surveyed and found, by and large, to be very satisfied. Ratings reported were largely all within the *Good* to *Excellent* ranges on all variables, Consumers responses to why they don't use fixed-route



transportation varied by service. The Health Express users reported more difficulties with the fixed-route network, while Door-to-Door Ride users were more likely to report they had other transportation



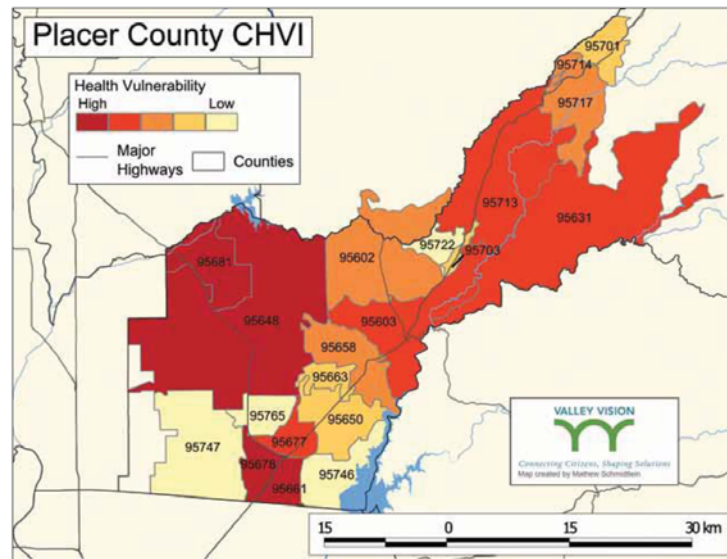
alternatives. Riders from The Gathering Inn were most likely to report they could not afford the fixed-route fare.

Current year unmet transit needs hearing responses are also reported within Chapter 4. Many echo comments received in prior cycles, speaking of connectivity difficulties between communities and problems of the outlying, unserved areas such as Sheridan and Foresthill. Similarly, three community meetings held during this study process were reported: with the *Placer Collaborative Network*, with *The Gathering Inn* and with the *Truckee-North Lake Tahoe Transportation Management Association*. Each of these entities has an acute awareness of unmet transportation issues, as well as a range of resources and partnership opportunities for meeting some needs.

Placer County does appear to have a collaborative focus, as the PCN group characterizes it, with various entities willing and able to work collaboratively to help solve complex problems. In this regard, WPCTSA's organizational structure – with its emphasis on partnerships and potential for fielding cost-effective, small-scale transportation solutions – provides important infrastructure for addressing unmet specialized transportation needs of Placer County residents.

Exhibit ES-5, Placer County Community Health Vulnerability Index

Chapter 4 also includes a summary of three regionally-focused studies addressing issues of transportation need. The 2010 *Community Needs Assessment for the Greater Sacramento Region* was undertaken by all of the regional not-for-profit hospitals including Kaiser, Sutter Health, Catholic Health Care West and UC Davis Health Care System. The study examined health conditions and critical health indicators at the zip code level. Most of the Placer County zip codes did not rank as “highly vulnerable” when compared to other parts of the Sacramento region. Nonetheless, needs did emerge around two health care conditions for Placer County communities, specifically in relation to mental health issues and hypertension where hospitalizations and ER visits ranked well above statewide averages. These health conditions, and others, can be ameliorated by routine and preventative health care. Transportation, ensuring the access of patients to health care, plays a critical role in the health care delivery process.



The Area 4 Agency on Aging continues to identify transportation for seniors among the highest-ranking needs of Placer County elders. In the 2009 *Area 4 AAA Needs Assessment* it ranked as the number one priority need. The Sacramento Area Council of Governments conducted a recent 2011 assessment of the needs for transit-dependent individuals and their travel to and from “lifeline” destinations.



Challenges identified by SACOG's regional examination of the issues directly impact the potential projects of the WPCTSA. Among these were: basic access to health care, inter-county connectivity, affordability of transit fares, path of travel issues and transit informational needs.

What Should the WPCTSA Be Doing? Mission, Goals and Program

Current WPCTSA funding is reviewed in Chapter 5 to establish the foundation for future year programming. This mix of services is currently supported with this \$898,000 program, of which just over \$600,000 is from PCTPA sources. Of eight different projects supported, the largest of these is Health Express which, with 62% of the WPCTSA funding base, operates with partnership match funding from three area hospitals. The volunteer-based, door-to-door rides program, although much smaller, generates significant match through the volunteer efforts of its drivers.

In relation to the findings reported in this document, Chapter 5 presents a more targeted mission statement placing emphasis on coordination and partnerships to derive projects.

Exhibit ES-6

Proposed WPCTSA Mission Statement

Through coordination of public transportation, targeted partnerships and development of innovative specialized transportation projects, the Western Placer Consolidated Transportation Services Agency (WPCTSA) shall develop, maintain and enhance – as resources allow – mobility options for seniors, persons with disabilities and persons of limited means.

The Local Transportation Fund (LTF) allocation to the WPCTSA is currently at 4% of the countywide allocation. This SRTP recommends that Placer County Transportation Planning Agency allocate the full 5% allowable of available LTF funding. The primary argument for this is the general population growth in the county and specifically of seniors, coupled with the need to continue developing a mix of projects responsive to individualized needs. Such needs are enumerated within Chapter 5 in relation to particular target population subgroups, identifying needs and proposing strategies by which to meet these needs.

Various special topic issues are considered with recommendations offered in several instances. These included: the WPCTSA service area and coverage; Americans with Disabilities Act program-level compliance, eligibility parameters, marketing and branding, technology, safety and security, capital requirements and riders' fares.

Chapter 5's concluding discussion proposes eight goals to guide project development over the near and longer term, highlighting the entrepreneurial nature of the WPCTSA organization. Critical organizational characteristics include its ability to seek out and develop strong partners, to test potentially responsive projects and to explore other services potentially meeting mobility needs of its target groups of seniors,



persons with disabilities and individuals of low-income. Additional project-level detail for the WPCTSA is examined, including some further initiatives beyond existing projects.

Five strategic WPCTSA-principles are proposed to guide near-term activities:

- 1) modestly expanded geography and target population
- 2) continued partnering
- 3) emphasis on small and targeted projects
- 4) re-structured third party agreements
- 5) importance of experimentation and evaluation

Twelve service alternatives are presented with related near-term and longer-term recommendations. The feasibility of each is considered. Four possible new initiatives are discussed.

WPCTSA's Recommended Direction

Quantifying Placer County's demand for specialized transportation has been done on at least two prior occasions, as this county considers how best to meet mobility needs of its most vulnerable residents. Chapter 7 updates the demand model prepared for the 2007 *South Placer Regional Dial-a-Ride Study*, using more the more recent demographic and trip information available. Trips made by target population members that might require specialized transportation assistance of some type are estimated as a range of 82,000 to 280,000 annual one-way trips.

Demand responsive trips provided in FY 09/10, including WPCTSA trips, were 87,909 one-way trips. Importantly, this total is above the low-end range of needed trips, as suggested by the specialized transit needs demand model. The higher end of the demand range, perhaps 280,000 trips, presumably includes latent demand of trips-not-made that would be made if the individual could connect with the appropriate service. It is important therefore to continue to grow the number of specialized transit trips provided. The demand model posits a significant gap between **trips provided** and the range's high-end of **trips needed**.

Increasing the number of specialized transit trips provided will help to diminish that gap. It will also help Placer County keep up with its continuing population growth and increasing numbers of seniors. Moving the County closer to the mid-range of specialized transit trips needed, perhaps 140,000 one-way trips annually, from a current almost 90,000 trips provided is a goal towards which to work. This will likely provide some trips currently needed and not taken. Increasing the number of specialized transportation trips is likely to also contribute positively to various health and quality of life indicators suggested by the regional studies reported on in this document.



WPCTSA's Proposed Revenue and Expenditure Base

A WPCTSA seven year program-of-projects budget is proposed with detailed revenues and expenses by year. The principal recommendation of this SRTP process is to increase the TDA Local Transportation Fund allocation from 4% of the County's LTF allocation to its statutorily allowable 5% level. Additionally, staff is to be commended for its past special grant-seeking efforts and encouraged to continue pursuit of future capital bond funding and FTA JARC and New Freedom funding that is consistent with WPCTSA purposes. Together these form the continuing funding base.

An additional critical feature of the current and proposed project funding base is the organization's ability to develop partnerships and to seek matching funds. Match funding levels vary from project to project. These are expected to be a mix of actual cash and of in-kind, both volunteer labor and agency-contributed resources.

Specific projects anticipated for going forward are identified in Exhibit ES-7 following, summarizing key recommendations associated with each. Several projects are phased in over the next couple of years. A variety of implementation activities are envisioned, some detailed in project-specific implementation fact sheets appended to this document. The administrators for each project are identified where known. In some cases, these will have to be developed from interested, willing and able partnerships.



Exhibit E-7, WPCTSA Recommended Projects and Initial Direction

Project Title/ Administrator	SRTP Funding Recommendations
<p>1. Health Express – NEMT Trips and Mobility Management Project <i>Administrator: Seniors First</i></p>	<ul style="list-style-type: none"> ➤ Continued funding for NEMT trips, while developing mechanisms to reduce unit costs; modest increases annually for COLA and contribution to rising fuel expense. ➤ Recognition of mobility management role by inclusion of expense for CalACT; participation in two annual conferences to track mobility management developments across state. ➤ Funding partners meeting to discuss and secure continued partnering levels of financial support and development of contract tools to enhance cost-effectiveness.
<p>2. Volunteer Door-to-Door Project <i>Administrator: Seniors First</i></p>	<ul style="list-style-type: none"> ➤ Continued funding of project at fixed level.
<p>3. Voucher-Last Resort Trip Project <i>Administrator: Seniors First</i></p>	<ul style="list-style-type: none"> ➤ Slight increase in funding level given careful utilization of this resource but in recognition of the critical service gap it meets, often inter-community.
<p>4. South Placer Transportation Call Center <i>Administrator: City of Roseville</i></p>	<ul style="list-style-type: none"> ➤ Continue CTSA support at fixed amount, encouraging CTSA focus on clarity about roles and responsibilities while getting to consensus on partner roles.
<p>5. Transit Ambassador Project <i>Administrator: City of Roseville</i></p>	<ul style="list-style-type: none"> ➤ CTSA share has been provided from grant funding set-aside. ➤ Determine with program how to promote activities and more actively engage the community to grow transit use or consider revising the travel training model now in use.
<p>6. Taylor Road Shuttle <i>Administrator: Placer Co Transit</i></p>	<ul style="list-style-type: none"> ➤ Discontinue funding given low-ridership and agency decision to move location, away from Taylor Road.
<p>7. Rural Placer County Mileage Reimbursement Pilot <i>Administrator: Truckee/Tahoe TMA</i></p>	<ul style="list-style-type: none"> ➤ Set-aside funds to match with potential partner funds, including volunteer drivers, for a limited initiative; annual funding reliant upon identifying match dollars.
<p>8. Bus Pass Subsidy Pilot <i>Administrator: To be determined</i></p>	<ul style="list-style-type: none"> ➤ Set aside small funding base for a bus pass distribution project, if host partner can be identified.
<p>9. Targeted Shuttle Services -- Senior Café and Other Projects/ <i>Administrator: To be determined</i></p>	<ul style="list-style-type: none"> ➤ Set aside funds to match partner dollars for targeted shuttles directed to particular targeted rider needs; service must be highly cost-effective and not compete with or duplicate existing fixed-route operations.
<p>10. Capital - Non-Profit Vehicle Replacement Project <i>Administrator: WPCTSA</i></p>	<ul style="list-style-type: none"> ➤ Establish modest line-item support for detailing of surplus vehicles and assurance of basic road-worthiness.
<p>11. Capital – Bus Stop/ Access / Community Enhancement Prjct. <i>Administrator: To be determined</i></p>	<ul style="list-style-type: none"> ➤ Conduct a bus stop inventory on accessibility and prioritize for support to specific bus stop or path-of-access improvements that will demonstrably benefit the target populations.
<p>12. Contingency Reserve <i>Administrator: WPCTSA</i></p>	<ul style="list-style-type: none"> ➤ Maintain a budgeted reserve of 15 percent, both to address special circumstances, fuel costs, seed one-time projects.