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September 18, 2007

Prepared by the  
San Joaquin County Coordinated Transportation Plan Working Group

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## Executive Summary

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### Background

For more than twenty years the federal government has been working to better coordinate human service transportation activities funded through the federal government.

In February 2004, President George W. Bush released an Executive Order on Human Service Transportation Coordination to improve assistance to those who are transportation disadvantaged. The Executive Order aims to implement coordination of transportation services to operate in the most cost and time efficient manner possible.

While it has been a long process, the federal government is working to strengthen its coordination requirements for human service transportation activities. In August 2005, Congress included coordination provisions in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), PL 109-059. SAFETEA-LU specifically added a coordination requirement to the newly created New Freedoms Program (5317), Job Access Reverse Commute Program (5316), and the Elderly Individuals and Individuals with Disabilities Program (5310). FTA requires projects funded through the section 5310, 5316, and 5317 Programs be derived from a locally developed coordinated human service transportation plan (CTP).

A CTP identifies the transportation needs of individuals with disabilities, older adults, and people with low-incomes, provides strategies for meeting those local needs, and prioritizes transportation services for funding and implementation. A CTP uses all available resources to supply transportation services efficiently and without redundancy in trips. Development of the CTP must have the input and cooperation of transit agencies, social service agencies, community agencies, and the public.

### Working Group

As the lead agency preparing the San Joaquin County Coordinated Transportation Plan (SJCCTP), the San Joaquin Regional Transit District (RTD) formed a Working Group (WG) in October 2006 to comply with coordination requirements set forth in SAFETEA-LU.

To form the WG, RTD requested participation from several local social service agencies, transportation providers, educators, and local policy making bodies. The WG is comprised of representatives from various stakeholder groups. The goal of the WG is to prepare a unified, comprehensive strategy for public transportation service delivery

that identifies the transportation needs of individuals with disabilities, older adults, and individuals with limited incomes.

### **Outreach**

As outlined by United We Ride Frame Work for Action, the WG conducted a phone survey to get additional input on coordination efforts in San Joaquin County. Twenty-eight stakeholders including local social service agencies care homes, and nonprofits participated in the phone survey.

The WG presented the plan to several local established committees as forums for discussing components and development of the SJCCTP.

To reach out further to the residents of San Joaquin County, the WG held several focus groups throughout the county. Notices in local newspapers invited the public to attend public forums. In addition to the Public Focus Groups, the WG conducted several focus groups throughout the county at local social service agencies.

### **Identifying Gaps and Developing Strategies**

The WG used the United We Ride Framework for Action tool to assess how much effort is needed to become coordinated, to define priorities, and to begin to develop an action plan. The Framework for Action tool contains a series of core elements that make up a fully coordinated transportation system for a community.

The next step in the process was to identify strategies to close the gaps identified by the outreach efforts. The WG noted that San Joaquin County was missing basic transportation services that are prevalent in other areas. The WG recognizes that priorities may differ between the large urban, small urban, and rural areas, but that certain fundamental services must come first. With that in mind, the WG agreed that for year one the SJCCTP needs to outline specific projects to address identified gaps within the County; within the Stockton Large Urban Area, applicants will be able to apply to carry out the identified projects. To avoid potentially affecting areas outside of San Joaquin County, the WG felt it would be better to allow flexibility in the Small Urban and Rural Area; in these areas, projects are only required to be derived from a CTP document.

The SJCCTP WG has identified the following Year One priorities that will be brought forward during the competitive selection process as the Program of Projects (POP) for the Stockton Large Urban Area. The WG will work as a unit to flush out a project scope and budget for each of the priorities identified below.

- Consumer Input Mechanism
- Travel Training
- One-Stop-Shop
- Public/Private Partnerships
- Improved ITS Systems

### **Competitive Selection Process**

FTA requires projects be derived from a CTP and awarded through a competitive selection process. The respective area's designated recipient will conduct the competitive selection process. RTD is the designated recipient for the Stockton Large Urban Area; Caltrans is the designated recipient for the Lodi Small Urban Area, the Manteca Small Urban Area, the Tracy Small Urban Area, and the Rural Areas of San Joaquin County.

In line with FTA Circulars, a sub-committee made of WG members will work to ensure that the competitive selection process is a transparent process for all involved in the Stockton Large Urban Area. For year one, the sub-committee will rely on the priorities identified for funding in the SJCCTP and publish a solicitation for grant applications from agencies interested in providing any of the projects identified in the SJCCTP.

### **Implementation**

SJCCTP Implementation has already begun – simply bringing the WG together and the multiple layers of outreach has made coordination a priority for San Joaquin County. The WG anticipates that formal implementation of year one projects will beginning in FY 08.



## Chapter I History of Coordinated Human Service Transportation

How did we get to where we are?

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### Section I

#### Federal Regulatory Background

For more than twenty years, the federal government has been working to better coordinate human service transportation activities it funds.

In 1985, during an oversight hearing on Rural Transportation, Congress heard testimony prompted by concerns of the lack of federal coordination between programs, such as the Department of Health and Human Services (HHS) and the Department of Transportation (DOT).

Aiming to better coordinate activities, the Secretaries of HHS and DOT signed an agreement establishing the Joint DOT/HHS Coordinating Council on Human Service Transportation (CCHST) in 1986. Since the CCHST's creation, the CCHST has concentrated efforts to identify barriers to coordinated transportation. At one time, the agencies identified sixty-four factors that transportation and human service representatives believed were barriers to transportation coordination. Barriers included uncertainty regarding federal responsibilities for transportation, fragmented accounting and reporting procedures, uncertainty in using resources for recipients other than program constituents, and prohibition against charging fares under the Older Americans Act.

To further support coordination, Congress included several provisions in its 1998 passage of the Transportation Equity Act for the 21st Century (TEA -21), Public Law (PL) 105-178. Most notable was the provision to require Job Access Reverse Commute (JARC), predecessor program to today's JARC program, projects to be part of a coordinated public transit-human services transportation planning process.

In February 2004, President George W. Bush released an Executive Order on Human Service Transportation Coordination to improve assistance to those who are transportation disadvantaged. The Executive Order aims to implement coordination of transportation services to operate in the most cost effective and time efficient manner possible.

Within the February 2004 Executive Order, the President established the Interagency Transportation Coordinating Council on Access and Mobility (CCAM).

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The functions of the CCAM are to:

- Promote interagency cooperation
- Establish appropriate mechanisms to minimize duplication and overlap of federal programs and services so that transportation-disadvantaged persons have access to more transportation services
- Facilitate access to the most appropriate, cost-effective transportation services within existing resources
- Encourage enhanced customer access to the variety of transportation and resources available
- Formulate and implement administrative, policy, and procedural mechanisms that enhance transportation services at all levels

CCAM includes leadership from eleven federal departments:

- DOT
- HHS
- Labor
- Education
- Housing and Urban Affairs
- Agriculture
- Justice
- Interior
- Veterans Administration
- Social Security Administration
- National Council on Disabilities

In May 2005, the CCAM issued a report to the President with recommendations for breaking down federal barriers to transportation for all transportation-disadvantaged populations. The report detailed action plans for each of the eleven federal agencies who comprise the CCAM. Additionally, in 2005 the CCAM launched the United We Ride website, [www.unitedweride.gov](http://www.unitedweride.gov).

While it has been a long process, the federal government is working to strengthen its coordination requirements for human service transportation activities. In August 2005, Congress included coordination provisions in the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), PL 109-059. SAFETEA-LU specifically added a coordination requirement to the newly created Elderly Individuals and Individuals with Disabilities Program (5310), Job Access Reverse Commute Program (5316), and New Freedoms Program (5317). FTA requires projects funded through the Section 5310, 5316, and 5317 Programs be derived from a locally developed Coordinated Human Service Transportation Plan (CTP).

## SJCCTP

A CTP identifies the transportation needs of individuals with disabilities, older adults, and people with low incomes, provides strategies for meeting local needs, and prioritizes transportation services for funding and implementation. A CTP uses all available resources to supply transportation services efficiently and without redundancy in trips. Development of the CTP must have the input and cooperation of transit agencies, social service agencies, community agencies, and the public.

In 2006, the CCAM issued two policy statements that take important steps to bring federal programs together to help people with disabilities, older adults, and lower income families get the transportation they need for their day-to-day mobility.

The policy statements focus on two key areas: (1) coordinated human service transportation planning and (2) vehicle sharing. These policies support communities and organizations receiving federal funding to plan transportation services together and to share resources. The policies were included as part of the recommendations in a 2005 report to the White House on Human Service Transportation Coordination. Each department on the CCAM will be taking actions to implement these policies.

Section II  
**California State Regulatory Background**

For more than twenty years, California public transit agencies have been attempting to coordinate services. In 1979, the State Legislature set out to improve social service transportation services by promoting consolidation through the passage of the Social Service Transportation Improvement Act (California Government Code 15951).

The Social Service Transportation Improvement Act is the governing authorization for the Social Service Transportation Inventory Form and Action Plan. The contents of the Social Service Transportation Inventory Form are based on Government Code Section 15977. The contents of the Action Plan Update are based on Government Code sections 15975 and 15975.1.

The original intent of the legislation was to encourage consolidation of social service transportation providers, which resulted in the formation of many Consolidated Transportation Service Agencies (CTSAs) throughout the state. The role of the Regional Transportation Planning Agencies (RTPAs) and County Transportation Commissions (CTCs) role is to identify the various social service transportation providers in their areas and encourage consolidation of services. Prior to the passage of the Social Service Transportation Improvement Act, there was no formal mechanism to consolidate social service transportation.

In 1982, the San Joaquin Council of Governments (SJCOG) adopted their AB 120 Action Plan for Social Service Transportation Improvements in San Joaquin County. The plan included goals, objectives, and policies. The plan recommended specific cooperative actions among social service agencies, as well as continued voluntary coordination among transit providers through the Social Service Transportation Advisory Committee (SSTAC). Each year, the SSTAC adopts an action plan that in part, fosters the coordination of social service transportation services.

While many successful CTSAs operate across the state, many RTPAs and CTCs received incomplete information from the various social service transportation providers in their jurisdiction, resulting in incomplete summary reports compiled by the California Department of Transportation (Caltrans) and submitted to the Legislature. To address this issue, Caltrans proposed legislation to eliminate their role in preparing reports based upon the incomplete information received and submitting these reports to the Legislature. The proposed legislation (AB 2647) went into effect on January 1, 2003.

While the reports are no longer required, there are still many active and successful CTSAs operating in California.

### Section III

#### **RTD Background Regarding Coordinated Transportation**

The San Joaquin Regional Transit District (RTD) has a history of working to coordinate transportation with local partners. Before the SAFETEA-LU CTP requirements, RTD began a coordination effort in San Joaquin County: RTD reached out to social service agencies and dedicated staff to the coordination effort. RTD has a history of working with United Cerebral Palsy (UCP), the Vehicle Match Program, and the Community Agency Resources for Improved Transportation (CARIT).

In 2006, the Governor designated RTD as the Designated Recipient (DR) for the Stockton Large Urban Area. The DR's responsibilities include:

- Notifying eligible local entities of funding availability
- Developing project selection criteria
- Determining applicant eligibility
- Conducting the competitive selection process
- Forwarding an annual Program of Projects (POP) and grant application to FTA
- Ensuring that all subrecipients comply with federal requirements
- Documenting the State's or designated recipient's procedures in a State Management Plan or a Program Management Plan as appropriate
- Certifying that allocations of grants to subrecipients are distributed on a fair and equitable basis
- Certifying that all projects are derived from a locally developed, coordinated public transit-human services transportation plan developed through a process that consists of representatives of public, private, and non-profit transportation and human services providers with participation by the public

RTD, as the party responsible for certifying multiple aspects of the CTP for the Stockton Large Urban Area, felt a responsibility to take the lead in the development of the CTP for the Stockton Large Urban Area.

RTD took the lead on preparing one CTP for all of San Joaquin County, following advice from Caltrans, who recommended countywide CTPs. To prepare the San Joaquin County Coordinated Transportation Plan (SJCCTP), RTD worked closely with the SJCOG and local stakeholders.

The purpose of developing the SJCCTP is to ensure that stakeholder groups in San Joaquin County are eligible to receive funding through the Section 5310, 5316, and 5317 programs. Such funding can provide for needed services to:

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- Improve mobility for elderly individuals and individuals with disabilities throughout San Joaquin County
- Improve access to transportation services to employment and employment related activities for welfare recipients and eligible low-income individuals throughout San Joaquin County
- Expand the transportation mobility options available to persons with disabilities beyond the requirements of the Americans with Disabilities Act (ADA) of 1990 throughout San Joaquin County



## Chapter II San Joaquin County Demographics and Resources

Who are we? What do we provide?

### Section I

### San Joaquin County Demographics

San Joaquin County encompasses 1,489 square miles of both rural and urban areas. More than 640,000 residents live within the County, in the cities of Lodi, Stockton, Manteca, Tracy, Escalon, Lathrop, and Ripon. Within these cities and the County's rural area, there is an increasing transit dependent population. Census data from the 2005 American Community Survey reports the following for San Joaquin County:

<b>SENIORS</b>	10.6%
<b>DISABLED</b>	
Age five and older	15.0%
Age 65 and older	43.0%
<b>LOW INCOME</b>	14.6%
<b>EMPLOYMENT</b>	
Educational services, and health care, and social assistance	19.8%
Retail trade	12.3%
Manufacturing	10.6%
Construction	8.4%
Arts, entertainment, and recreation, and accommodation, and food services	8.1%
Professional, scientific, and management, and administrative and waste management services	8.0%
Transportation and warehousing, and utilities	6.3%
Finance and insurance, and real estate and rental and leasing	5.8%
Public administration	5.1%
Other services, except public administration	4.8%
Wholesale trade	4.3%
Agriculture, forestry, fishing and hunting, and mining	4.2%
Information	2.4%
<b>EDUCATION</b>	
High school diploma - Local	75.6%
High school diploma - National average	84.2%
Bachelor's degree - Local	17.3%
Bachelor's degree - National average	27.2%
<b>LANGUAGE</b>	
Speak English at home - Local	36.5%
Speak English at home - National average	19.4%
<b>TRANSPORTATION TO WORK</b>	
Drive alone	77.0%
Carpool	16.0%
Other means	3.0%
Work at home	3.0%
Public transportation	2.0%

Section II  
**Public Transportation in San Joaquin County**

Public transit systems serve all cities and the unincorporated areas in San Joaquin County. These systems range in size and complexity from over 140 buses operated by RTD to the single van operated by volunteer drivers in the City of Ripon.

- **RTD** ---RTD is the Regional Mobility Manager for San Joaquin County. As the Regional Mobility Manager, RTD provides a wide range of services to the residents of the County. RTD provides fixed route service within the Stockton Metropolitan Area (SMA) and on intercity routes that connect Stockton with Lodi, Manteca, Tracy, Escalon, Lathrop, and Ripon. RTD also provides interregional commuter service to the Bay Area and Sacramento. RTD operates rural and deviated fixed route service within the unincorporated areas of San Joaquin County. RTD's SMA ADA Dial-A-Ride (DAR) provides Stockton residents with curb-to-curb paratransit service. The SMA ADA DAR provides trips for consumers of many local human service agencies.
- **City of Lodi** ---The City of Lodi offers DAR and fixed route service (GrapeLine).
- **City of Manteca**--- In 2007 the City of Manteca implemented city-administered fixed route and demand-response transit services.
- **City of Tracy** ---The City of Tracy offers a combination of local fixed route and Paratransit/DAR service called TRACER. The TRACER paratransit service is available to seniors (60+) and ADA-certified passengers, who, because of their disability or health-related condition, cannot independently board, ride and/or disembark from an accessible fixed route transit bus or cannot get to or from a boarding or disembarking location.
- **City of Escalon** --- RTD operates Escalon DAR under contract with the City of Escalon, to provide general public demand response within the city limits and unincorporated areas surrounding the city and a deviated fixed route between Modesto and Escalon. Escalon DAR also connects with the Riverbank-Oakdale Transit Authority (ROTA), the Modesto Area Express (MAX), and Stanislaus Regional Transit (StaRT).
- **City of Ripon** ---The City of Ripon's demand response transit system consists of a single, lift-equipped, nine-passenger van with two wheelchair tie-downs operated by a volunteer transit coordinator and several volunteer drivers. Ripon's service design meets the needs of seniors and the disabled and is open to the public.

## Section III

**Key Social Service Providers in San Joaquin County**

A wide range of social services are available to San Joaquin County residents. Below is a description of some of the services offered by key social service providers within San Joaquin County; this is not an exhaustive list.

- **The San Joaquin County Human Services Agency (HSA)** ---HSA provides state and federal mandated social services and benefits to citizens of San Joaquin County. HSA offers opportunities for a life of self-reliance and fulfillment through comprehensive and integrated programs designed to assist their clientele to break the cycle of dependency and poverty. Their programs serve a diverse clientele including adults, children, the elderly, the disabled, and the under-employed. HSA is committed to delivering services to those who qualify. HSA departments include, but are not limited to:
  - California Work Opportunity & Responsibility to Kids (CalWORKs) Program --- CalWORKS is to improve the quality of life in the community and to promote client self-sufficiency.
  - Children's Services Division --- The goal of the Children's Services Division is to ensure that San Joaquin County's children experience a safe, healthy, and nurturing family environment.
  - San Joaquin County Department of Aging --- The Department of Aging provides numerous services and information for caregivers, service providers, and seniors.
- **El Concilio** --- El Concilio is dedicated to improving the quality of life of Latino and other communities in the Central Valley of California. They aim to create self-sufficiency through counseling, referrals, education, and in the belief that persons empowered to help themselves will become significant assets to the community at large. El Concilio offers services to infants, youth, adults, families, and seniors. These services are open to any person seeking assistance.
- **San Joaquin General Hospital** --- San Joaquin General Hospital is a general acute care hospital providing a full range of inpatient services including general medical/surgical care, high-risk obstetrics and neonatal intensive care, and pediatrics. In addition to the 236-bed hospital, the medical campus includes multiple facilities dedicated to comprehensive outpatient services including primary care, specialty clinics, and a primary care walk-in clinic. The Hospital's Ambulatory Care Network, including eleven provider sites throughout San Joaquin County, provides over 200,000 outpatient clinic visits a year. The hospital has post-graduate residency programs in general surgery, internal medicine, and family practice.

San Joaquin General Hospital provides medical care to all of the indigent

population of San Joaquin County, in addition to many patients covered by third-party payers. In 2006, the hospital distributed 78,100RTD bus passes.

- **Association of Retarded Citizens (ARC) -San Joaquin** --- ARC-San Joaquin has three Adult Development Centers that provide personalized services and support to persons with developmental disabilities. Services aim to enable people to access the surrounding community, develop social relationships, develop maximum independence in self-care, enhance communication skills, and enjoy recreation and leisure opportunities. In addition, one of the centers offers extra behavioral support services to help individuals with more challenging behavioral issues.

ARC's Vocational Services program offers employment support and training services. Individuals served by the Vocational Services program are generally developmentally disabled adults who need sustained support and direction to develop and maintain their vocational skills.

- **United Cerebral Palsy (UCP)** --- UCP is a non-profit organization dedicated to the improvement of the overall well being of persons with disabilities, and their families. UCP provides a variety of programs and services to over 1,800 children and adults every day throughout San Joaquin, Calaveras, and Amador Counties. Persons served include those with cerebral palsy as well as those with other neurological disabilities such as traumatic brain injury, epilepsy, autism, and mental retardation.
- **Valley Mountain Regional Center (VMRC)** --- The mission of VMRC is to ensure that individuals with developmental disabilities receive opportunities and services to enable them to achieve their maximum potential through increased independence, productivity, and integration into the community.

VMRC is a private, non-profit corporation that contracts with the State of California to provide diagnostic, evaluation, case management, and early intervention services to people with developmental disabilities.

VMRC purchases services such as respite, out of home placement, adult day programs, transportation, behavior intervention, infant development services, clinical, and diagnostic services for people with developmental disabilities.

- **Senior Services Agency of San Joaquin County, Incorporated (Seniors First)** --- Seniors First serves the greater Stockton area and San Joaquin County with nutritional and day care services. They serve about 1,000 hot meals a day to seniors and adults through their Meals On Wheels program. Their Judy Brown Adult Day Care Center has played an important role in the community for many years, providing a great place for seniors and adults to meet for social, physical, and mental stimulation.
- **Community Center for the Blind and Visually Impaired** --- The Community Center for the Blind's mission is to assist the blind and visually impaired in the greater San Joaquin County area. The center provides

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programs that address the emotional, recreational, vocational, social, and rehabilitation needs of clients. Services provided to clients are designed to:

- Promote cognizance of their potential and self-worth
- Maximize independent functioning
- Prevent institutionalization
- Enhance integration into the general mainstream of society.

Current programs include:

- Information and Referral
- Support Group/Introduction to Services
- Braille Instruction
- Daily Living Skills
- Adaptive Computer Training
- Orientation and Mobility
- Aids and Appliances
- Leisure Skills Program
- Arts and Crafts

Section IV  
**Vehicle Inventory**

In 2007, there were over 200 vehicles providing human service transportation within San Joaquin County. RTD's fleet of 140 buses makes up the largest group of vehicles identified.

The balance of the inventory is comprised of Lodi, Tracy, Manteca and Ripon's small fleets and the vehicles operated by several groups that have between one and ten vehicles to provide human service transportation for their own clients or to provide contract work for specific groups.

VMRC contracts with MV Transportation to provide an unknown number of trips. Detailed information about number and types of trips provided through VMRC contracts was not available.

Additionally, there are organizations operating within the County, such as the American Cancer Society, who have volunteer drivers who use their own vehicles to provide trips.

<b>Vehicle Tally</b>	<b>AGENCY</b>
6	ARC -San Joaquin
28	City of Lodi/ GrapelLine and Dial-A-Ride
3	Community Center for the Blind
5	Doltom Transportation
9	HSA
5	Mary Graham Children's Shelter Foundation
5	Manteca, City of (MV owned and operated)
1	City of Ripon
4	Salvation Army, Lodi Corps
140	San Joaquin RTD
2	Seniors First
1	Stockton VA Clinic Towers
13	Tracy, City of
6	UCP
<b>228</b>	<b>Total Vehicles Identified</b>



## Chapter III

# Local Stakeholders Coming Together

Who is involved in the Coordinated Transportation Plan?

### Section I

## Forming a Working Group

As the lead agency preparing the SJCCTP, RTD formed a Working Group (WG) in October 2006 to comply with coordination requirements set forth in SAFETEA-LU.

To form the WG, RTD requested participation from several local social service agencies, transportation providers, educators, and local policy-making bodies. Most agencies complied with this request by designating a representative to be a part of the WG. Once organizations identified WG members, RTD mailed each of the WG members an invitation explaining what a CTP is and why one was being prepared.

The WG is comprised of representatives from various stakeholder groups. The goal of the WG is to prepare a unified, comprehensive strategy for public transportation service delivery that identifies the transportation needs of older adults, individuals with disabilities, and individuals with lower incomes.

Members who committed to the group include:

- Ann Fisler, ARC
- Joni Bauer, Community Center for the Blind
- Jorge Hernandez, El Concilio
- John Andoh, City of Escalon
- Duane Peterson, City of Escalon
- Donna Anderson, HSA
- Marla Livengood, RTD
- Kari Wilson, RTD
- Tanisha Taylor, SJCOG
- Joan LeGrand, Seniors First
- Laurie Crawford, UCP
- Rod Buchanan, City of Tracy
- Wilma Murray, VMRC

Section II  
**Outreach Phase I**  
**Stakeholders – Phone Survey**

As outlined by United We Ride in their Framework For Action, the WG conducted a phone survey to get additional input on coordination efforts in San Joaquin County. The phone survey asked the following questions of the 28 participating stakeholders, which includes local social service agencies, care homes, and non-profit agencies.

1. Do you believe San Joaquin County is providing efficient transportation services to your clients?
2. Are there efforts that would allow San Joaquin County to better coordinate transportation to your clients?
3. Do you think San Joaquin County's transportation system is capable of handling an increased population?
4. What is your agency doing to provide transportation service to your clients?
5. Have you seen redundancies in transportation offered by various agencies in San Joaquin County?
6. What can we do to educate riders about how to use systems in San Joaquin County?
7. What efforts can be done to assist the transit dependent in San Joaquin County to get to and from work?
8. Are your clients aware of the various transportation options available to them in San Joaquin County?
9. What can we do to educate them about the transportation options available to them?
10. What is something that transportation providers in San Joaquin County are doing right with regard to transit?
11. What is something that transportation providers in San Joaquin County can do better?
12. Could San Joaquin County's available transportation resources be better used?

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Many stakeholders surveyed felt sufficient service is available in San Joaquin County. However, the WG received comments that requested additional services to enhance transportation for county residents. Among the stakeholder groups, several agencies are already providing the following transportation services for their clients:

- Volunteer driver programs
- Personal vehicles to transport residents -this is not mandated by the agency, but rather a service from the heart
- Transportation for doctor's appointments
- Transportation reimbursements for San Joaquin and Calaveras Counties
- Transportation for group activities

While certain agencies offer their own transportation service, many agencies pointed out barriers to public transportation. Barriers included:

- Needing to know what services are available
- Cost of public transportation
- Time associated with taking the bus
- Need for longer service hours
- Need for expanded service area

Suggestions for more efficient services included:

- Increased publicity
- Increased public speaking
- Increased workshops
- Increased visibility in the community
- Lowering the rates for low-income and homeless people
- Using all aspects of local media

*(For survey results, see Appendix)*

Section III  
**Outreach Phase II**  
**Established Local Committees**

The WG presented the plan to several local established committees to discuss components and development of the SJCCTP. These committees included:

- Access Advisory Committee (AAC)
- Social Services Transportation Advisory Committee (SSTAC)
- Interagency Transit Committee (ITC)
- Mayor's Task Force on Persons with Disabilities

Section IV  
**Outreach Phase III**  
**Focus Groups**

To increase outreach to San Joaquin County residents, the WG held several focus groups throughout the County. Notices in local newspapers invited the public to attend the following public forums:

- Stockton Public Focus Group #1                      9:30 am on January 9, 2007
- Stockton Public Focus Group #2                      5:30 pm on January 10, 2007
- Stockton Public Focus Group #3                      3:30 pm on January 11, 2007
- Escalon Public Focus Group                              10:00 am on January 11, 2007
- Tracy Public Focus Group                                4:00 pm on January 25, 2007
- Lodi Public Focus Group                                  2:30 pm on February 13, 2007

In addition to the Public Focus Groups, the WG conducted several focus groups throughout the County at local social service agencies:

- Salvation Army
- VMRC
- Delta Community College Disabled Students Center (the WG held three separate focus groups at the Delta Community College Disabled Students Center)
- Jene Wah Senior Center
- MV Transportation
- Program Without Walls (PWW)
- SJCOG Citizens Advisory Group
- Thornton Community Center
- Manteca Public Focus Group
- CalWORKS Meeting
- Community Center for the Blind

The WG used a conference call to gather information from agencies unable to attend the focus group:

- Laidlaw Transportation
- Rainbow Transportation

Below is a summary of the focus group questions asked and the most common responses that the WG received:

1. What transportation options do you currently use?

- Bike
- Cabs
- Care home vehicles
- DAR
- Family
- Friends
- RTD Hopper
- Lodi fixed route
- MV Transportation
- None
- RTD fixed route
- School transportation (high school and Head Start)
- Tracy fixed route
- UCP buses
- Vanpool
- Van transportation
- Walk

2. Do you have challenges with getting around to appointments, work, or school?

- Service running late
- Service to Modesto Junior College
- Connections between services do not match up; it takes 1/2 a day to get to where they need to be
- A need for seamless routes and greater frequency
- A need for more service to transit hubs
- A need for more connections
- Service times often do not match with what they need for jobs, appointments, training, etc.
- Transit in rural parts of the county is a problem

Doctor appointment challenges

- Lack of flexibility
- 20-minute DAR window may cause riders to miss an appointment or class

Work challenges

- Consumer lives in a rural area and has challenges getting to work in town
- Consumer works at a twenty-four hour facility, has trouble getting service in the late evening and early morning

3. During what day of the week or what time of the day do you have the most trouble accessing transportation? Why?

- Evenings for those working nights and swing shifts
- Middle of the day for those trying to get to appointments and school
- Early morning and evening for those trying to get to work
- Weekends for those who live in areas where no service is provided

4. What do you currently do if you are unable to find transportation?

- Call a taxi, but it gets expensive
- Cancel appointments
- Ask a family member to drive-but then that impacts others schedules not just their own
- Pay "friends" who charge \$20 to get to local medical centers
- Ride a bike
- Stay home -there is nothing they can do
- Walk

5. What would make it easier for you use transportation?

- A number to get help
- Accessible taxis
- Transportation service offered during business hours
- Better connectivity between transportation options
- Coordination with other counties
- Hubs to help coordinate transit
- Transportation options connecting to cities outside of San Joaquin County including: Merced, Modesto, Oakdale, and Sacramento
- More flexibility
- More frequency

## SJCCTP

- More service hours
- More user-friendly times
- Online trip planning
- Routes running as scheduled
- Options that allow them to do things by themselves
- Training programs
- Transportation to appointments
- Transportation to doctor's offices
- Transportation to employment centers
- Transportation to Food-4-Less grocery stores
- Transportation to shopping centers
- Transportation to the hospital

## PROVIDERS

### 1. What agencies do you currently serve?

- Adult Day Care Centers
- Assisted Living Centers
- RTD DAR Service
- Dialysis
- Fixed Routes
- Hospitals
- Nursing Centers
- Retail Centers
- Schools
- Senior Centers

### 2. Do you see any redundancies in transportation services that are being offered?

The only redundancy involved transportation to and from adult care facilities; multiple providers will pick-up from a common location at the same time.

### 3. Do you see any gaps in transportation services being offered?

- ADA passengers have to transfer multiple times
- Need better connectivity between transit systems and Amtrak
- Commuter services are not at the right time

## SJCCTP

- Fare media is not streamlined between systems
  - Need more service to Altamont Commuter Express (ACE) stations
  - Need transfer agreements between agencies
  - Need more service in rural parts of the County
  - Need 511-type transportation information line system in the County
  - Need more free bus passes for consumers
4. Do you have any ideas/strategies and/or activities to address gaps?
- Provide ACE Shuttle
  - Need Bi-lingual operators
  - Better Communication
  - Provide service at times not currently being offered
  - Provide travel and mobility training for clients and attendants
5. Do you have any ideas or strategies for achieving efficiency in service delivery?
- Better communication
  - Increase connectivity
  - Increase efficiency of Service
  - Increase efficiency of Technology
6. Are there any obstacles that prevent your agency from achieving efficiency?
- Poor communications
  - Politics



## Chapter IV **5310, 5316, and 5317**

What are they? Why should we care?

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### Section I

#### **General Program Information**

FTA Sections 5310, 5316, and 5317 Programs require that projects be derived from a locally-developed CTP. This chapter discusses the specific goals, who can apply, examples of eligible projects, potential funding, and the Designated Recipient (DR) for the three programs.

For each program, FTA will publish the annual apportionment in the Federal Register following the enactment of the annual DOT appropriations act. Funds are available during the FY of apportionment plus two additional years. For example, funds apportioned in FY 2006 are available until the end of FY 2008 (September 30, 2008).

FTA will add any unobligated funds remaining at the end of the period of availability to the next year's program apportionment and will reapportion the funds among all the states.

## Section II

### **Elderly Individuals and Individuals with Disabilities Program (5310)**

#### **Goal**

The goal of the Section 5310 Program is to improve mobility for elderly individuals and individuals with disabilities. Toward this goal, FTA provides financial assistance for transportation services planned, designed, and carried out to meet the special transportation needs of elderly individuals and individuals with disabilities in all areas—urbanized, small urban, and rural. The program requires coordination with other federally-assisted programs and services in order to make the most efficient use of federal resources.

#### **Examples of Projects**

Funds for the Section 5310 Program are available for capital expenses to support the provision of transportation services to meet the special needs of elderly persons and persons with disabilities. Examples of capital expenses include, but are not limited to:

- Buses
- Vans
- Radios and communication equipment
- Vehicle shelters
- Wheelchair lifts and restraints
- Vehicle rehabilitation, manufacture, or overhaul
- Preventive maintenance, as defined in the National Transit Database (NTD)
- Extended warranties that do not exceed the industry standard
- Computer hardware and software
- Initial component installation costs
- Vehicle procurement, testing, inspection, and acceptance costs
- Lease of equipment when lease is more cost effective than purchase
- Acquisition of transportation services under a contract, lease, or other arrangement
- Introduction of new technology, through innovative and improved products, into public transportation
- Transit-related Intelligent Transportation Systems (ITS)
- Supporting new mobility management and coordination programs among public transportation providers and other human service agencies providing transportation; mobility management activities may include:

- Promotion, enhancement, and facilitation of access to transportation services, including the integration and coordination of services for individuals with disabilities, older adults, and low income individuals
- Support for short-term management activities to plan and implement coordinated services
- Support of state and local coordination policy bodies and councils
- Operation of transportation brokerages to coordinate providers, funding agencies, and customers
- Provision of coordination services, including employer-oriented Transportation Management Organizations and Human Service Organizations customer-oriented travel navigator systems and neighborhood travel coordination activities such as coordinating individualized travel training and trip planning activities for customers
- Development and operation of one-stop transportation traveler call centers to coordinate transportation information on all travel modes and to manage eligibility requirements and arrangements for customers among supporting programs
- Operational planning for the acquisition of intelligent transportation technologies to help plan and operate coordinated systems inclusive of Geographic Information Systems (GIS) mapping, Global Positioning System (GPS) technology, coordinated vehicle scheduling, dispatching and monitoring technologies as well as technologies, to track costs and billing in a coordinated system, and single smart customer payment systems

### **Funding**

SAFTEA-LU authorizes \$584 Million (FY 05 to FY 06) for the 5310 Program. Funds are apportioned among the states by a formula which is based on the number of elderly persons and persons with disabilities in each state according to the latest available U.S. census data.

### **Designated Recipient**

Caltrans is the Designated Recipient for the 5310 Program in California.

### **Who Can Apply**

There are three categories of eligible subrecipients:

- Private non-profit organizations
- Governmental authorities that certify to the chief executive officer of a State that no non-profit corporations or associations are readily available in an area to provide the service
- Governmental authorities approved by the State to coordinate services for elderly individuals and individuals with disabilities

**How to Apply**

Eligible applicants will have the opportunity to apply for funding through a competitive selection process held by the Designated Recipient. The projects selected must be derived from a CTP.

Section III

**Job Access and Reverse Commute (JARC) Program (5316)**

**Goal**

The goal of the 5316 Program is to improve access to transportation services to employment and employment-related activities for welfare recipients and eligible low-income individuals and to transport residents of urbanized areas and nonurbanized areas to suburban employment opportunities. Toward this goal, the FTA provides financial assistance for transportation services planned, designed, and carried out to meet the transportation needs of eligible low-income individuals, and of reverse commuters regardless of income. The program requires coordination of federally-assisted programs and services in order to make the most efficient use of federal resources.

**Examples of Projects**

Funds from the 5316 program are available for capital, planning, and operating expenses that support the development and maintenance of transportation services designed to transport low-income individuals to and from jobs and activities related to their employment and to support reverse commute projects.

Eligible projects may include, but are not limited to capital, planning, and operating assistance to support activities such as:

- Late-night and weekend service
- Guaranteed ride home service
- Shuttle service
- Expanding fixed-route public transit routes
- Demand-responsive van service
- Ridesharing and carpooling activities
- Transit-related aspects of bicycling (such as adding bicycle racks to vehicles to support individuals who bicycle a portion of their commute or providing bicycle storage at transit stations)
- Local car loan programs that assist individuals in purchasing and maintaining vehicles for shared rides
- Promotion, through marketing efforts, of the:
  - Use of transit by workers with non-traditional work schedules
  - Use of transit voucher programs by appropriate agencies for welfare recipients and other low-income individuals
  - Development of employer-provided transportation such as shuttles, ridesharing, carpooling

- Use of transit pass programs and benefits under Section 132 of the Internal Revenue Code of 1986
- Supporting the administration and expenses related to voucher programs
- Acquiring GIS tools
- Implementing ITS, including customer trip information technology
- Integrating automated regional public transit and human service transportation information, scheduling, and dispatch functions
- Deploying vehicle position-monitoring systems
- Subsidizing the costs associated with adding reverse commute bus, train, carpool van routes or service from urbanized areas and nonurbanized areas to suburban work places
- Subsidizing the purchase or lease by a non-profit organization or public agency of a van or bus dedicated to shuttling employees from their residences to a suburban workplace
- Facilitating the provision of public transportation services to suburban employment opportunities
- Supporting new mobility management and coordination programs among public transportation providers and other human service agencies providing transportation. Mobility management activities may include:
  - Promotion, enhancement, and facilitation of access to transportation services, including the integration and coordination of services for individuals with disabilities, older adults, and low-income individuals
  - Support for short-term management activities to plan and implement coordinated services
  - Support of state and local coordination policy bodies and councils
  - Operation of transportation brokerages to coordinate providers, funding agencies and customers
  - Provision of coordination services, including employer-oriented Transportation Management Organizations and Human Service Organizations customer-oriented travel navigator systems and neighborhood travel coordination activities such as coordinating individualized travel training and trip planning activities for customers
  - Development and operation of one-stop transportation traveler call centers to coordinate transportation information on all travel modes and to manage eligibility requirements and arrangements for customers among supporting programs; and
  - Operational planning for the acquisition of intelligent transportation technologies to help plan and operate coordinated systems inclusive of GIS mapping, GPS, coordinated vehicle scheduling, dispatching and monitoring technologies as well as technologies to track costs and billing

in a coordinated system and single smart customer payment systems (acquisition of technology is also eligible as a standalone capital expense)

### **Funding**

SAFETEA-LU authorized \$602 Million (FY 05 to FY 09) for the 5316 Program. FTA will apportion funds as follows:

- Sixty percent of the funds shall be distributed among designated recipients in urbanized areas with a population of 200,000 or more, in the ratio that the number of eligible low-income individuals and welfare recipients in each such urbanized area bears to the number of eligible low-income individuals and welfare recipients in all such urbanized areas
- Twenty percent of the funds shall be distributed among the states, in the ratio that the number of eligible low-income individuals and welfare recipients in urbanized areas with a population of less than 200,000 in each state bear to the number of eligible low-income individuals and welfare recipients in urbanized areas with a population of less than 200,000 in all states
- Twenty percent of the funds shall be distributed among the states, in the ratio that the number of eligible low-income individuals and welfare recipients in other than urbanized areas in each state bears to the number of eligible low-income individuals and welfare recipients in other than urbanized areas in all states

### **Designated Recipient**

RTD is the Designated Recipient for the 5316 Program in the Stockton Large Urban Area. Caltrans is the Designated Recipient for the 5316 Program for all Small Urban Areas and Rural Areas in California.

### **Who Can Apply**

There are three categories of eligible sub recipients:

- Private non-profit organizations
- State or local governmental authority
- Operators of public transportation services, including private operators of public transportation services

### **How to Apply**

Eligible applicants will have the opportunity to apply for funding through a competitive selection process held by the Designated Recipient. The projects selected must be derived from a CTP.

Section IV  
**New Freedom Program (5317)**

**Goal**

The goal of the New Freedom Formula Grant Program is to provide additional tools to overcome existing barriers facing Americans with disabilities seeking integration into the workforce and full participation in society. Lack of adequate transportation is a primary barrier to work for individuals with disabilities. Only 60% of persons with disabilities (between the ages of 16 and 64) are employed, according to the 2000 Census. Section 5317 seeks to reduce barriers to transportation services and expand the transportation mobility options available to people with disabilities beyond the requirements of the ADA.

**Examples of Projects**

Section 5317 Program funds are available for capital and operating expenses that support new public transportation services beyond those required by the ADA and new public transportation alternatives beyond those required by the ADA designed to assist individuals with disabilities with accessing transportation services, including transportation to and from jobs and employment support services.

For the purpose of the New Freedom Program, "new" service is any service or activity that was not operational on August 10, 2005, and did not have an identified funding source as of August 10, 2005, as evidenced by inclusion in the Transportation Improvement Plan (TIP) or the State Transportation Improvement Plan (STIP). In other words, if not for the New Freedom Program, these projects would not have consideration for funding and proposed service enhancements would not be available for individuals with disabilities.

**New Public Transportation Services Beyond the ADA**

The following activities are examples of eligible projects meeting the definition of new public transportation.

- Enhancing paratransit beyond minimum requirements of the ADA. ADA complementary paratransit services can be eligible under New Freedom in several ways as long as the services provided meet the definition of "new:"
  - Expansion of paratransit service parameters beyond the three-fourths mile required by the ADA
  - Expansion of current hours of operation for ADA paratransit services that are beyond those provided on the fixed-route services
  - Incremental cost of providing same-day service
  - Incremental cost of making door-to-door service available to all eligible ADA paratransit riders, but not as a reasonable modification for individual riders in an otherwise curb-to-curb system

- Enhancement of the level of service by providing escorts or assisting riders through the door of their destination
- Acquisition of vehicles and equipment designed to accommodate mobility aids that exceed the dimensions and weight ratings established for common wheelchairs under the ADA and labor costs of aides to help drivers assist passengers with over-sized wheelchairs
- Installation of additional securement locations in public buses beyond what is required by the ADA
- New “feeder” service (transit service that provides access) to commuter rail, commuter bus, intercity rail, and intercity bus stations, for which complementary paratransit service is not required under the ADA
- Making accessibility improvements to transit and intermodal stations not designated as key stations. This may include:
  - Building an accessible path to a bus stop that is currently inaccessible, including curbcuts, sidewalks, accessible pedestrian signals or other accessible features
  - Adding an elevator or ramps, detectable warnings, or other accessibility improvements to a non-key station that are not otherwise required under the ADA
  - Improving signage, or wayfinding technology
  - Implementation of other technology improvements that enhance accessibility for people with disabilities including ITS
- Travel training

**New Public Transportation Alternatives Beyond the ADA.**

The following activities are examples of projects that are eligible as new public transportation alternatives beyond the ADA under the New Freedom Program:

- Purchasing vehicles to support new accessible taxi, ridesharing, and/or vanpooling programs
- Supporting the administration and expenses related to new voucher programs for transportation services offered by human service providers
- Supporting new volunteer driver and aide programs
- Supporting new mobility management and coordination programs among public transportation providers and other human service agencies providing transportation. Mobility management activities may include:
  - Promotion, enhancement, and facilitation of access to transportation services, including the integration and coordination of services for individuals with disabilities, older adults, and low-income individuals
  - Support for short-term management activities to plan and implement coordinated services

- Support of state and local coordination policy bodies and councils
- Operation of transportation brokerages to coordinate providers, funding agencies and customers
- Provision of coordination services, including employer-oriented Transportation Management Organizations and Human Service Organizations, customer-oriented travel navigator systems and neighborhood travel coordination activities such as coordinating individualized travel training and trip planning activities for customers
- Development and operation of one-stop transportation traveler call centers to coordinate transportation information on all travel modes and to manage eligibility requirements and arrangements for customers among supporting programs
- Operational planning for the acquisition of intelligent transportation technologies to help plan and operate coordinated systems inclusive of GIS mapping, GPS Technology, coordinated vehicle scheduling, dispatching and monitoring technologies as well as technologies to track costs and billing in a coordinated system and single smart customer payment systems

### **Funding**

SAFETEA-LU authorized \$339 Million (FY 05 to FY 09) for the 5317 Program. FTA will apportion funds among the recipients by formula, based on the ratio that the number of individuals with disabilities in each such area bears to the number of individuals with disabilities in all such areas.

FTA will apportion funds as follows:

- Sixty percent among designated recipients in large urbanized areas
- Twenty percent to the states for small urbanized areas
- Twenty percent to the states for rural and small urban areas under 50,000 in population

### **Designated Recipient**

RTD is the Designated Recipient for the 5317 Program in the Stockton Large Urban Area. Caltrans is the Designated Recipient for the 5317 Program for all Small Urban Areas and Rural Areas in California.

### **Who Can Apply**

There are three eligible subrecipients:

- Private non-profit organizations

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- State or local governmental authority
- Operators of public transportation services including private operators of public transportation services

### **How to Apply**

Eligible applicants will have the opportunity to apply for funding through a competitive selection process held by the Designated Recipient. The projects selected must be derived from a CTP.



## Chapter V Elements of the Plan

How do we build a foundation?

### Section I

#### Accessing Strengths and Weaknesses

The WG used the United We Ride Framework for Action tool to assess how much effort is needed to become coordinated, to define priorities, and to begin to develop an action plan. The Framework for Action tool contains a series of core elements that make up a fully coordinated transportation system for a community. WG members answered the Framework for Action survey that contained twenty-six diagnostic questions.

After reviewing each of the questions in the Framework for Action, the WG discussed the question, "What is done well in San Joaquin County?" The WG came up with the following list:

- Planning
- Being proactive
- Working together
- Communicating with and assisting other agencies
- Working well at a micro level
- Budgeting
- Good equipment

Next, the WG discussed "What needs to be done to better coordinate transportation in San Joaquin County?" The WG came up with the following list:

- Develop public, private, non-profit partnerships
- Utilize existing resources
- Improve communication
- Reduce gaps and redundancies
- Provide education
- Communicate vision of social service agencies and transit
- Encourage and develop flexibility among agencies
- Provide more social service information
- Increase communication between consumers and transit agencies

## SJCCTP

- Address need for a seamless system
- Address lack of an emergency coordination system
- Consolidate inventory of vehicles, fuel stations, and central vehicle location
- Provide insurance and training
- Provide mobility training and education
- Improve vehicle maintenance
- Improve communication between local and state agencies
- Develop volunteer driver program
- Develop travel attendant program
- Address lack of resources for individuals with special needs
- Address lack of training for volunteers
- Provide better ITS systems in public transportation vehicles

## Section II **Developing a Model to Guide the Working Group**

Next, the WG reviewed the definition of the coordinated plan as proposed by FTA in the Federal Register:

- "We [FTA] propose to define the coordinated 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 incomes"
- "FTA suggests that a coordinated plan should maximize the program's collective coverage by minimizing duplication of services."

The WG agreed to use FTA's proposed definition as their mission statement. Keeping the mission statement in mind, the group then built on its earlier discussions to put together the following structure containing key elements of the plan.

The next step was to establish elements of the plan for the WG to follow. The WG decided on the following four main goals:

- Putting People First
- Moving People Efficiently
- Move More People
- Empower People with Technology.

These goals are the foundation of the coordination efforts the group would like to accomplish in San Joaquin County.

The elements of the plan also includes overarching ideas for achieving the goals in order to obtain coordination in the County. These ideas are to the left of the goals (see illustration) on the elements of the plan structure to further identify how to achieve the Plan's elements.

Finally, under each goal and to the right of the WG ideas, the WG has listed the needs on a smaller scale. These individual needs assisted the WG when deciding on strategies to increase efficiency and reduce redundancies in the County.

The elements of the plan model is a simple tool to keep the vision of the WG in mind while working through other components of the SJCCTP.

Elements of the Plan				
	Goal <b>Putting People First</b>	Goal <b>Moving People Efficiently</b>	Goal <b>Moving More People</b>	Goal <b>Empower People with Technology</b>
Better Communication and Education	Translation materials One Stop Shop Website Consumer Input Mechanism Staff Training Regional Ride Guide Focus Groups Public/Private/Non-Profit Partnerships Outreach/Marketing Program Phone Surveys ITS systems	Consumer Input Mechanism Consolidated Trips Public/Private/Non-Profit Partnerships	Travel Training (DAR-Fixed Route) Regional Ride Guide Public/Private/Non-Profit Partnerships Outreach/Marketing Program	Kiosks (website) Consumer Input Mechanism ITS Systems
Seamless System	Transfer Agreements Fare Coordination Regional ADA Certification	Fare Coordination Transfer Agreements Travel Training Centralized Dispatching Transit Transfer Coordination Centralized Database Coordinated Utilization of Resources	Environmental/Architectural Barriers Travel Buddies	Reports for Daily Analysis Interagency Cooperation Centralized Dispatching Centralized Database
Flexibility	Attendant Program	Attendant Program State, Federal, Local Communication Shared Operator/Vehicles	Volunteer Driver Program Attendant Program Volunteer Training Program	Passenger Amenities System Amenities Vehicle Inventory
Safety and Emergency Management	Countywide Emergency Plan Environmental/Architectural Barriers Staff Training	Vehicle Inventory State, Federal, Local Communication	Countywide Emergency Plan	Website ITS Systems
Asset Management	Passenger Amenities System Amenities	Vehicle Maintenance Fuel New and Replacement Vehicles	Vehicle Inventory Vehicle Expansion	ITS Systems Radios Communications Software



## Chapter VI Strategies

How do we address gaps?

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### Section I Identifying Gaps

As noted in Chapters III and IV, the WG used several methods to identify gaps including:

- United We Ride Framework for Action Tools for Accessing Needs
- Phone surveys
- Public meetings
- Focus groups
- Elements of the plan model

All these methods were used when identifying gaps and agreeing upon strategies to close these gaps.

The WG met to review the results of the efforts above and identified the following as commonalities:

- Communication and information sharing with:
  - The public
  - Social service agencies
  - Riders of existing transit services
  - Riders to transportation providers
  - Transit agencies
  - Visitors to the area
- Outreach and marketing programs
- Training programs
- ITS systems
- Vehicles (new and replacement)

## Section II

### Strategies to Close Gaps

The next step in the process was to identify strategies to close these gaps. The WG used the Elements of the Plan Model to guide this process. The WG came up with the following strategies for closing gaps:

- Information and better communication:
  - Outreach programs
    - Passengers
    - Social service agencies
    - Transit agencies
  - Marketing materials
  - One-Stop-Shop for transportation information
    - One-on-one program
    - Website
- Method for consumers to communicate needs to transportation providers
- Programs to teach potential riders how to use existing services
- Transportation to basic needs, including:
  - Employment
  - Medical appointments
    - This includes appointments to specialized health care services out of the San Joaquin County area
  - Grocery shopping
  - Schools –local junior colleges
  - Transportation needs between counties
- Method to better utilize existing resources including:
  - Vehicles
  - Centralized operator training
  - Centralized maintenance and storage of vehicles
  - Centralized vehicle and equipment inventory
  - Centralized vehicle licensing and insurance
  - Centralized trip brokerage, and scheduling
- ITS Systems
  - Automated dispatching

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- Centralized ADA dispatching
- Upgraded radio equipment
- Automatic Vehicle Location (AVL)
- Mobile Data Terminal (MDT)
- Vehicles (new and replacement)

The WG felt that using these general ideas would close the gaps quickly and efficiently while still reaching out to the large demographic groups of seniors, disabled, and the low-income population attempting to get to work.



## Chapter VII Implementation

What are priorities for implementation?

### Section I Establishing Priorities

The WG noted that San Joaquin County was missing basic transportation services that are prevalent in other areas. The WG recognizes that priorities may differ between the large urban, small urban, and rural areas, but that certain fundamental services must come first. With that in mind, the WG agreed, that for Year One, the SJCCTP needs to outline specific projects to address identified gaps within the County; within the Stockton Large Urban Area, applicants will be able to apply to carry out the identified projects. To avoid potentially affecting areas outside of San Joaquin County, the WG felt it would be better to allow flexibility in the Small Urban and Rural Area; in these areas, projects are only required to be derived from a CTP document.

The SJCCTP WG has identified the following Year One priorities that will be brought forward during the competitive selection process as the Program of Projects (POP) for the Stockton Large Urban Area. The WG will work as a unit to flesh out a project scope and budget for each of the priorities identified below.

#### **Consumer Input Mechanism**

The Consumer Input Mechanism obtains feedback from consumers of transit and other social service agencies for transportation purposes. Although there are currently means for riders to formally file comments and complaints with local transit and government agencies, the group felt that an independent entity could be more proactive in receiving passenger information and would be less intimidating for consumers. Feedback from consumers will provide a means of keeping up with changing demographic needs and monitoring gaps and redundancies in the County.

#### **Travel Training**

Travel Training is a proactive means to ensure riders are aware of and know how to use all mobility options that are appropriate for them.

#### **One-Stop-Shop**

The group discussed the need for a central location where riders can access information about transportation services. Currently, San Joaquin County does not have a central information source for residents similar to the 511 Travel Guide found in the Bay Area. Workgroup discussions revealed that a "One-Stop-Shop" and staff training project is a need currently not being met in the county.

### **Public-Private Partnerships**

These partnerships will cover many aspects of coordinating transportation service, and act as central locations for agencies to ensure reductions in service and operational gaps.

### **Improved ITS Systems**

The group discussed the need for these systems to enhance transportation services to the community.

Section II  
**Competitive Selection Process**

FTA requires projects be derived from a CTP and awarded through a competitive selection process. The respective area's designated recipient will conduct the competitive selection process. RTD is the designated recipient for the Stockton Large Urban Area; Caltrans is the designated recipient for the Lodi Small Urban Area, the Manteca Small Urban Area, the Tracy Small Urban Area, and the Rural Areas of San Joaquin County.

Although the planning boundaries established by the SJCCTP follow the geographic boundaries of San Joaquin County, the public participation process has remained open to allow participation from interested stakeholders outside of San Joaquin County. Further, the WG recognizes that in the Lodi Small Urban Areas boundaries go outside the County's boundaries to include the City of Galt and a portion of unincorporated Sacramento County, in Sacramento County. Additionally, the WG recognizes that the City of Ripon falls within the boundaries of the Modesto Urban Area, in Stanislaus County. To address these boundary issues, the WG proposes flexibility to allow the City of Galt and the City of Ripon to choose if they would like to fall under the SJCCTP or another CTP.

The WG formed a subcommittee to work on the competitive selection process for the Stockton Large urban area. Representatives from RTD, SJCOG, UCP, and VMRC form the subcommittee. The competitive selection process, per the circulars, allows the designated recipient to use different approaches to conduct a competition. For example, the designated recipient may conduct a competition that selects from a list of specific projects/activities to be funded, communities to implement projects from the area's plan, or specific agencies/organizations to provide services to meet specific needs that have been identified and prioritized through the local planning process. In establishing the process, the designated recipient shall determine and publicize the selection criteria.

In line with FTA Circulars, the subcommittee will work to ensure that the competitive selection process is a transparent process for all involved. For Year One, the subcommittee will rely on the priorities identified for funding in the SJCCTP and publish a solicitation for grant applications from agencies interested in providing any of the projects identified in the SJCCTP. RTD, as the designated recipient for San Joaquin County, will conduct the competition in cooperation with the SJCOG. As mentioned above, in subsequent years the WG may decide to do a more traditional call for projects.

Section III  
**Implementation**

SJCCTP implementation has already begun – simply bringing the WG together and extending multiple outreach opportunities has made coordination a priority for San Joaquin County. The WG anticipates that formal implementation of projects will occur in the Fall 2007, after funding becomes available.

## Glossary

**Access to Jobs Project:** Refers to a project relating to the development and maintenance of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment.

**Accessible Taxi:** An accessible taxi is a vehicle that is used by a private provider of on-demand transportation service to the public that is regulated and licensed for such use by the municipality, county or other government entity. An accessible taxi is one which has the capacity to accommodate a passenger who uses a "common wheelchair" as defined under 49 CFR 37.3, at a minimum, while remaining in his/her personal mobility device inside the vehicle, and meets the same requirements for lifts, ramps and securement systems specified in 49 CFR part 38, subpart B.

**Americans with Disabilities Act (ADA):** Public Law 336 of the 101st Congress, enacted July 26, 1990 (42 U.S.C. 12101 et seq.). The ADA prohibits discrimination and ensures equal opportunity for persons with disabilities in employment, State and local government services, public accommodations, commercial facilities, and transportation.

**Competitive Selection Process:** A process to choose which projects will be funded. The process is conducted by the designated recipient of FTA funds in cooperation with the appropriate metropolitan planning organization (MPO) in urbanized areas over 200,000 in population, or the State in areas under 200,000 in population. The projects selected must be derived from a Locally Developed, Coordinated Public Transit-Human Services Transportation Plan.

**Coordinated Plan:** See "Locally Developed, Coordinated Public Transit-Human Services Transportation Plan."

**Coordinated Transportation Plan (CTP):** See "Locally Developed, Coordinated Public Transit-Human Services Transportation Plan."

**Demand Responsive System:** Any non-fixed route system of transporting individuals that requires advanced scheduling including services provided by public entities, non-profits, and private providers. An advance request for service is a key characteristic of demand responsive service.

**Designated Recipient:** See "Recipient."

**Elderly Individuals and Individuals with Disabilities Program (Section 5310):** FTA formula program for public transportation capital projects planned, designed, and carried out to meet the special needs of elderly individuals and individuals with disabilities. 49 U.S.C. 5310.

**Elderly Individuals:** Includes, at a minimum, all persons 65 years of age or older. Grantees are permitted to use a definition that extends eligibility for service to younger (e.g., 62 and older, 60 and over) persons.

**Elderly Individuals:** Includes, at a minimum, all persons 65 years of age or older. Grantees are permitted to use a definition that extends eligibility for service to younger (e.g., 62 and older, 60 and over) persons.

**Eligible Low-income Individual:** Refers to an individual whose family income is at or below 150 percent of the poverty line (as that term is defined in Section 673(2) of the Community Services Block Grant Act (42 U.S.C 9902(2)), including any revision required by that section) for a family of the size involved.

Fixed route service

**Fixed Route System:** Public transportation service provided in vehicles operated along pre-determined routes according to a fixed schedule.

**Human Service Transportation:** Transportation services provided by or on behalf of a human service agency to provide access to agency services and/or to meet the basic, day-to-day mobility needs of transportation-disadvantaged populations, especially individuals with disabilities, older adults, and people with low incomes.

**Individual With a Disability:** The term “individual with a disability” means an individual who, because of illness, injury, age, congenital malfunction, or other incapacity or temporary or permanent disability (including an individual who is a wheelchair user or has semi-ambulatory capability), cannot use effectively, without special facilities, planning, or design, public transportation service or a public transportation facility. 49 U.S.C. 5302(a)(5).

Interagency Transit Committee (ITC)

**Job Access and Reverse Commute Program (JARC):** FTA formula grant program for projects relating to the development and maintenance of transportation services designed to transport welfare recipients and eligible low-income individuals to and from jobs and activities related to their employment, and for public transportation projects designed to transport residents of urbanized areas and nonurbanized areas to suburban employment opportunities. 49 U.S.C. 5316.

### **Locally Developed, Coordinated Public Transit-Human Services**

**Transportation Plan:** A plan that identifies the transportation needs of individuals with disabilities, older adults, and people with low incomes, provides strategies for meeting those local needs, and prioritizes transportation services for funding and implementation.

**Mobility Management:** Consists of short-range planning and management activities and projects for improving coordination among public transportation and other transportation-service providers carried out by a recipient or subrecipient through an agreement entered into with a person, including a government entity, under 49 U.S.C.

Chapter 53 (other than Section 5309). Mobility management does not include operating public transportation services.

**New Freedom Program:** FTA formula grant program for new public transportation services and public transportation alternatives beyond those required by the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.) that assist individuals with disabilities with transportation, including transportation to and from jobs and employment support services. 49 U.S.C. 5317.

**Non-profit Organization:** A corporation or association determined by the Secretary of the Treasury to be an organization described by 26 U.S.C. 501(c) which is exempt from taxation under 26 U.S.C. 501(a) or one which has been determined under State law to be non-profit and for which the designated State agency has received documentation certifying the status of the non-profit organization.

**Older Adults:** See "Elderly Individuals."

**Other than Urbanized (Nonurbanized) Area:** Any area outside of an urbanized area. The term "nonurbanized area" includes rural areas and urban areas under 50,000 in population not included in an urbanized area.

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**Paratransit:** Comparable transportation service required by the ADA for individuals with disabilities who are unable to use fixed route transportation systems.

**Pre-award Authority:** means authority given under specific and limited circumstances to incur costs for eligible projects before a grant is made without prejudice to possible Federal participation in the cost of the project(s). Applicants must comply with all Federal requirements. Failure to do so will render a project ineligible for FTA financial assistance.

**Program of Projects (POP):** A list of projects to be funded in a grant application submitted to FTA by a designated recipient. The program of projects (POP) lists the subrecipients and indicates whether they are private non-profit agencies, governmental authorities, or private providers of transportation service, designates the areas served (including rural areas), and identifies any tribal entities. In addition, the program of projects includes a brief description of the projects, total project cost and Federal share for each project, and the amount of funds used for program administration from the 10 percent allowed.

**Recipient:** In large urbanized areas over 200,000 in population, an entity designated, in accordance with the planning process under 49 U.S.C. 5303, 5304, and 5306, by the chief executive officer of a State, responsible local officials, and publicly owned operators of public transportation, to receive and apportion amounts under the JARC

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program that is attributable to a transportation management area. In nonurbanized areas or small urban areas under 200,000 in population, the designated recipient is the State agency designated by the chief executive officer of a State to receive and apportion amounts under JARC that are attributable to the State for small urbanized and nonurbanized areas.

**Reverse Commute Project:** Refers to a public transportation project designed to transport residents of urbanized areas and other than urbanized areas to suburban employment opportunities.

**Rural:** See "Other than Urbanized (Nonurbanized) Area"

**San Joaquin County Coordinated Transportation Plan (SJCCTP):** San Joaquin County's Locally Developed, Coordinated Public Transit-Human Services Transportation Plan

**Subrecipient:** Refers to a State or local governmental authority, non-profit organization, or operator of public transportation services that receives a grant under JARC indirectly through a recipient.

**Urbanized Area:** An area encompassing a population of not less than 50,000 people that has been defined and designated in the most recent decennial census as an "urbanized area" by the Secretary of Commerce. Small urbanized areas as used in the context of FTA formula grant programs are urbanized areas with a population of at least 50,000 but less than 200,000.

**Welfare Recipient:** Refers to an individual who has received assistance under a State or tribal program funded under part A of Title IV of the Social Security Act at any time during the three-year period before the date on which the applicant applies for a grant under JARC.

## Acronyms

Access Advisory Committee (AAC)  
Altamont Commuter Express (ACE)  
Americans with Disabilities Act (ADA)  
Association of Retarded Citizens (ARC)  
Automatic Vehicle Location (AVL)  
California Department of Transportation (Caltrans)  
California Work Opportunity & Responsibility to Kids (CalWORKs) Program  
Community Agency Resources for Improved Transportation (CARIT)  
Consolidated Transportation Service Agencies (CTSAs)  
County Transportation Commissions (CTCs)  
Department of Health and Human Services (HHS)  
Department of Transportation (DOT)  
Designated Recipient (DR)  
Dial-A-Ride (DAR)  
Elderly Individuals and Individuals with Disabilities Program (5310)  
Federal Transit Administration (FTA)  
Geographic Information Systems (GIS)  
Global Positioning System (GPS)  
Interagency Transit Committee (ITC)  
Job Access Reverse Commute Program (5316)  
Joint DOT/HHS Coordinating Council on Human Service Transportation (CCHST)  
Locally developed coordinated human service transportation plan (CTP)  
Metropolitan Area (SMA)  
Mobile Data Terminal (MDT)  
Modesto Area Express (MAX)  
New Freedoms Program (5317)  
Program of Projects (POP)  
Program Without Walls (PWW)  
Regional Transportation Planning Agencies (RTPAs)  
Riverbank-Oakdale Transit Authority (ROTA)  
Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)  
San Joaquin Council of Governments (SJCOG)  
San Joaquin County Coordinated Transportation Plan (SJCCTP)  
San Joaquin County Human Services Agency (HSA)  
San Joaquin Regional Transit Districts (RTD)  
Senior Services Agency of San Joaquin County, Incorporated (Seniors First)  
Social Service Transportation Advisory Committee (SSTAC)  
Social Services Transportation Advisory Committee (SSTAC)  
Stanislaus Regional Transit (StART)  
State Transportation Improvement Plan (STIP)

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Transportation Equity Act for the 21st Century (TEA –21)

Transportation Improvement Plan (TIP)

United Cerebral Palsy (UCP)

United Cerebral Palsy (UCP)

Valley Mountain Regional Center (VMRC)

Working Group (WG)

## Appendix

- Item 1 Census Information and area maps for San Joaquin County
- Item 2 Federal Registers
  - Elderly Individuals and Individuals With Disabilities, Job Access and Reverse Commute, and New Freedom Programs: Final Circulars (March 29, 2007)
  - Clarification for Fiscal Year (FY) 2007 Implementation for the Elderly Individuals and Individuals With Disabilities, Job Access and Reverse Commute (JARC), and New Freedom Programs (October 31, 2006)
  - Elderly Individuals and Individuals With Disabilities, Job Access and Reverse Commute, and New Freedom Programs: Coordinated Planning Guidance for FY 2007 and Proposed Circulars (September 6, 2006)
  - Elderly Individuals and Individuals With Disabilities, Job Access and Reverse Commute, New Freedom Programs and Coordinated Public Transit-Human Services Transportation Plans: Notice of Public Meeting, Interim Guidance for FY06 Implementation, and Propose (March 15, 2006)
- Item 3 Graphs
- Item 4 Kick-off Meeting Power Point Presentation
- Item 5 Kick-off Invitation
- Item 6 Letter from the City of Stockton Designating RTD as the Lead Agency
- Item 7 Letter from the Governor Designating RTD as the Designated Recipient
- Item 8 Role of Community Agency Resources for Improved Transportation (CARIT)
- Item 9 Role of Social Services Transportation Advisory Committee (SSTAAC)
- Item 10 Role of the Access Advisory Committee (AAC)
- Item 11 Role of the Interagency Transit Committee (ITC), previously the Transit Operators Working Group (TOWG)
- Item 12 Stakeholder List
- Item 13 Phone Survey
  - Phone Survey Questions
  - Phone Survey Master

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Item 14 United We Ride Framework for Action

Item 15 Meeting Agendas & Notes

- October 5, 2006
- October 19, 2006
- November 2, 2006
- November 28, 2006
- February 15, 2007

Item 16 Public Notice

Item 17 Public Comments and Response

Item 18 Circular identifying the minimum requirements of a coordinated plan

Item 19 SJCCTP Adoption Resolution