

# Calaveras County Coordinated Public Transit – Human Services Transportation Plan



## **FINAL PLAN** Submitted to Calaveras Council of Governments

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## Table of Contents

<b>Chapter 1. Project Overview</b> .....	<b>1-1</b>
Introduction .....	1-1
Report Outline .....	1-3
SAFETEA-LU Planning Requirements.....	1-4
Federal Coordination Efforts .....	1-4
State of California Coordination Efforts.....	1-5
Funding Public Transportation in Rural California.....	1-6
Planning Documents and Relevant Research .....	1-11
<b>Chapter 2. Project Methodology</b> .....	<b>2-1</b>
Demographic Profile.....	2-1
Literature Review .....	2-1
Stakeholder Involvement and Public Outreach .....	2-1
Existing Transportation Services.....	2-2
Key Findings/Needs Assessment .....	2-2
Identification and Evaluation of Strategies.....	2-2
Implementation Plan for Recommended Strategies.....	2-2
<b>Chapter 3. Demographic Profile</b> .....	<b>3-1</b>
Study Area Description and Demographic Summary.....	3-1
Population Characteristics .....	3-1
Population Growth.....	3-3
Projected Future Population Growth.....	3-4
Income Status .....	3-4
Employment .....	3-5
Commute Patterns .....	3-6
Access to a Vehicle.....	3-7
Population/Employment Density .....	3-7
Transit Dependency.....	3-10
Projected Demand for Public Transportation .....	3-10
<b>Chapter 4. Existing Public Transit Service and Social Service Transportation Providers</b> .....	<b>4-1</b>
Introduction .....	4-1
Public Transit Operators .....	4-1
Social Service Transportation Providers.....	4-3
Key Contractors .....	4-6
Other Transportation Services.....	4-6
Connecting Transit Services beyond the County.....	4-7
<b>Chapter 5. Key Findings: Service Gaps, Unmet Transportation Needs</b> .....	<b>5-1</b>
Existing Coordination of Services .....	5-1
Barriers to Coordination .....	5-3
Key Origins and Destinations.....	5-3
Gaps and Unmet Needs.....	5-4
Duplication of Services.....	5-9
Conclusion .....	5-9
<b>Chapter 6. Identification of Strategies and Evaluation</b> .....	<b>6-1</b>
Public Workshop .....	6-1
Evaluation Criteria.....	6-3

Identification of Strategies.....6-4

**Chapter 7. Implementation Plan for Recommended Strategies.....7-1**

Introduction .....7-1

Implementing the Strategies .....7-1

High Priority Strategies .....7-5

Medium Priority Strategies.....7-12

Low Priority Strategies .....7-13

Review of Plan Opportunities.....7-14

Summary and Next Steps .....7-17

**Appendix A: Stakeholders**

**Appendix B: Workshop Publicity and Attendance**

**Table of Figures**

Figure 1-1 Caltrans Coordinated Planning for California Counties .....1-2

Figure 1-2 Projected State of California Funding Sources/Amounts.....1-9

Figure 1-3 Transportation Funding Matrix.....1-15

Figure 3-1 Basic Population Characteristics (2000).....3-2

Figure 3-2 Population Growth for Calaveras County 2000-2006 .....3-3

Figure 3-3 Projected Growth for Calaveras County 2000-2030 .....3-4

Figure 3-4 Income Status for Calaveras County (1999).....3-4

Figure 3-5 Largest Employers in Calaveras County .....3-5

Figure 3-6 Commute Patterns.....3-6

Figure 3-7 Households with No Vehicles Available.....3-7

Figure 3-8 Calaveras County 2000 Population / Employment Density .....3-9

Figure 3-9 Calaveras County 2000 Transit Dependency Index .....3-11

Figure 4-1 Summary of Calaveras Transit Service .....4-2

Figure 4-2 Calaveras Transit Fare Structure.....4-2

Figure 4-3 Calaveras County Transit Services and Major Activity Centers .....4-8

Figure 4-4 Transportation Provider Inventory .....4-9

Figure 6-1 Summary List of Needs Presented at Workshop.....6-2

Figure 6-2 Strategies.....6-5

Figure 7-1 Agency Functional Skills and Resources.....7-2

Figure 7-2 Implementing High Priority Strategies .....7-7

Figure 7-5 Calaveras County Bus Stop Improvement Program.....7-11

Figure 7-4 Implementing Medium Priority Strategies.....7-13

Figure 7-5 Implementing Low Priority Strategies .....7-14

# Chapter 1. Project Overview

## Introduction

This Coordinated Public Transit-Human Services Transportation Plan for Calaveras County is sponsored by the California Department of Transportation (Caltrans). It is part of a larger planning effort overseen by Caltrans on behalf of 23 counties in non-urbanized areas within the State of California.

As described further in this report, federal planning requirements specify that designated recipients of certain sources of funds administered by the Federal Transit Administration (FTA) must certify that projects funded with those federal dollars are derived from a coordinated plan. Caltrans serves as the designated recipient in non-urbanized areas of California for funds subject to this plan.<sup>1</sup>

These projects are intended to improve the mobility of individuals who are disabled, elderly, or of low-income status. This plan focuses on identifying needs specific to those population groups as well as identifying strategies to meet their needs.

Caltrans is sponsoring a statewide planning effort on behalf of the 23 rural counties for whom the funds are intended so that potential sponsors of transportation improvements may access the funds.<sup>2</sup> Calaveras is one of these 23 counties, which are highlighted in the map in Figure 1-1.

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<sup>1</sup> The term “ non-urbanized area” includes rural areas and urban areas under 50,000 in population not included in an urbanized area.

<sup>2</sup> Some plans in rural areas have been completed independently of this effort. Caltrans’ website lists the status of the plans at: <http://www.dot.ca.gov/hq/MassTrans/Coord-Plan-Res.html>.



## Report Outline

This report is organized in seven chapters, as described below:

**Chapter 1** presents an overview of the project, its sponsorship by Caltrans, and federal planning requirements established by the passage of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, commonly referred to as SAFETEA-LU. This chapter also provides a summary of other key documents related to transportation planning in Calaveras County that have helped inform this effort. In addition, it discusses federal and state roles in promoting coordination among public transit operators and human service transportation providers. It also describes the funding environment for transportation in rural California.

**Chapter 2** summarizes the steps taken and the methodologies used to prepare the Coordinated Plan. It provides a description of the process, from initial contact through final plan. This chapter also provides a summary of key documents related to transportation planning in Calaveras County that have helped inform the effort.

**Chapter 3** includes a demographic profile of Calaveras County, which was prepared using US Census data, projections from the California Department of Finance, and information provided by the Calaveras Council of Governments. This information establishes the framework for better understanding the local characteristics of the study area, with a focus on the three population groups subject to this plan: people with disabilities, older adults, and those of low-income status.

**Chapter 4** documents the array of public transportation services that already exist in the area. These services include publicly operated fixed-route services as well as transportation services provided or sponsored by other social services agencies. These were identified through review of existing documents, and through local stakeholder interviews.

**Chapter 5** provides a summary of key findings, because an important step in completing this plan includes the identification of service needs. The chapter identifies major destinations, temporal and geographic gaps, and areas where service duplication exists. Much of the information incorporated into this chapter was identified through a series of stakeholder interviews conducted with representatives of human service agencies and transportation providers throughout Calaveras County. The key findings were also developed through a review of existing documents and plans that also provide information on existing services and the need to improve them.

**Chapter 6** presents strategies and solutions to address service gaps and unmet transportation needs. It also presents results of a workshop with the public and stakeholders to develop strategies and evaluation criteria.

**Chapter 7** presents an implementation plan for the most highly-ranked strategies. A potential project sponsor is identified, along with projected costs, potential sources of funds, and an overall assessment of how implementation of these strategies could address service gaps identified in Chapter 5.

## SAFETEA-LU Planning Requirements

On August 10, 2005, President Bush signed SAFETEA-LU into law, authorizing the provision of \$286.4 billion in guaranteed funding for federal surface transportation programs over six years through Fiscal Year 2009, including \$52.6 billion for federal transit programs.

Starting in Fiscal Year 2007, projects funded through three programs in SAFETEA-LU, including the Job Access and Reverse Commute Program (JARC, Section 5316), New Freedom (Section 5317) and the Formula Program for Elderly Individuals and Individuals with Disabilities (Section 5310), are required to be derived from a locally developed, coordinated public transit-human services transportation plan. SAFETEA-LU guidance issued by the FTA indicates that the plan should be a “unified, comprehensive strategy for public transportation service delivery that identifies the transportation needs of individuals with disabilities, older adults, and individuals with limited income, laying out strategies for meeting these needs, and prioritizing services.”<sup>3</sup>

The FTA issued program circulars, effective May 1, 2007, to provide guidance on the administration of the three programs subject to this planning requirement.

These circulars can be accessed through the following websites:

<a href="http://www.fta.dot.gov/laws/circulars/leg_reg_6622.html">http://www.fta.dot.gov/laws/circulars/leg_reg_6622.html</a>	Elderly Individuals and Individuals with Disabilities
<a href="http://www.fta.dot.gov/laws/circulars/leg_reg_6623.html">http://www.fta.dot.gov/laws/circulars/leg_reg_6623.html</a>	Job Access and Reverse Commute
<a href="http://www.fta.dot.gov/laws/circulars/leg_reg_6624.html">http://www.fta.dot.gov/laws/circulars/leg_reg_6624.html</a>	New Freedom Program

This federal guidance specifies four required elements of the plan, as follows:

1. An assessment of available services that identifies current transportation providers (public, private, and non-profit).
2. An assessment of transportation needs for individuals with disabilities, older adults, and people with low incomes. This assessment can be based on the experiences and perceptions of the planning partners or on more sophisticated data collection efforts, and gaps in service.
3. Strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery.
4. Priorities for implementation based on resources (from multiple program sources), time, and feasibility for implementing specific strategies and/or activities.

## Federal Coordination Efforts

Coordination can enhance transportation access, minimize duplication of services, and facilitate cost-effective solutions with available resources. Enhanced coordination also results in joint ownership and oversight of service delivery by both human services and transportation service

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<sup>3</sup> Federal Register: March 15, 2006 (Volume 71, Number 50, page 13458)

agencies. The requirements of SAFETEA-LU build upon previous federal initiatives intended to enhance social service transportation coordination. Among these are:

- **Presidential Executive Order:** In February 2004, President Bush signed an Executive Order establishing an Interagency Transportation Coordinating Council on Access and Mobility to focus 10 federal agencies on the coordination agenda. It may be found at [www.whitehouse.gov/news/releases/2004/02/20040224-9.html](http://www.whitehouse.gov/news/releases/2004/02/20040224-9.html)
- **A Framework for Action:** The Framework for Action is a self-assessment tool that states and communities can use to identify areas of success and highlight the actions still needed to improve the coordination of human service transportation. This tool has been developed through the United We Ride initiative sponsored by FTA, and can be found on FTA's website: [http://www.unitedweride.gov/1\\_81\\_ENG\\_HTML.htm](http://www.unitedweride.gov/1_81_ENG_HTML.htm)
- **Previous research:** Numerous studies and reports have documented the benefits of enhanced coordination efforts among federal programs that fund or sponsor transportation for their clients.<sup>4</sup>

## State of California Coordination Efforts

### **Assembly Bill 120 (1979)**

Initiatives to coordinate human service transportation programs in the State of California have been largely guided by the passage of state legislation, The Social Services Transportation Improvement Act (Assembly Bill No. 120, Chapter 1120), often referred to as AB 120, in 1979. This law under California Government code 15975 required transportation planning agencies and county transportation commissions to:

- Develop an Action Plan for the coordination and improvement of social service transportation services.
- Designate a Consolidated Transportation Services Agency (CTSA) to implement the Action Plan within the geographic area of jurisdiction of the transportation planning agency or county transportation commission. CTSA's are considered eligible applicants of TDA Article 4.5 funds.
- Identify the social service recipients to be served and funds available for use by the consolidated or coordinated services.
- Establish measures to coordinate the services with fixed-route service provided by public and private transportation providers.
- Establish measures to insure that the objectives of the action plan are consistent with the legislative intent declared in Section 15951.

### **Senate Bill 826 (1988)**

In 1988, Senate Bill 826 was introduced amending the Assembly Bill 120. It required the establishment of

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<sup>4</sup> Examples include United States General Accounting Office (GAO) reports to Congress entitled *Transportation Disadvantaged Populations, Some Coordination Efforts Among Programs Providing Transportation, but Obstacles Persist*, (June 2003) and *Transportation Disadvantaged Seniors—Efforts to Enhance Senior Mobility Could Benefit From Additional Guidance and Information*, (August 2004).

- Measures for the effective coordination of specialized transportation service from one provider service area to another.

And required that

- Transportation planning agencies and county transportation commissions shall every four years update the social services transportation inventory pursuant to Section 15973 and every two years shall update the action plan prepared pursuant to Section 15975 and submit these reports to the California Department of Transportation.

### **Assembly Bill 2647 (2002)**

In 2002, Section 15975.1 was repealed, which no longer required the transportation planning agencies to submit an action plan or inventory to the California Department of Transportation. The Department no longer has a role in the development of the Social Service Transportation Action Plan and will not be receiving information or reporting to the Legislature.

### **Role of Consolidated Transportation Service Agencies (CTSAs)**

AB 120 authorized the establishment of CTSAs and recognizes them as direct claimants of TDA Article 4.5 funds. CTSAs are designated by Regional Transportation Planning Agencies (RTPAs) or, where RTPAs do not exist, by the Local Transportation Commission. Very little guidance exists, however, as to expectations or the roles of the CTSAs. As discussed below, TDA law requires that any rural county intending to use some of its TDA funds for streets and roads purposes establish a Social Services Transportation Advisory Council (SSTAC); representatives from the CTSA are required to participate on the SSTAC.

In Calaveras County, the Calaveras Council of Governments (CCOG), the RTPA, has designated itself as the CTSA. The SSTAC plays an active role and meets as-needed to discuss transportation issues and to advise CCOG.

## **Funding Public Transportation in Rural California**

Transportation funding in California is complex. Federal and state formula and discretionary programs provide funds for transit and paratransit services; sales tax revenues are also used for public transit purposes. Transportation funding programs are subject to rules and regulations that dictate how they can be used and applied for (or claimed) through federal, state and regional levels of government. Additionally, some funds for social service transportation come from a variety of non-traditional transportation funding programs including both public and private sector sources.

Another complexity with federal funding programs is the local match requirements. Each federal program requires that a share of total program costs be derived from local sources, and may not be matched with other federal Department of Transportation funds. Examples of local match which may be used for the local share include: state or local appropriations; non-DOT federal funds; dedicated tax revenues; private donations; revenue from human service contracts; toll revenue credits; private donations; revenue from advertising and concessions. Non-cash funds such as donations, volunteer services, or in-kind contributions are eligible to be counted toward the local match as long as the value of each is documented and supported.

A review of federal, state and local funding programs for public transit agencies and social service providers is presented in Figure 1-3 at the conclusion of this chapter. The figure highlights the funding programs and their purpose, how funds can be used, who is eligible to apply and other relevant information. More detailed information on funding sources commonly used by public transit agencies in rural counties are described in the following section.

Funding for public transportation in rural California counties is dependent primarily on two sources of funds: TDA funds generated through State of California sales tax revenues, and Federal Section 5311 funds intended for rural areas. These two funding programs are described in this chapter. A brief overview is provided of other funding sources that are available for public transit and social service transportation. Because the funding arena is complex and varied, this section on funding is not intended to identify all potential funding sources, but rather to identify the major sources of funding for public transit and human service transportation in rural California.

The three sources of federal funds subject to this plan (FTA Section 5316, 5317 and 5310), are described below. Caltrans serves as the designated recipient for these funds intended to be used in rural and small urbanized areas of the state. As designated recipient, Caltrans is required to select projects for use of SAFETEA-LU funds through a competitive process, and to certify that projects funded are derived from the coordinated plan.

### **FTA Section 5316 Job Access and Reverse Commute (JARC) Program**

The purpose of the JARC program is to fund local programs that offer job access services for low-income individuals. JARC funds are distributed to states on a formula basis, depending on that state's rate of low-income population. This approach differs from previous funding cycles, when grants were awarded purely on an "earmark" basis. JARC funds will pay for up to 50% of operating costs and 80% for capital costs. The remaining funds are required to be provided through local match sources.

Examples of eligible JARC projects include:

- Late-night and weekend service
- Guaranteed ride home programs
- Vanpools or shuttle services to improve access to employment or training sites
- Car-share or other projects to improve access to autos
- Access to child care and training

Eligible applicants for JARC funds may include state or local governmental bodies, Metropolitan Planning Organizations (MPOs), RTPAs, Local Transportation Commissions (LTCs), social services agencies, tribal governments, private and public transportation operators, and nonprofit organizations.

### **FTA Section 5317 New Freedom Program**

The New Freedom formula grant program aims to provide additional tools to overcome existing barriers facing Americans with disabilities seeking integration into the workforce and full participation in society. The New Freedom Program seeks to reduce barriers to transportation

services and expand the transportation mobility options available to people with disabilities beyond the requirements of the Americans with Disabilities Act (ADA).

New Freedom funds are available for capital and operating expenses that support new public transportation services and alternatives, beyond those required by the ADA, that are designed to assist individuals with disabilities with accessing transportation services, including transportation to and from jobs and employment support services. The same match requirements for JARC apply for the New Freedom Program.

Examples of eligible New Freedom Program projects include:

- Expansion of paratransit service hours or service area beyond minimal requirements
- Purchase of accessible taxi or other vehicles
- Promotion of accessible ride sharing or vanpool programs
- Administration of volunteer programs
- Building curb-cuts, providing accessible bus stops
- Travel training programs

Eligible applicants may include state or local governmental bodies, MPOs, RTPAs, LTCs, social services agencies, tribal governments, private and public transportation operators, and nonprofit organizations.

### **FTA Section 5310 Elderly and Disabled Specialized Transportation Program**

Funds for this program are allocated by a population-based formula to each state for the capital costs of providing services to elderly persons and persons with disabilities. Typically, vans or small buses are available to support nonprofit transportation providers; however, Section 5310 funding can also be used for operations if the service is contracted out. In California, a local match of 11.47% is required.

The following chart provides an estimate on the levels of JARC and New Freedom funding available for non-urbanized portions of the state from 2007 to 2009, as well as Elderly and Disabled (Section 5310) funds for the entire state. As the designated recipient of these funds, Caltrans is responsible to define guidelines, develop application forms and establish selection criteria for a competitive selection process in consultation with its regional partners.

**Figure 1-2 Projected State of California Funding Sources/Amounts**

Designated Recipient	Fund Source	2007 \$ estimate	2008 \$ estimate	2009 \$ estimate
Caltrans	Small Urbanized and Rural JARC	4,467,218	4,791,210	5,052,269
Caltrans	Small Urbanized and Rural New Freedom	2,339,499	2,658,396	2,810,304
Caltrans	Elderly and Disabled Section 5310 Statewide (includes urban areas)	12,394,851	13,496,069	14,218,737

**FTA Section 5311**

Federal Section 5311 funds are distributed on a formula basis to rural counties throughout the country. The goals of the non-urbanized formula program are: 1) to enhance the access of people in non-urbanized areas to health care, shopping, education, employment, public services, and recreation; 2) to assist in the maintenance, development, improvement, and use of public transportation systems in rural and small urban areas; 3) to encourage and facilitate the most efficient use of all Federal funds used to provide passenger transportation in non-urbanized areas through the coordination of programs and services; 4) to assist in the development and support of intercity bus transportation; and 5) to provide for the participation of private transportation providers in non-urbanized transportation to the maximum extent feasible.

A portion of 5311 funds is set aside for a Tribal Transit Program (TTP), which provides direct federal grants to Indian tribes to support public transportation on Indian reservations. For the period 2006 through 2009 the amount is \$45 million nationally. Awards are made directly to tribes by FTA through a competitive process. TTP was not intended to replace or reduce funds tribes receive from states under the Section 5311 program.

Fifteen percent of the Section 5311 apportionment is for the Intercity Bus Program, Section 5311(f). The Intercity Bus Program funds public transit projects that serve intercity travel needs in non-urbanized areas. Projects are awarded on a statewide competitive basis. This program funds operating and capital costs, as well as planning for service. As with most federal capital funds, the Section 5311 grant funding program provides 80% of capital costs with a 20% matching requirement. Section 5311 funds provide up to 50% of operating costs to support transit operations.

**Transportation Development Act (TDA)**

The California Transportation Development Act has two funding sources for each county or regional entity that are locally derived and locally administered: 1) Local Transportation Fund (LTF) and 2) State Transit Assistance Fund (STAF).

- **LTF** revenues are recurring revenues derived from ¼ cent of the retail sales tax collected statewide. The ¼ cent is distributed to each county according to the amount of tax collected in that county. In counties with a population of less than 500,000 as of the 1970 US Census, TDA funds may be allocated under Article 8 for transit services or for local streets and roads, pedestrian or bicycle projects.

Prior to approving TDA funds for purposes other than public transportation, specialized transportation, or facilities for bicycles and pedestrians, the local transportation planning

agency is expected to consult with its local SSTAC and conduct an assessment of transit and determine whether there are unmet transit needs, and whether or not those needs are “reasonable to meet.” Each RTPA is required to adopt definitions of “unmet transit need” and “reasonable to meet.” Any unmet transit needs that are reasonable to meet must be funded before funds can be allocated for streets and roads.

- **STAF** are revenues derived from sales taxes on gasoline and diesel fuels. STAF is allocated annually by the local transportation commissions based on each region’s apportionment. Unlike LTF which may be allocated to other purposes, STAF revenues may be used **only** for public transit or transportation services.

## State Funding for Capital Projects

To receive state funding for capital improvement projects, such as new vehicles or other capital equipment, projects must be included in the State Transportation Improvement Program, or STIP. The STIP is a multi-year capital improvement program that includes projects programmed with state funds. Local agencies should work through CCOG to nominate projects for inclusion in the STIP.

## Other Funding Sources

### Older Americans Act (OAA)

The Older Americans Act was signed into law in 1965 amidst growing concern over seniors’ access to health care and their general well-being. The Act established the federal Administration on Aging (AoA), and charged the agency with advocating on behalf of an estimated 46 million Americans 60 or older, and implementing a range of assistance programs aimed at seniors, especially those at risk of losing their independence. Transportation is a permitted use of funds under the Act, providing needed access to nutrition and other services offered by the AoA, as well as to medical and other essential services required by an aging population. No funding is specifically designated for transportation. However, funding can be used for transportation under several sections of the OAA, including Title III (Support and Access Services), Title VI (Grants to American Indian Tribes), and the Home and Community-Based Services (HCBS) program.

### Regional Centers

While Regional Centers are nonprofit private corporations, they were established by state legislation. They receive public funds under contract to the California Department of Developmental Services to provide or coordinate services and support for individuals with developmental disabilities. There are 21 regional centers with more than 40 offices located throughout the state. Transportation is a critical component of Regional Centers because clients need specialized transportation services for traveling to and from sheltered workshops. It is the responsibility of each Regional Center to arrange their client’s transportation. Regional Centers are primarily funded with a combination of State General Fund tax dollars and Federal Medicaid funds. The primary contractual relationship is with the State Department of Developmental Services.

### Agricultural Worker Transportation Program (AWTP)

The Legislature appropriated \$20 million from the Public Transportation Account in FY06-07 for grants to public agencies statewide, seeking to provide transit services specifically for farm workers. The intent of the AWTP is to provide safe, efficient, reliable and affordable

transportation services, utilizing vans and buses, to agricultural workers commuting to/from worksites in rural areas statewide. The emphasis of the AWTP will be to implement vanpool operations similar to the successful Agricultural Industries Transportation Services (AITS) program ongoing in Southern San Joaquin Valley, transporting agricultural workers to regional employment sites. The California Department of Transportation administers the AWTP. It is scheduled to sunset on June 30, 2010.

#### Private Foundations

Many small agencies that target low-income populations are eligible for foundation grants. Typically, foundation grants are highly competitive and require significant research to identify foundations appropriate for transportation of the targeted populations.

#### Service Clubs and Fraternal Organizations

Organizations such as the Rotary Club, Soroptomists, Kiwanis, and Lions often pay for special projects. For transportation, they might pay for or help contribute toward the cost of a new vehicle or a bus bench or shelter near senior citizen housing. These organizations might also pay for trip reimbursement for after school or child care.

#### Employers

Employers who are in need of workers are sometimes willing to underwrite transportation in order to fill their labor needs. Employers sometimes contribute to a flex route night bus, a subsidized car-sharing program or a shuttle or vanpool to their employment site.

## Planning Documents and Relevant Research

To learn more about existing studies or reports relevant to this plan, the consulting team conducted a literature review, with key findings highlighted below.

### **Calaveras County 2007 Regional Transportation Plan**

The plan suggests there is limited funding to improve transit frequency and quality of service while continuing to serve transit-dependent riders in outlying areas. The proposed solution is to meet unmet needs as funding allows. The plan also discusses concerns that costs for providing interregional transit service are not shared with adjacent counties. A potential solution is to work with adjacent county RTPAs to implement cost-sharing arrangements for interregional transit services which benefit residents of both counties.

Another issue mentioned is the lack of a consistent network of sidewalks and crosswalks throughout the county. Solutions include implementing sidewalks and crosswalks recommended in the Calaveras County Pedestrian Master Plan and incorporating pedestrian improvements into new transportation projects being implemented. Overall plan goals include developing and maintaining affordable, comprehensive and effective public and private transportation for county residents, especially disabled residents, elderly residents and others with specialized transportation needs.

Proposed Calaveras Transit improvement projects include a new transfer facility in Angels Camp, a countywide transit bench and shelter program, and replacement of numerous buses over the next 20 years.

## **Unmet Transit Needs in Calaveras County (2007)**

CCOG collected requests for unmet transit needs from the public through several public meetings and a public hearing and evaluated those needs based on the “reasonable to meet” criteria as adopted by the SSTAC. Many of the requests were deemed “unreasonable to meet.”

The needs that were determined to be “reasonable to meet” included improved and increased coordination between two of Calaveras Transit’s most heavily used routes (Routes 1 and 4), direct service between the city of San Andreas and Columbia College, and schedule augmentation to allow more time for deviations. As a result of the unmet transit needs process, service has also been extended to Copperopolis, and a new morning run to Lodi added to the Route 6 schedule. A feasibility study will also be conducted by the SSTAC in coordination with CCOG to determine whether Saturday service could achieve the necessary 10% farebox recovery.

## **Bus Stop Improvement Program for Calaveras Transit (2006)**

This program identifies 30 existing stops within the County that require improvements and/or amenities, describes the prioritization of those improvements and provides estimated costs for each location. In response to the identified unmet transit need for bus stop improvements, Calaveras County Public Works has submitted applications for grant funding to support the program. It is anticipated that federal and state grant monies will support the completion of this program within the next five years.

## **Calaveras Transit Short Range Transit Plan (FY 04 through FY 08)**

A community telephone survey was conducted in 2003 as part of the Short Range Transit Plan (SRTP) to assess a thorough understanding of the travel patterns and transit needs of residents. The survey revealed a moderate awareness of Calaveras Transit and its services amongst residents of the county, with 67% indicating at least some level of discernable familiarity. Fifty-six percent (56%) indicated some awareness regarding the location of the nearest bus stop to their home, revealing a ridership growth opportunity and a service access awareness challenge. Overall, nearly one in eight respondents had patronized Calaveras Transit sometime during its three-year history. The survey also included questions to identify opportunities for future Calaveras Transit marketing strategies. With respect to information access, respondents indicated a preference for three general audience channels: newspaper (32%), direct mail/community flier (13%), and telephone directory (8%).

An onboard customer survey on Calaveras Transit’s fixed-route system was also conducted as part of the SRTP in order to obtain information at the rider level. Of those surveyed, over 30% felt that Calaveras Transit should travel to additional locations. The highest-rated location for additional service was Copperopolis. (Service between Angels Camp and Copperopolis was initiated in 2007.) The highest-rated service improvements riders wished to see were Saturday service, later evening service, more frequent service to urban areas and more midday service. Almost 86% of respondents stated that they would ride more often if one or more of these improvements were made.

## **10-Year Master Plan for Children and Youth in Calaveras County (2003)**

The plan expresses the need for transportation improvements and suggests the use of community-building concepts and strategies to address affordable housing and transportation issues within the various communities and across the county. The plan states that transportation

options should be increased and should be made more flexible and available in order to enable families to access services. The plan specifically cites a need for public transportation service between Copperopolis and Angels Camp, which has subsequently been implemented. Areas of concern for children in the county are the availability, safety, variety and frequency of public transportation, and the isolation experienced as a result of insufficient transportation options.

### **San Andreas Rural Livable Community Plan**

The purpose of this project is to foster community participation in coordinated land use and transportation planning. Through community partnerships, San Andreas and Calaveras County hope to resolve some of the transportation, economic, equity and environmental problems which the town is currently experiencing. The community planning process aims to solve these problems, improve current conditions, and to lay the foundation for future growth and development of a healthy and livable community. The livable community plan addresses issues of:

- Connectivity between residential and commercial/retail infill
- Access for business district traffic
- Safety for children to walk/bike to school
- Safe pedestrian/multimodal routes which access the north end of the Highway 49 corridor to the south and from the east side of St. Charles to the west
- Improved access to the government center and hospital
- Improved and usable bus stops
- Economic viability
- Equitable access to resources
- Environmental sustainability

### **General Plan Update Phase I Community Workshop Results (2007)**

During May and June of 2007, the Calaveras County Community Development Agency held seven public workshops (in San Andreas, Murphys, Copperopolis, Arnold, Rail Road Flat, Valley Springs and Jenny Lind) to initiate the General Plan Update. These workshops provided an opportunity for the public to offer their thoughts on what they like and do not like about their communities and the county, and what important issues should be addressed in preparing the General Plan.

Participants in Arnold noted that it is difficult to get around without a car due to poor pedestrian and bicycle infrastructure and infrequent transit. Some participants from Copperopolis cited insufficient public transportation as one of the top three problems in both their own local community and in Calaveras County as a whole. Residents from Murphys noted a lack of transportation as a countywide problem, but the issue was not specifically mentioned for the community.

Valley Springs residents noted a lack of sidewalks, bike trails, and public transit in the community.

While some participants from San Andreas noted public transit as an asset for the city of San Andreas, others cited the lack of transportation throughout the county as a problem for the county as a whole.

**Figure 1-3 Transportation Funding Matrix**

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
<b>Federal Sources</b>						
<b>Transportation Funding</b>						
Federal Transit Administration (FTA) Section 5309 Funds (Congressional Earmark)	Capital Projects for bus and bus-related facilities.	Capital projects only	Discretionary, varies annually	Public transit operators	20% for capital projects	Obtaining a Congressional earmark is in part dependent upon the "clout" of the local delegation and the funding amount can vary tremendously.
FTA Section 5316 Job Access and Reverse Commute (JARC) Program	Local programs that offer job access services for low-income individuals.	Capital projects and operations	Maximum of \$200,000 per project per year	MPOs, RTPAs, Local Transportation Commissions (LTCs), social services agencies, tribal governments, private and public transportation operators, and nonprofit organizations	50% for operating costs, 80% for capital costs. Can match with other federal funds.	Annual grant cycle. Applications are available at Caltrans website <a href="http://www.dot.ca.gov/hq/MassTrans/">http://www.dot.ca.gov/hq/MassTrans/</a>
FTA Section 5317 New Freedom Program	Supports <i>new</i> services and alternatives, beyond ADA that are designed to assist individuals with disabilities access transportation services, including transportation to and from jobs and employment support services.	Capital projects and operations	Maximum of \$125,000 per project per year.	MPOs, RTPAs, LTCs, social services agencies, tribal governments, private and public transportation operators, and nonprofit organizations	50% for operating costs, 80% for capital costs. Can match with other federal funds.	Annual grant cycle. Applications are available at Caltrans website <a href="http://www.dot.ca.gov/hq/MassTrans/">http://www.dot.ca.gov/hq/MassTrans/</a>
FTA Section 5310 Elderly and Disabled Specialized Transportation Program	Providing services to elderly persons and persons with disabilities.	Capital projects only	\$12 million in FY 2008	Nonprofit agencies, public agencies	11.47% match	Typically vans or small buses are available to support nonprofit transportation providers. Annual grant cycle. Applications are available at Caltrans website <a href="http://www.dot.ca.gov/hq/MassTrans/">http://www.dot.ca.gov/hq/MassTrans/</a>

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
FTA Section 5311	Enhance access for those living in non-urbanized areas and improve public transportation systems in rural and small urban areas.	Capital projects and operations	Formula based funding - Apportionment by area	Public agencies, local governments, tribal governments, nonprofit agencies	50% for operating costs, 80% for capital costs	Funds are distributed on a formula basis to rural counties throughout the country. A portion of 5311 funds (\$45 million nationally from 2006-2009) is set aside for a Tribal Transit Program, which provides direct federal grants to Indian tribes to support public transportation on Indian reservations.
FTA Section 5311(f)	Funds public transit projects that serve intercity travel needs in non-urbanized areas.	Capital projects and operations		Public agencies, local governments, tribal governments, nonprofit agencies	50% for operating costs, 80% for capital costs	Projects are awarded on a statewide competitive basis
<b>Health and Human Services Funding <sup>(1)</sup></b>						
Title XX Social Services Block Grant (SSBG) (Department of Social Services)	Goals: 1. Reduce dependency, 2. Achieve self sufficiency, 3. Protect children and families, 4. Reduce institutional care by providing home/community based care, 5. Provide institutional care when other forms of care are not appropriate.			Child Welfare Services, Foster Care, Deaf Access, Community Care Licensing, CDE Child Care, and Department of Developmental Services programs.	Unknown	Grant must be used for one of the goals of SSBG and cannot be used for certain purposes such as the purchase or improvement of land or payment of wages to any individual in social services. These funds are not allocated separately but are used in lieu of state general fund.
Healthy Communities Access Program (HCAP) (Department of Social Services)	Develop/strengthen integrated community health systems that coordinate health care services for individuals who are uninsured or underinsured, such as transportation coordination to improve access to care.		\$83 million	Public and private health care providers as well as social services, local government and other community based organizations.	Unknown	Build upon Federal programs that support entities serving low-income populations in an effort to expand and improve the quality of services for more individuals at a lower cost.

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Community Services Block Grant (CSBG) (Department of Community Services & Development)	Assist low income people in attaining the skills, knowledge, and motivation necessary to achieve self-sufficiency.			Community action agencies, low income individuals in CA (100% of Federal poverty level).	Unknown	None
Aging & Disability Resource Center Grant Program - Part of the President's New Freedom Initiative (Dept. of Aging)	Support state efforts to create "one stop" centers to help consumers learn about and access long-term supports ranging from in-home services to nursing facility care.		\$800,000 awarded to California in 2004	State of California	Unknown	None
HIV Care Formula Grants (Dept. of Health and Human Services)	Support programs designed to increase access to care and treatment for underserved populations, reduce need for costly inpatient care, reduce prenatal transmission, improve health status of people with HIV. A portion of the funds can be used for transportation.		\$2,073,296,000	State, local governments, public and nonprofit private agencies.	Unknown	None
Consolidated Health Center Program (Bureau of Primary Health Care)	Fund health centers that provide primary and preventative health care to diverse underserved populations. Health centers can use funds for center-owned vans, transit vouchers, taxi fare.			Community based organizations including faith based organizations.	Unknown	None

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Older Americans Act Title III B - Grants for Supportive Services & Senior Centers (Administration on Aging)	Funds are awarded by formula to State units on aging for providing supportive services to older persons, including operation of senior centers. May be used to purchase and/or operate vehicles and funding for mobility management services.	Capital projects and operations.	\$357 million	States and territories, recognized Native American tribes and Hawaiian Americans as well as non-profit organizations.	Unknown	None
Program for American Indian, Alaskan Native, & Native Hawaiian Elders (Administration on Aging)	This program supports nutrition, information and referral, multipurpose senior centers and other supportive services for American Indian, Alaskan Native and Native Hawaiian elders. Transportation is among the supportive services, including purchase and/or operation of vehicles and for mobility management.	Capital projects and operation	\$26 million	Recognized Native American tribes and Hawaiian Americans as well as non-profit organizations.	Unknown	None
Community Mental Health Services Block Grant (Center for Mental Health Services State Planning Branch)	Improve access to community-based health-care delivery systems for people with serious mental illnesses. Grants also allot for supportive services, including funding to operate vehicles, reimbursement of transportation costs and mobility management.	Capital projects and operations.	\$430,000		Unknown	None

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Substance Abuse Prevention & Treatment Block Grant (Substance Abuse & Mental Health Services Administration)	Block grants provide funds for substance abuse prevention and treatment programs. Transportation-related services supported by these grants may be broadly provided through reimbursement of transportation costs and mobility management to recipients of prevention and treatment services.		\$1.78 billion	State of California	Unknown	States are required to expend their primary prevention services funds using six specific strategies: community-based processes, information dissemination, education, alternative activities, problem identification and referral, and environmental strategies. A seventh category, "other" strategies, can be approved on a limited basis.
Child Care & Development Fund (Administration for Children & Human Services)	Provide subsidized child care services to low income families. Not a source of direct transportation funds, but if child care providers include transportation as part of their usual services, covered by their fee, these services may be covered by voucher payments.		\$4.8 billion	States and recognized Native American Tribes	Unknown	None
Developmental Disabilities Projects of National Significance (Administration for Children and Families)	Promote and increase independence, productivity, inclusion and integration into the community of persons with developmental disabilities, and support national and state policy that enhances these goals. Funding provides special projects, reimbursement of transportation costs and training on transportation related issues.		\$11.5 million		Unknown	None

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Head Start (Administration for Children & Families)	Head Start provides grants to local public and private agencies to provide comprehensive child development services to children and families. Local Head Start programs provide transportation services for children who attend the program either directly or through contracts with transportation providers.		\$7 billion	Local public and private non-profit and for-profit agencies	Unknown	The Head Start regulation requires that programs make reasonable efforts to coordinate transportation resources with other human service agencies in their communities.
TANF / CalWORKs (California work opportunity & responsibility to kids) (Department of Social Services)	Provide temporary assistance to needy families. Recipients are required to participate in activities that assist them in obtaining employment. Supportive services, such as transportation and childcare are provided to enable recipients to participate in these activities.			States and Federally recognized Native American tribes. Eligible families as defined in the TANF state plan	Unknown	TANF funds cannot be used for construction or to subsidize current operating costs. State and county funds in the CalWORKS program are used to meet the TANF maintenance of effort (MOE) requirement and cannot be used to match other federal funds.
Community Development Block Grants (CDBG) (Department of Housing & Community Development)	Create or preserve jobs for low income and very low income persons.			Counties with less than 200,000 residents and cities of less than 50,000 residents	Unknown	Applicants cannot be participants on the US Department of HUD CDBG entitlement program.

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
<b>State Sources</b>						
Agricultural Worker Transportation Program (AWTP)	Provide safe, efficient, reliable and affordable transportation services, utilizing vans and buses, to agricultural workers commuting to/from worksites in rural areas statewide.	Capital projects and operations	\$20 million in FY2006/07	Public agencies	No mandatory matching requirements	Administered by the Caltrans. Scheduled to sunset on June 30, 2010.
Transit System Safety, Security and Disaster Response Account	Develop disaster response transportation systems that can move people, goods, and emergency personnel and equipment in the aftermath of a disaster.	Capital projects	Varies by county	Agencies, transit operators, regional public waterborne transit agencies, intercity passenger rail systems, commuter rail systems	None	Part of Proposition 1B approved November 7, 2006.
State Transit Assistance Fund (STAF)	Public transit and paratransit services	Capital projects and operations	Varies from year to year depending on appropriation to Public Transportation Account of which 75% goes to STA.	Allocated by formula to public transit operators	None	Revenues derived from sales taxes on gasoline and diesel fuels.
State Transportation Improvement Program (STIP)	Major capital projects of all types, including transit.	Transit capital projects	Varies from year to year depending on appropriation to Public Transportation Account of which 25% goes to STIP.			Determined once every two years by California Transportation Commission.
Public Transportation Modernization, Improvement and Service Enhancement Account (PTMISEA)	Advance the State's policy goals of providing mobility choices for all residents, reducing congestion, and protecting the environment	Transit capital projects	\$600 million statewide in FY2007-08. \$350 million proposed for 2008-09.	Transit operators and local agencies who are eligible to receive STAF funds pursuant to California Public Utility Code Section 99313	None	Bond act approved by voters as Proposition 1B on November 7, 2006

Program Fund Source	Funding Purpose	Use of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
<b>Regional/Local Sources</b>						
Transportation Development Act (TDA) Articles 4 and 8 (1/4 cent sales tax)	Transit operating assistance and capital projects, local street and road maintenance and rehabilitation projects, pedestrian/bicycle projects	Capital projects and operations	Varies by county	Cities and counties. Allocated by population formula within each county.		Revenues are derived from 1/4 cent of the retail sales tax collected statewide, distributed according to the amount of tax collected in each county to a Local Transportation Fund in each county.
Transportation Development Act (TDA) Articles 4.5	Paratransit operating assistance and capital projects	Capital projects and operations	Up to 5% of the Local Transportation Fund revenue	Cities and counties and CTSA's		
<b>Private Sources</b>						
Tribal Casino Transportation Programs	Coordinating transportation efforts on Indian reservations	Capital projects and operations	Unknown	Wide variety of agencies and organizations	None	Some tribes have funds available to assist with the purchase of a new vehicle or to subsidize plans to transport employees to and from the worksite.
Service Clubs and Fraternal Organizations	Variety of transportation services, especially capital improvements	Capital projects and operations	Unknown	wide variety of agencies and organizations	None	May be interested in paying for bus benches or shelters
Employers	Variety of transportation services, especially capital improvements	Capital projects and operations	Unknown	wide variety of agencies and organizations	None	Employers sometimes are willing to underwrite transportation to support their workers getting to/from worksite.

(1) Source: Caltrans, Division of Mass Transportation

## Chapter 2. Project Methodology

The four required elements of a coordinated plan, as outlined by FTA in the May 15, 2007 guidance for the JARC, New Freedom and Section 5310 programs are 1) an assessment of current transportation services, 2) an assessment of transportation needs, 3) strategies, activities and/or projects to address the identified transportation needs (as well as ways to improve efficiencies), and 4) implementation priorities based on funding, feasibility, time, etc. This chapter describes the steps that were undertaken to develop these elements of Calaveras County's Coordinated Plan.

### Demographic Profile

A demographic profile of Calaveras County was prepared using US Census data, projections from the California Department of Finance, and data from CCOG. This step establishes the framework for better understanding the local characteristics of the study area, with a focus on the three population groups subject to this plan: persons with disabilities, older adults, and those of low-income status.

The demographic profile is incorporated in Chapter 3 of this report.

### Literature Review

The consulting team conducted a literature review of recently completed—or currently underway—planning efforts relevant to this Coordinated Plan. The purpose of this literature review is to learn about other planning activities in Calaveras County and to identify major transportation issues and concerns to ensure issues of importance are incorporated in the Coordinated Public Transit-Human Services Transportation Plan. Elements of the literature review are included in Chapter 1.

### Stakeholder Involvement and Public Outreach

Stakeholder involvement is an important element of this plan, and is required by SAFETEA-LU. As a first step, staff from the California Department of Transportation's Division of Mass Transportation identified CCOG as the primary point of contact. The consulting team then collaborated with CCOG staff to identify key stakeholders to be included during the development of this plan. Stakeholder involvement was solicited primarily through a series of in-person and telephone interviews. The results of the interviews are described in Chapters 4 and 5. In addition, consulting staff convened a kick-off meeting with the SSTAC in December 2007 with the goals of introducing SSTAC members to the project, and obtaining their feedback on project activities. In particular, the SSTAC and stakeholder involvement was critical in identifying unmet transportation needs.

Stakeholders were convened again in May 2008 to define strategies. A public workshop was conducted that included the development of strategies and opportunities for enhanced coordination.

## Existing Transportation Services

This step involves documenting the range of public transit and human services transportation that already exist in the area. This process was initiated in July 2007 by Caltrans staff. To ensure all existing services have been identified and accurately described, the consulting team reviewed the inventory with key stakeholders and updated it in June 2008. The services in the inventory include publicly operated fixed-route services and transportation services provided or sponsored by social service agencies or others. The description and corresponding maps of existing services are presented in Chapter 4.

## Key Findings/Needs Assessment

An important step in completing this plan is to identify service needs or gaps. The needs assessment provides the basis for recognizing where—and how—service for the three population groups needs to be improved.

- The needs assessment for this plan was derived through direct consultation with stakeholders identified by the project sponsors, and through a review of existing documents and plans that also provide analysis of existing services and opportunities to improve them.

## Identification and Evaluation of Strategies

On May 13, 2008, the consultant facilitated one public workshop in San Andreas. The goal of the workshop was to confirm previously identified unmet transportation needs, confirm criteria to evaluate potential strategies, and identify and prioritize strategies for addressing the needs.

The consultant drafted proposed evaluation criteria to use when ranking the strategies and facilitated a discussion with workshop participants to develop a list of strategies. An interactive process directly involving workshop participants resulted in refining the list of strategies, and in prioritizing them. Chapter 6 presents the findings of that exercise.

## Implementation Plan for Recommended Strategies

As a final step in this planning process, an implementation plan was developed for each of the highly-ranked strategies. The implementation plan identifies a potential lead agency with the institutional, operational and fiscal capacity to implement the proposed strategy; a timeframe for implementation; estimated costs; and potential funding sources, including potential use of SAFETEA-LU funds. This is presented in Chapter 7.

## Chapter 3. Demographic Profile

### Study Area Description and Demographic Summary

Calaveras County is located in the north-central portion of California and is bordered by Amador County to the north, Alpine County to the east, Tuolumne County to the south, and Stanislaus and San Joaquin Counties to the west. The County seat is located in San Andreas. The county is rural with a dispersed population.

Calaveras County is situated within the foothills of the Sierra Nevada mountain range approximately 130 miles east of San Francisco and 85 miles southeast of Sacramento. The county encompasses approximately 1,100 square miles in area. The topography of the county varies, with the land elevation near sea level in the west, but reaching 8,000 feet in the east. The only incorporated city in the county is the City of Angels, commonly known as Angels Camp. The county's Census Designated Places (CDPs) include Arnold, Avery, Copperopolis, Dorrington, Mokelumne Hill, Murphys, Rancho Calaveras, Tamarack, Vallecito, Valley Springs, and West Point.<sup>5</sup>

### Population Characteristics

As of the 2000 Census, Calaveras County has a recorded population of 40,554. However, the county's largest community, Arnold, has a population of only 4,244 and the six largest towns combined have a population of fewer than 18,800. This demonstrates that much of the population is not concentrated in towns, but is instead in small communities and rural areas throughout the county. A population breakdown of the six largest towns in the county can be seen in Figure 3-1.

As of the 2000 Census, about 18% of Calaveras County residents were seniors over the age of 65, which is higher than the statewide average of 11%, as shown in Figure 3-1. The percentage of residents with a disability is higher than the statewide average (21% vs. 19%). In particular, San Andreas has a high proportion of both seniors (21%) and disabled persons (28%). Twelve percent of the county population is living below the federal poverty level, which is slightly below the statewide average of 14%.

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<sup>5</sup> Calaveras County 2007 Regional Transportation Plan

**Figure 3-1 Basic Population Characteristics (2000)**

Area	Total Population	Percent of County Population	Percent Aged 65+	Percent with Disability	Percent Below Poverty Level
California	33,871,648		11%	19%*	14%
Calaveras County	40,554		18%	21%	12%
Arnold	4,244	10%	19%	21%	11%
Rancho Calaveras	4,148	10%	12%	18%	6%
Angels Camp	3,000	7%	17%	22%	13%
Valley Springs	2,540	6%	18%	19%	10%
San Andreas	2,449	6%	21%	28%	15%
Copperopolis	2,410	6%	19%	16%	12%

Source: 2000 Census

\*Note: See discussion below regarding accuracy of this figure.

The definition of “disability” varies. For this project, information cited is consistent with definitions reported in the Census 2000. The Census included two questions with a total of six subparts with which to identify people with disabilities.<sup>6</sup> It should be noted that this definition differs from that used to determine eligibility for paratransit services required by the Americans with Disabilities Act (ADA). To qualify for ADA paratransit services, an individual’s disability must prevent them from independently being able to use the fixed-route transit service, even if the vehicle itself is accessible to persons with disabilities (i.e., lift or ramp equipped).

The Census Bureau has determined that the 2000 Census overstated the number of people with disabilities. This overstatement occurred because of a confusing instruction in the Census questionnaire. In the particular, the number of people with a “go outside the home disability” was substantially overstated as a result of a confusing skip pattern in the mail-back version of the Census long form.<sup>7</sup>

The Census’s 2006 American Community Survey incorporated an improved questionnaire that eliminated the source of the overstatement. For California as a whole, the 2000 Census estimated that 19.2% of non-institutionalized people age five and older had a disability. The corrected estimate, based on the 2006 American Community survey, was 12.9%. Corrected results are not yet available for many rural counties or for cities within counties. Therefore, Figure 3-1 uses the 2000 Census disability data.

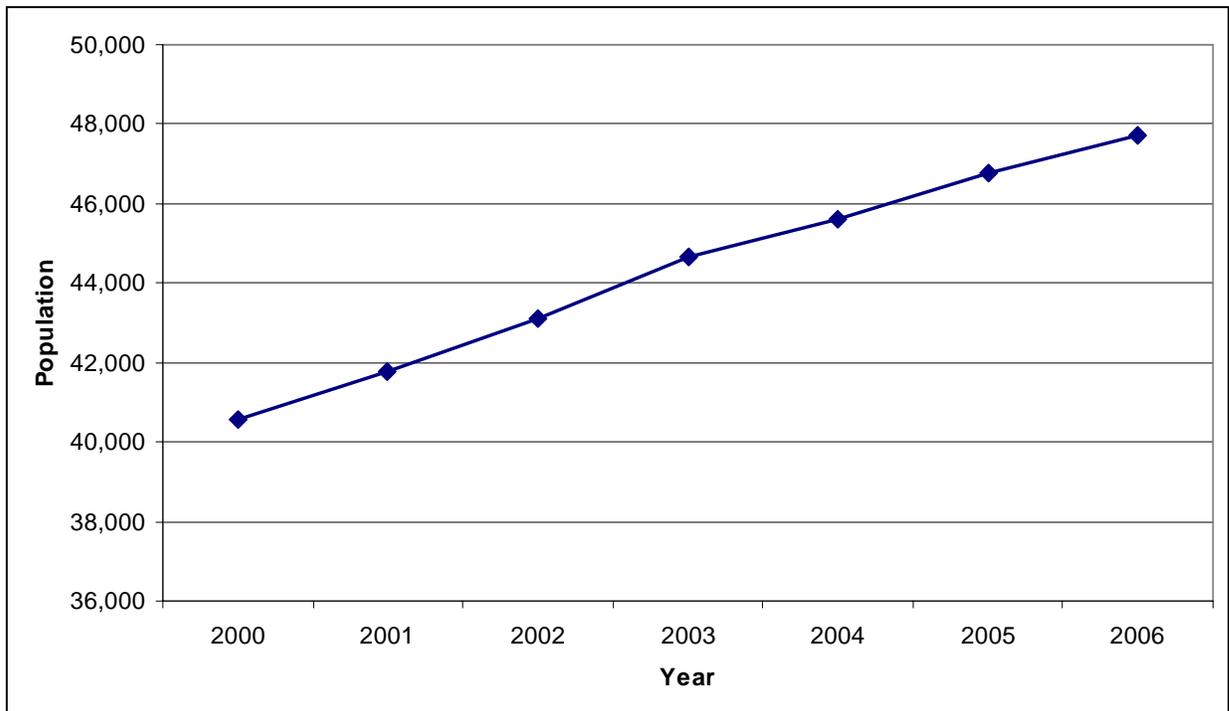
<sup>6</sup> These questions were: 18. Does this person have a physical, mental, or other health condition that has lasted for 6 or more months and which (a) limits the kind or amount of work this person can do at a job? (b) prevents this person from working at a job? 19. Because of a health condition that has lasted for 6 or more months, does this person have any difficulty—(a) going outside the home alone, for example, to shop or visit a doctor’s office? (b) taking care of his or her own personal needs, such as bathing, dressing, or getting around inside the home?

<sup>7</sup> Sharon Stern and Matthew Brault , “Disability Data from the American Community Survey: A Brief Examination of the Effects of a Question Redesign in 2003,” Feb. 2005. At [www.census.gov/hhes/www/disability/ACS\\_disability.pdf](http://www.census.gov/hhes/www/disability/ACS_disability.pdf).

## Population Growth

The county population grew nearly 18% from 2000 to 2006, increasing from 40,554 residents in 2000 to 47,722 residents in 2006, according to the US Census Annual Population Estimates. Figure 3-2 shows the population growth in Calaveras County between 2000 and 2006.

**Figure 3-2 Population Growth for Calaveras County 2000-2006**



Source: Census Annual Population Estimates

## Projected Future Population Growth

The population of Calaveras County is expected to grow steadily through 2030. Along with other parts of the country, the senior population of the county is growing at an even faster rate. Although in 2000 approximately 18% of the county population was over 65 years of age, by 2030 this proportion is expected to grow to 30%. Figure 3-3 depicts the projected growth for Calaveras County as a whole and for its senior population, according to the California Department of Finance.

**Figure 3-3 Projected Growth for Calaveras County 2000-2030**

	2000	% Change 2000-2010	2010	% Change 2010-2020	2020	% Change 2020-2030	2030
Calaveras County	40,554	18%	47,750	18%	56,318	15%	64,572
Population Over 65	7,309	52%	11,089	40%	15,574	24%	19,385

Source: California Department of Finance

## Income Status

The median household income in Calaveras County in 1999 was \$41,022, which is below the median household income of \$47,493 for California as a whole. However, the percentage of residents living below the federal poverty line was slightly lower for Calaveras County than for California as a whole (12% vs. 14%). Figure 3-4 compares the income status of Calaveras County, its largest towns, and the State of California. In particular, San Andreas has the lowest median household income and highest percentage of residents living below the federal poverty line, and Rancho Calaveras has the highest median household income and lowest percentage of residents living below the federal poverty line.

**Figure 3-4 Income Status for Calaveras County (1999)**

Area	Median Household Income	% of Individuals Below Poverty Level
California	\$47,493	14%
Calaveras County	\$41,022	12%
Arnold	\$42,785	11%
Rancho Calaveras	\$50,247	6%
Angels Camp	\$33,371	13%
Valley Springs	\$43,125	10%
San Andreas	\$32,500	15%
Copperopolis	\$41,677	12%

Source: 2000 Census

## Employment

Figure 3-5 lists the eight largest employers in Calaveras County according to the California Employment Development Department. No employer in the county employs more than 500 people. The major employers mainly consist of government, medical and educational entities. Calaveras County attracts many tourists throughout the year for a number of recreational activities, as well as for its wineries. This is reflected in the fact that of the eight largest employers, one is a ski resort and another is a winery. It should be noted that although some ski resorts are open year round, employment levels may vary by season. In 2006 the unemployment rate for the county was 5.8%.<sup>8</sup>

**Figure 3-5 Largest Employers in Calaveras County**

Employer	Category	City/Community
Forestry & Fire Protection	Government	San Andreas
Mark Twain St. Joseph's Hospital	Medical	San Andreas
Bret Harte High School	Education	Altaville
Ironstone Vineyards	Manufacturing	Murphys
Jenny Lind High School	Education	Valley Springs
Mark Twain Convalescent Hospital	Medical	San Andreas
Mountain Machining	Manufacturing	Angels Camp

Source: California Employment Development Department

<sup>8</sup> Calaveras County General Plan Baseline Report

## Commute Patterns

Figure 3-6 below summarizes commute data, showing “county of employment” for Calaveras County residents and the “county of residence” for Calaveras County workers.

Nearly 60% of employed residents of the county work within the county. However, 15.4% of employed residents of Calaveras County work in San Joaquin County and 7.6% work in Amador County. Over 100 residents commuted as far as San Mateo County. Fewer than 15% of Calaveras County employees commute from outside of the county. Of out-of-county commuters, the largest group of Calaveras County employees who live outside the county reside in Tuolumne County (5.5%).

**Figure 3-6 Commute Patterns**

County of Employment for Calaveras County Residents	# Persons	% of Total
Alameda	316	2.0%
Alpine	172	1.1%
Amador	1,211	7.6%
Calaveras	9,331	58.8%
Contra Costa	187	1.2%
Sacramento	353	2.2%
San Joaquin	2,435	15.4%
San Mateo	109	0.7%
Santa Clara	351	2.2%
Stanislaus	305	1.9%
Tuolumne	679	4.3%
Other (Within California)	330	2.1%
Other (Outside of State)	84	0.5%
Total Number of Persons	15,863	100.0%
County of Residence for Calaveras County Workers	# Persons	% of Total
Alpine	2	0.0%
Amador	331	3.0%
Calaveras	9,331	86.0%
San Joaquin	160	1.5%
Stanislaus	108	1.0%
Tuolumne	599	5.5%
Other (Within California)	292	2.7%
Other (Outside of State)	30	0.3%
Total Number of Persons	10,853	100.0%

Source: Calaveras County General Plan Baseline Report

Eighty-nine percent of employees in Calaveras County use a car, truck or van to get to work, and 83% of those commuters drive alone. Less than 1% of employees take public transportation to get to work.

## Access to a Vehicle

Six percent of households in Calaveras County do not have access to a vehicle, which is lower than the statewide average of 10%. However, in San Andreas, 13% of households do not have access to a vehicle.

A significantly greater number of households where the head of household is over age 65 do not have access to a vehicle in Rancho Calaveras and Angels Camp, and as much as 16% of this population does not have access to a vehicle in San Andreas. Figure 3-7 summarizes the percent of households with no vehicle available for both the overall population and households where the head of household is over 65.

**Figure 3-7 Households with No Vehicles Available**

Area	All Households	Head of Household Over 65
California	9%	12%
Calaveras County	6%	8%
Arnold	6%	5%
Rancho Calaveras	6%	14%
Angels Camp	7%	13%
Valley Springs	5%	9%
San Andreas	13%	16%
Copperopolis	3%	3%

Source: 2000 Census

## Population/Employment Density

A Population/Employment Matrix was created to present existing demographic components of the study area. The Population/Employment Matrix presents concentrations of population and employment at the census block-group level. The matrix is based on 2000 Census data for population and 2000 CTPP (Census Transportation Planning Package) data for employment numbers. In order to generate the matrix, density of population and employment were calculated for each block-group. Then the population and employment density values were categorized into three classes each - both using the quantile method which places an equal number of values into each class. This identified a 1, 2 or 3 value (lowest, middle, and highest) for each. Once combined, the Population/Employment Matrix contains nine values, from a low population - low employment density (1,1 = 1) to a high population - high employment density (3,3 = 9).

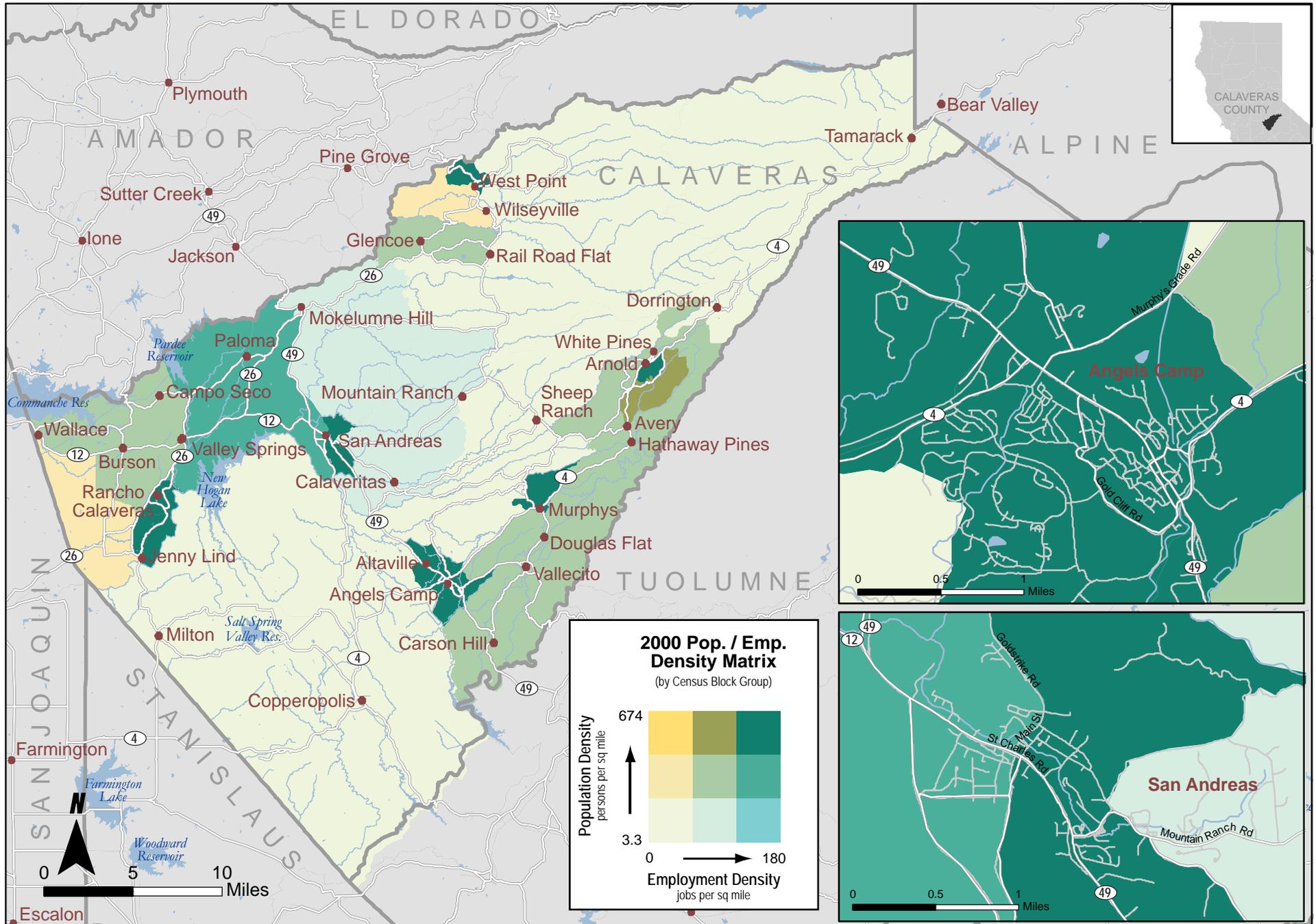
**Resultant Matrix Values**

Population, values 1-3	7	8	9
	4	5	6
	1	2	3
Employment, values 1-3			

The matrix values were color coded and applied to a map of Calaveras County, as seen in Figure 3-8.

Most of Calaveras County is fairly rural. However, there are concentrations of higher population and employment densities around the cities of San Andreas, Angels Camp, Murphys, Arnold, Rancho Calaveras, and West Point. This is not surprising since these first five communities are the county’s most populated. Although West Point is not one of the most populated communities in the county, its population density is fairly high. Many of the county’s largest employers are located in San Andreas, with others located in Angels Camp, Murphys, and Altaville. In addition, the area between Valley Springs, San Andreas and Paloma has a relatively high employment density. Although Copperopolis is the sixth most populated community in the county, its population and employment densities are fairly low.

Figure 3-8 Calaveras County 2000 Population / Employment Density



## Transit Dependency

A Transit Dependency Index was created to present existing demographic components and transportation needs of the study area. The Transit Dependency Index presents concentrations of populations with higher public transportation needs: seniors 65 year or older, people with disabilities, and low-income (150% of poverty level) population. The index value is based on 2000 Census data. To generate the index values, density of seniors, people with disabilities and low-income population were calculated individually for each block group. Then the density values were categorized into five groups, from one to five, using the quantile method. The Transit Dependency Index value equals the sum of the three category values, resulting in some number between 3 and 15. Block-groups with higher index values have greater concentrations of seniors, people with disabilities and/or low-income population. A potential limitation of this analysis is the relatively small number of block-groups in many rural areas.

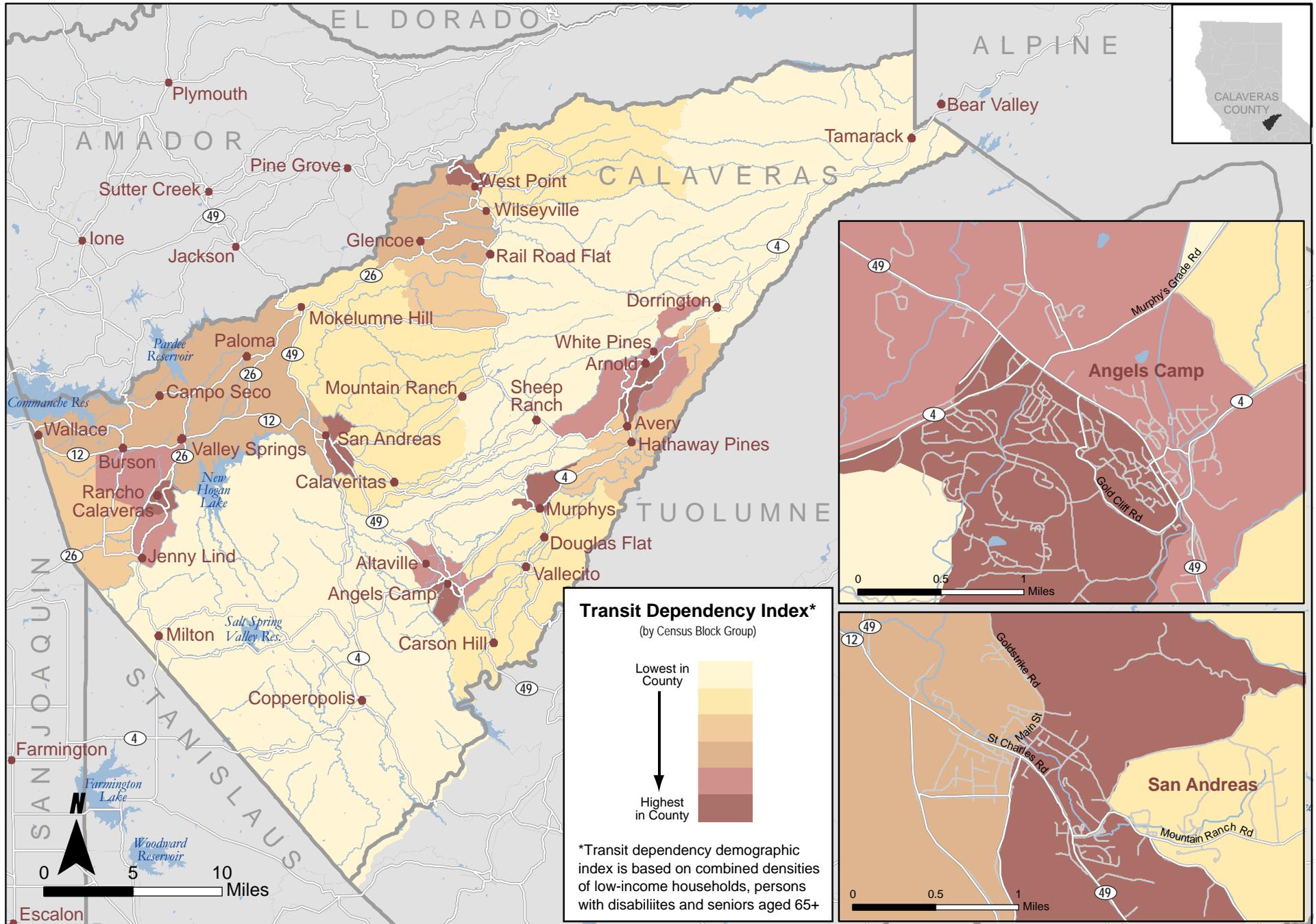
Figure 3-9 displays a map of the county with areas colored according to a transit dependency index. Transit dependency in Calaveras County is highest near San Andreas, Angels Camp, Murphys, Arnold, Rancho Calaveras, and West Point. This means that these areas have higher concentrations of seniors, people with disabilities, and low-income persons. San Andreas in particular has a high percentage of its population falling into these categories. In addition, there are senior housing facilities located in Angels Camp, San Andreas and Murphys. The areas with high transit dependency overlap with areas with high population and employment densities. This relationship between areas with high transit dependency and higher population and employment densities indicates potential opportunities for easier and more efficient coordination of transportation among these groups. However, it is important to note that given the dispersed nature of the county's population and the tendency of older adults, people with disabilities, and low-income individuals to reside in lower cost, often more remote areas, important needs for services exist outside of these areas of concentration.

## Projected Demand for Public Transportation

Because Calaveras County has no formal models that would predict demand for public transportation services that serve older people, people with disabilities, and people with limited incomes, population projections provide the best available evidence. Useful projections of the population with limited incomes are not available, and the best evidence about the future of the disabled population is that it will grow in proportion to total population and the population in older age groups.

For purposes of this plan, the projected growth of the total population in Calaveras County is used as a low-end projection for transit demand, and the projected growth of the population over the age of 65 is used as a high-end projection for transit demand. Based on the California Department of Finance figures shown in Figure 3-3, a low-end projection for transit demand is that it will grow by 18% between 2010 and 2020 and by 35% between 2010 and 2030. A high-end projection is that transit demand will grow by 40% between 2010 and 2020 and by 75% between 2010 and 2030.

Figure 3-9 Calaveras County 2000 Transit Dependency Index





# Chapter 4. Existing Public Transit Service and Social Service Transportation Providers

## Introduction

This chapter provides an overview of existing public transit service and transportation provided or funded by social service agencies in Calaveras County. It also includes a brief discussion of key private transportation operators that contract with agencies serving low-income individuals, older adults, or people with disabilities, in addition to serving as a transportation resource for the community as a whole. A map illustrating existing transportation services and a matrix summarizing existing services can be found at the end of this chapter (Figures 4-3 and 4-4, respectively).

## Public Transit Operators

### **Calaveras Transit**

Calaveras Transit is the public transit operator for Calaveras County. Calaveras Transit is operated under contract to MV Transportation, with oversight provided by the Calaveras County Department of Public Works. Service is provided on six fixed-routes, with deviated service available within  $\frac{3}{4}$ -mile of any route. Each run can accommodate up to two deviations.

In FY 2006/07, Calaveras Transit carried nearly 58,800 riders—a 2% increase over the previous year. Calaveras Transit operates Monday through Friday, from approximately 6:00 AM to between 6:00 PM and 10:30 PM, depending on the route. Seasonal weekend service (one round trip daily) is also provided to the Bear Valley ski resort in Alpine County. The Bear Valley service only operates when six or more riders have registered for a trip.

As part of the November 5, 2007 service changes, Calaveras Transit was able to respond to two needs identified through the local Unmet Needs process by implementing an early morning run to Lodi, and new service to Copperopolis. Calaveras Transit provides key regional links through connections to transit services in Amador County (at the Raley's supermarket in Jackson), Tuolumne County (at Columbia College), and San Joaquin County (at the Lodi Station). These services are discussed later in this chapter.

Figure 4-1 summarizes the level of service provided on the six Calaveras Transit fixed-routes.

**Figure 4-1 Summary of Calaveras Transit Service**

Route	Daily Roundtrips	Span of Service* (Monday-Friday)	Comments
1: Valley Springs-San Andreas-Angels Camp	11	5:50 AM-8:00 PM	
2: Railroad Flat-Mountain Ranch-San Andreas-Jackson	5	7:00 AM-6:30 PM	Connects with Amador Regional Transit System in Jackson. Rail Road Flat served by first morning run and last evening runs only.
3: San Andreas-West Point	3	6:15 AM-6:10 PM	
4: Arnold-Murphys-Angels Camp-Glory Hole-Columbia College	6	5:45 AM-10:30 PM	Connects with Tuolumne County Transit at Columbia College.
5: Angels Camp-Copperopolis-Angels Camp	5	6:15 AM-6:35 PM	
6.: San Andreas-Valley Springs-Lodi	4	5:50 AM-7:40 PM	Connects with several other services at Lodi Station.

\* Some destinations/runs served on demand only, particularly at the end of the day.

Route 1 (from Valley Springs to Angel’s Camp via San Andreas) and Route 4 (from Arnold to Columbia College via Angel’s Camp) are the strongest performing of the six Calaveras Transit routes.

The primary constituencies for Calaveras Transit services include seniors (approximately 40% of ridership) and high school and college students (30% of ridership), with the remaining 30% of ridership comprised of people with disabilities, commuters, and others, including participants in the County’s probation work program. As is discussed below, several human service agencies use Calaveras Transit for transportation of their clients or consumers, and purchase transit passes or ticket books. Figure 4-2 provides a breakdown of Calaveras Transit fares. Discounted fares are available to students (with ID), older adults age 55 and over, and people with disabilities.

**Figure 4-2 Calaveras Transit Fare Structure**

Fare type	Regular fare	Discounted fare
One-way trip	\$1.50	\$0.75
One-way: Lodi service	\$3.00	\$1.50
All-day pass	\$4.00	N/A
Ticket book (15 tickets)	\$20.00	\$10.00
Monthly pass	\$45.00	\$30.00
Children under 8 years	Free	
Transfers	Free	

Calaveras Transit's capital program and operations are supported by funds from the federal 5311 and 5311(f) programs, State Transit Assistance (STA) and Local Transportation Fund (LTF) revenues, and farebox and advertising revenues. Calaveras Transit expenditures during FY 2006/07 totaled nearly \$850,000. Increased reliance on LTF funds (which can also be used for local streets and roads projects) was required to expand service to Copperopolis in 2007. Calaveras Transit attained a farebox recovery rate of 9.4% in FY 2006/07, up from 8.86% in the previous fiscal year.

The Calaveras Transit fleet consists of two 30-passenger vehicles, six 20-passenger vehicles, and two 16-passenger vehicles. Five 20-passenger, 24-foot buses are currently on order, having been funded through the 5310 program and a 5309 pass-through agreement with the San Joaquin RTD. Fleet replacement remains a high priority for the system, as several vehicles have exceeded their useful life and maintenance costs are high. (Although vehicles are owned by Calaveras County, maintenance is performed by MV Transportation.)

Improvement of bus stops, including installation of shelters and benches, remains a priority for the system. A Bus Shelter Improvement Program has been adopted by the Calaveras County Public Works Department, with implementation proceeding as funds are available.

## Social Service Transportation Providers

Transportation is additionally provided by a range of social service agencies serving clients or consumers in Calaveras County. While some agencies provide transportation directly, others arrange for it on behalf of their clients or consumers by contracting with other agencies or providers, or subsidizing transit fares. Most of the agencies listed below have a particular focus on the needs of older adults, people with disabilities, or low-income individuals; however, some agencies may serve a broader group.

### **American Cancer Society**

The American Cancer Society supports transportation for Calaveras County cancer patients through a small volunteer driver program and mileage reimbursement for cancer patients driving to medical appointments.

### **Area 12 Agency on Aging**

The Area 12 Agency on Aging is a Joint Powers Agreement between Amador, Alpine, Calaveras and Tuolumne Counties that provides funding to community senior services providers and administers several direct service programs. Area 12 subsidizes transportation for older adults through the provision of gas vouchers funded through the Older Americans Act (OAA) and the Multi-purpose Senior Services Program (for medical transportation).

### **The ARC of Amador and Calaveras Counties**

Transportation is provided to individuals with developmental disabilities participating in ARC programs both through contracted service with Blue Mountain Transit (a private transportation company) and service provided by ARC staff. The contract with Blue Mountain Transit is held by the Valley Mountain Regional Center, for which the ARC is a vendor. Blue Mountain provides transportation between consumers' homes and the ARC program. Transportation to program activities during the day is provided by ARC staff using four minivans and a wheelchair-accessible van.

## **Calaveras County Behavioral Health Services/Mental Health Services and Substance Abuse Program**

Behavioral Health Services owns 13 vehicles that are used to provide transportation to clients of the Mental Health facility and, more recently, to participants in the Substance Abuse Program. The fleet is varied and includes four vans and a variety of cars. Approximately 9,500 miles are operated monthly by the fleet, and typically one or two vehicles must be replaced annually. The agency has four drivers on staff, and is currently recruiting one additional driver. Transportation is provided Monday through Friday to medical appointments, counseling, and groups sponsored by Mental Health. Behavioral Health does not currently provide out-of-county transportation, aside from limited transportation for institutionalized clients residing in out-of-county facilities such as those in Redding, Sacramento, Yuba City, and the Bay Area. However, staff will work with out-of-county clinicians to coordinate transportation services whenever possible.

Behavioral Health also provides bus passes as needed for program participants who are able to access Calaveras Transit. The annual budget for transportation assistance is approximately \$81,000.

## **Calaveras County Probation Department**

The Calaveras County Probation Department regularly purchases Calaveras Transit bus tickets for distribution to both juvenile and adult offenders in the probation system. Bus tickets are distributed on an as-needed basis to reduce transportation barriers to probation-related appointments and work program participation (weekend and after-school community service placements for juveniles), but may also be provided for other needs, such as transportation to medical appointments. Probation Department staff work to coordinate appointments with transit service schedules. The Probation Department estimates that \$500 to \$600 worth of bus tickets are purchased annually.

## **CalWORKS**

CalWORKS purchases bus passes on an as-needed basis for Welfare-to-Work program clients who are able to use Calaveras Transit. Approximately \$2,100 in bus passes are purchased annually. Client transportation is also supported through assistance with automobile-related expenses, such as mileage, car repairs, and insurance and licensing costs. Approximately \$12,800 is spent annually on auto-related assistance. CalWORKS provides direct transportation using a County vehicle only under special circumstances (and usually for a “one-time” need).

## **Human Resources Council (HRC)**

### **Head Start**

Head Start provides bus passes and tickets on an as-needed basis for clients who can use Calaveras Transit. Direct transportation, for example to dental and medical appointments, may also be provided using a seven-vehicle fleet (one 9-passenger van and six cars and jeeps) and staff drivers. These vehicles are also used by home visitors. In the past HRC provided transportation for field trips, but is no longer able to provide this service as its fleet does not meet requirements set forth under new transportation rulings related to Head Start programs.

### **HRC Community Services/Salvation Army**

HRC Community Services (a service unit of the Salvation Army) provides Calaveras Transit bus passes to low-income clients visiting HRC offices or traveling to medical appointments, as needed. Passes are funded both by federal grants and private donations.

Bus passes or tickets may also be purchased by the HRC's Food Bank and Crisis Center.

### **Mark Twain St. Joseph's Hospital**

Mark Twain St. Joseph's Hospital provides free transportation for cancer patients traveling to radiation therapy at Ben Schaffer Cancer Institute in Lodi and St. Joseph's Medical Center in Stockton using one 16-passenger, wheelchair-accessible van. Transportation is provided from either the patient's home or fixed pick-up locations in Calaveras County. One trip is provided each day, leaving Calaveras County at approximately 9:00 AM and returning at around 1:00 PM. The van was provided by a sister hospital, and funding for vehicle maintenance and gas is provided by the Mark Twain Healthcare District.

### **Valley Mountain Regional Center (VMRC)**

Valley Mountain Regional Center provides transportation for individuals with developmental disabilities through purchase of bus passes or ticket books and through transportation services provided for consumers participating in programs operated by VMRC vendors, including the ARC and WATCH in Calaveras County.

VMRC holds a contract with Blue Mountain Transit that funds service between consumers' homes, ARC and WATCH programs in Calaveras County. However, transportation to program activities is provided directly by the vendors. The VMRC does not purchase transit tickets or passes for use during programs operated by vendors, as consumer transportation is the responsibility of vendors.

### **Volunteer Center of Calaveras**

#### **Volunteer Driver Program**

The Volunteer Center of Calaveras sponsors a volunteer-based transportation program for those in need of transportation assistance throughout the county. Transportation is provided by volunteers using private vehicles. The Volunteer Center offers mileage reimbursement to drivers, though many drivers do not seek reimbursement. Reimbursement is funded through private donations and Volunteer Center general funds. Currently about 150 individuals are registered to receive transportation through the volunteer driver program.

#### **Carpool to Dialysis**

The Carpool to Dialysis program was initiated in 2007 with the intent of reducing the burden of arranging for transportation to dialysis clinics by identifying opportunities for patients to carpool. The Volunteer Center has conducted outreach to the dialysis clinics serving Calaveras County residents and works to match patients expressing interest in the program with others from their area who use the same clinic. The clinics participate by arranging joint appointments for those participating in the carpool. Volunteer Center staff also network with community organizations to identify potential program participants.

### **WATCH**

WATCH Resources, a VMRC vendor based in Sonora, serves individuals with developmental disabilities through the Outlook program at its Angel's Camp location. Transportation for program participants between their homes and WATCH is provided through a contract with Blue Mountain Transit. Currently there are 13 program participants traveling to the program from the San Andreas, Valley Springs, and Mokelumne Hill areas. During the day, WATCH staff provide transportation directly using one 15-passenger van and one smaller, five-passenger vehicle. In

the past, WATCH and ARC staff coordinated transportation services on occasion. WATCH's hours of operation are Monday through Friday, from approximately 9:00 AM to 3:00 PM.

## Key Contractors

Two private transportation companies—MV Transportation and Blue Mountain Transit—play key roles in the local transportation system through contracts to public and social service agencies.

### **MV Transportation**

MV Transportation is the contractor for Calaveras Transit, providing administrative staff, drivers and vehicle maintenance (vehicles are owned by Calaveras County). MV does not hold any other contracts to provide transportation services in Calaveras County.

### **Blue Mountain Transit**

Blue Mountain Transit has served as a transportation vendor for the Valley Mountain Regional Center since 1975. The VMRC contract occupies Blue Mountain's full capacity during the day Monday through Friday. Blue Mountain is available to provide private charters or other services during weekday evenings and on weekends.

Given this capacity outside of the business day, Blue Mountain is working with the Amador County Transportation Council to implement a limited evening and weekend service supplementing public transit in Amador County (currently scheduled to be initiated in March of 2008). Blue Mountain Transit's fleet includes 11 vehicles, ranging from 12-passenger vans to a seven-passenger SUV. Blue Mountain operates one wheelchair-accessible van.

## Other Transportation Services

While the following providers do not provide social services transportation per se, they also offer important options within the spectrum of transportation services available in the county.

### **Foothill Commuter Services**

Foothill Commuter Services provides ridematching services for Amador, Calaveras, Tuolumne, and San Joaquin Counties, and serves as a clearinghouse for information and resources related to alternative commute modes, such as public transit. The program is funded by a Federal Transit Administration 5313(b) grant through Caltrans, with support from a range of local sponsors, including the Calaveras Council of Governments, Amador County Transportation Commission, Tuolumne County Transportation Council and San Joaquin Council of Governments.

### **Murphys Cab Company**

Murphys Cab Company operates one six-passenger Dodge Grand Caravan, with the possibility of adding an additional vehicle in March 2008. Demand varies widely between winter and summer months, and in the past demand has not been sufficient to support operation of two vehicles. Fares are \$3 for the initial mile, followed by \$2 for each additional mile. Charter service is also provided at a rate of \$60 per hour, or \$50 per hour for seniors. Service is provided in Calaveras and Tuolumne Counties.

## **Stagecoach Limousine**

Stagecoach Limousine operates two 10-passenger limousines serving both residents and visitors. Stagecoach Limousine serves Calaveras, Amador, and Tuolumne Counties with market-rate services.

## **Connecting Transit Services beyond the County**

Calaveras Transit links residents to regional services through its connecting services into Amador, Tuolumne and San Joaquin Counties.

### **Amador Regional Transit System (ARTS)**

Calaveras Transit connects with ARTS at the Raley's in Jackson. From this transfer point, ARTS provides connecting shuttle service to the ARTS Terminal, where riders can transfer to ARTS services, including the Amador-Sacramento Express. Three daily departures to Sacramento are available, though the first run (departing from the ARTS terminal at 6:10 AM) operates earlier than Calaveras Transit connecting service.

### **Tuolumne County Transit (TCT)**

Calaveras Transit and Tuolumne County Transit connect on the Columbia College campus in Tuolumne County. From this transfer point, riders can travel on Tuolumne County Transit Routes 2 or 3 to Sonora and connect to other Tuolumne County Transit routes.

### **San Joaquin Regional Transit District (RTD)**

Calaveras Transit's Route 6 connects with San Joaquin RTD Routes 23 and 24 (serving Stockton) at the Lodi Station in downtown Lodi. San Joaquin RTD operates intercity routes throughout San Joaquin County, local fixed-route services in the Stockton metropolitan area, a dial-a-ride service, and interregional commuter services to Sacramento and the Bay Area.

### **Lodi Grapeline**

The Grapeline is Lodi's local fixed-route transit service. The Grapeline's five fixed-routes all serve the Lodi Station. Calaveras Transit Route 6 serves Lodi Station.

### **SCT/LINK**

SCT/LINK's Highway 99 Express provides intercity service connecting Galt with Lodi, Elk Grove and Sacramento. The Delta Route provides service between Lodi and the Delta area. Calaveras Transit riders can transfer to SCT/LINK services at the Lodi Station.

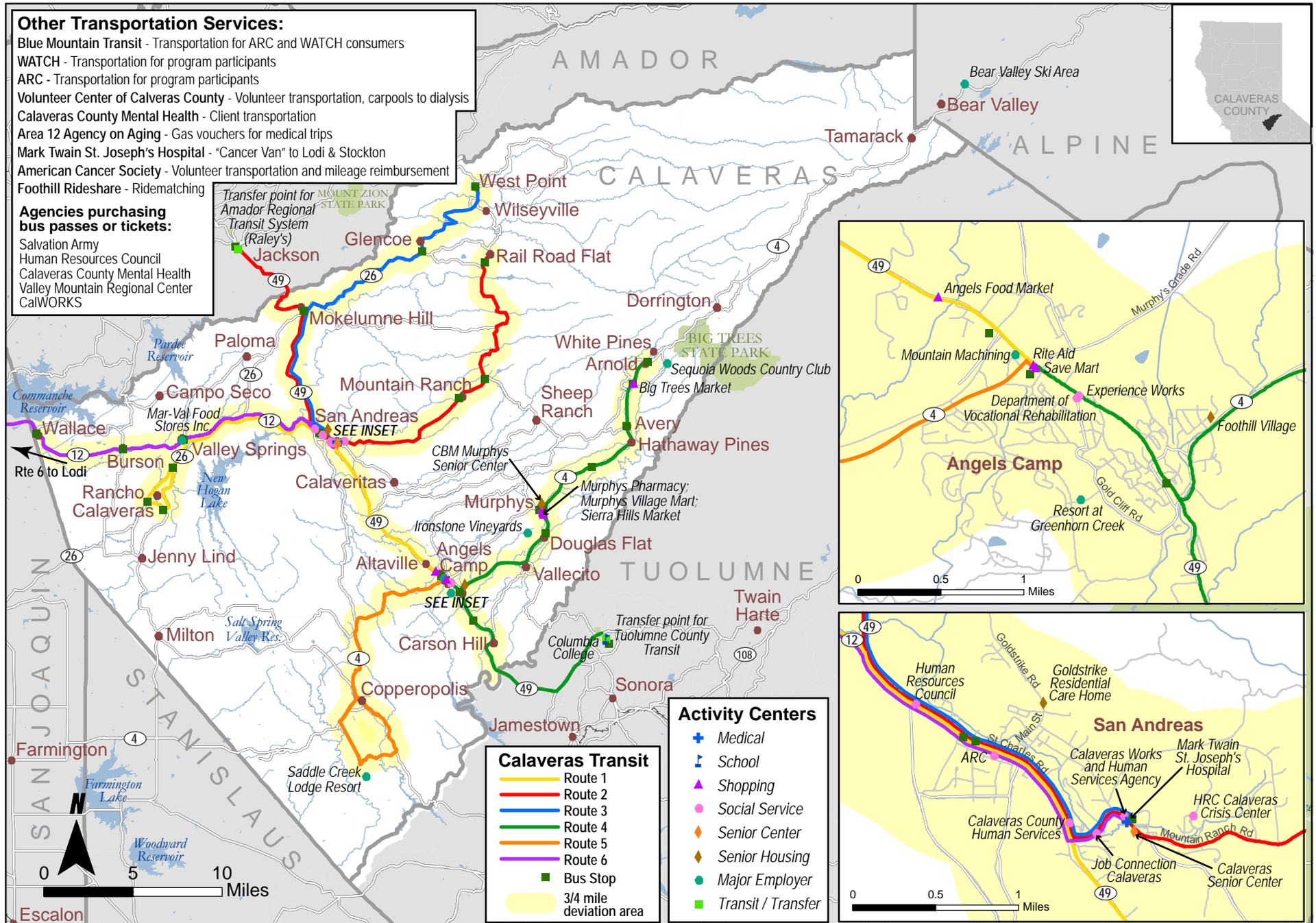
### **Greyhound**

Calaveras Transit riders can also connect to Greyhound services at the Lodi Station.

### **Amtrak**

Amtrak service on the San Joaquin routes is available from the Lodi station. The San Joaquin routes run between the Bay Area or Sacramento and Bakersfield.

Figure 4-3 Calaveras County Transit Services and Major Activity Centers



**Figure 4-4 Transportation Provider Inventory**

Agency Name	Agency Type	Transportation Role(s)					Program Name	Program Purpose and Description	Funding Source(s)	Annual Operating Cost	Area Served	Service Type	Clients	Vehicles Quantity / Type	Average Monthly Miles	Driver Training Program	Vehicle Maintenance Provider	Technologies	Miscellaneous Comments
		Public Transit	Operates transportation	Funds or subsidizes transportation	Volunteer / staff drivers	Provides I&R													
Calaveras Transit/ Calaveras County Public Works	Public	X	X				Calaveras Transit	Public transportation for the County of Calaveras	Section 5311, Section 5311(f), Section 5310, STA, TDA, fares, and donations	\$867,303	Calaveras County with connections in San Joaquin, Amador, and Tuolumne Counties	Deviated fixed-route	All	Two 30-passenger, six 20-passenger, and two 16-passenger vehicles (ten total)	36,000	Contracted - MV Transportation	Contracted - MV Transportation	None used, website has a real time link	
American Cancer Society	Non-profit			X	X			Volunteer driver program and mileage reimbursement for cancer patients	Not Available	Not Available	Not Available	Volunteer driver program; mileage reimbursement	Cancer patients	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	
ARC of Amador and Calaveras	Non-Profit		X	X	X		ARC of Amador and Calaveras	Provides direct services to individuals with developmental disabilities in the areas of community services (training and skill development), recreation, supported employment, and supported living	Contract with VMRC, private donations	\$100,000	Amador and Calaveras Counties	Door-to-door transportation to San Andreas program provided by Blue Mountain Transit through contract with VMRC; transportation for program activities provided using 5 minivans driven by staff.	Individuals with a developmental disability	Five minivans (1 accessible) operated by agency staff	3,000	In-house training for defensive driving, no special licenses required	Contracted	None used	VMRC purchases transportation to and from the program for some clients from Blue Mountain Transit. Blue Mountain serves clients both from Amador and Calaveras Counties attending the program in San Andreas
Area 12 Agency on Aging	Public			X		X	Information and Assistance, Linkages, HICAP, Family Caregiver Support Services; support for other senior services providers	Five-county JPA providing funds to community senior services providers and advocating for older adults; administers some programs in-house	Older Americans Act, State funds, private donations	Not Available	Alpine, Amador, Calaveras, Tuolumne, Mariposa counties	Gas vouchers	Individuals age 60 and over; disabled individuals 18 and over wishing to avoid institutionalization for Linkages program	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Gas vouchers provided for trips to medical appointments through OAA funds and MSSP program.

Agency Name	Agency Type	Transportation Role(s)					Program Name	Program Purpose and Description	Funding Source(s)	Annual Operating Cost	Area Served	Service Type	Clients	Vehicles Quantity / Type	Average Monthly Miles	Driver Training Program	Vehicle Maintenance Provider	Technologies	Miscellaneous Comments
		Public Transit	Operates transportation	Funds or subsidizes transportation	Volunteer / staff drivers	Provides I&R													
Blue Mountain Transit	Private		X				Blue Mountain Transit	Private transportation provider	Contract with VMRC, private charter fees	Not Available	Amador, Calaveras, and Tuolumne Counties	For VMRC, provides door-to-door between consumer homes and programs	VMRC contract serves individuals with developmental disabilities. Charter services available to all in the community.	11 vehicles, ranging from 14 passenger van to minivans; one accessible wheelchair van in fleet	Not Available	Not Available	Not Available	Not Available	Blue Mountain Transit's contract with VMRC accounts for all operations/capacity during the day Monday-Friday. Chartered service is available outside of these hours (later evenings and weekends). Planning to initiate evening and weekend services in Amador County.
Calaveras County Behavioral Health Services/Mental Health	Public		X	X		X	Mental Health, Substance Abuse Program	Provide accessible mental health services in a continuum of care within the community for children, adults, seniors and their families	State and Federal funding	\$81,000.00	Calaveras County; out of county trips serving institutionalized individuals	Door-to-door transportation bringing clients to services and appointments; bus passes for those who can use public transit	Individuals using Mental Health and Substance Abuse Programs	13 vans and cars	9,500	N/A	Contracted - Local Shops	None	1-2 vehicles must be purchased annually to maintain reliable transportation, at a cost of approximately \$20,000 per vehicle.
Calaveras County Probation Department	Public			X			Juvenile and Adult Probation	Manage probation for adult and juvenile offenders, work program for juvenile offenders	Not Available	Approximately \$500-600 spent on bus tickets	Calaveras County	Bus tickets for adults and juveniles on probation	All	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Provides bus tickets as needed to program participants for appointments, work program participation and other needs (such as medical trips)
CalWORKS	Public			X		X	Calaveras Works & Human Services Agency	To determine legibility for food stamp, Medi-Cal and cash aid programs.	State and Federal funding	Bus passes approximately \$2,100; mileage, car repairs, CDLs, insurance, license fees approximately \$12,800	Calaveras County	Provides bus passes as needed to clients who using Calaveras Transit; subsidize auto travel for some clients	All	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	

Agency Name	Agency Type	Transportation Role(s)					Program Name	Program Purpose and Description	Funding Source(s)	Annual Operating Cost	Area Served	Service Type	Clients	Vehicles Quantity / Type	Average Monthly Miles	Driver Training Program	Vehicle Maintenance Provider	Technologies	Miscellaneous Comments
		Public Transit	Operates transportation	Funds or subsidizes transportation	Volunteer / staff drivers	Provides I&R													
Foothill Commuter Services	Non-Profit					X	Foothill Rideshare	Promotes use of carpools, vanpools, transit and telecommuting through rideshare services and educational resources	FTA 5313(b) funds and support from local sponsors	Not Available	Amador, Calaveras, Tuolumne, and San Joaquin Counties	Rideshare services	All	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	
Human Resources Council (HRC)	Non-Profit		X	X	X	X	Head Start	School readiness through educational, health, and nutritional services to children and families	State and Federal funding; First 5 Calaveras	Not Available	Calaveras County	Bus passes and tickets for clients as needed; limited direct transportation	Low-income families	One 9-passenger van and six cars and jeeps	1,400	Not Available	Not Available	Not Available	Head Start provides bus passes and tickets on an as-needed basis (as do HRC Food Bank and Crisis Center). Direct transportation (e.g. to dentist and doctor appointments) is also provided. Vehicles are also used by home visitors.
MV Transportation	Private	X	X				Calaveras Transit	Private transportation provider	See Calaveras Transit						Not Applicable	Not Applicable	Not Applicable	MV is the contractor for Calaveras Transit.	
Mark Twain St. Joseph's Hospital Cancer Van	Private, non-profit		X				Cancer Van	Wheelchair accessible van that carries patients to radiation therapy at Ben Schaffer Cancer Institute in Lodi and St. Joseph's Medical Center in Stockton.	Van provided by a sister hospital. Funding for maintenance and gas is provided by the Mark Twain Healthcare District	Salary is paid by Ben Shaffer Cancer Institute in Lodi. Expenses are estimated at \$16,000 per year	Either from patient's home or from fixed pickup locations in Calaveras County to treatment centers in Lodi and Stockton	Demand response	Cancer patients, can include low income, senior, disabled	1 10-passenger, wheelchair equipped van	3,500 miles per mth	The van requires a special license. They do not have a training program.	Contracted	No	One round trip per day. Leaves Calaveras County around 9am, arrives in Stockton around 11:00am, returns around 1:00pm. Trip is free for patients.
Murphys Cab Company	Private		X				Murphy's Cab Company	Taxi service for Calaveras County	Fares: \$3 first mile, \$2 additional mile. Private service \$60/hr, seniors \$50/hr	Approximately \$12,000/year	Primarily Calaveras County; will serve Tuolumne County	Demand response (market rate)	All	One Dodge Grand Caravan (6 passengers); possible addition of one vehicle	Varies, as demand is seasonal	Not Applicable	Not Applicable	Not Applicable	Has been operating for 1.5 years. Interested in opportunities to participate in human services transportation delivery.

Agency Name	Agency Type	Transportation Role(s)					Program Name	Program Purpose and Description	Funding Source(s)	Annual Operating Cost	Area Served	Service Type	Clients	Vehicles Quantity / Type	Average Monthly Miles	Driver Training Program	Vehicle Maintenance Provider	Technologies	Miscellaneous Comments
		Public Transit	Operates transportation	Funds or subsidizes transportation	Volunteer / staff drivers	Provides I&R													
Salvation Army/HRC Community Services	Nonprofit			X			Bus pass program	Provide bus passes to low income clients	Federal grants and donations	Not Available	Calaveras County	Provide bus passes	Low income (WIC)	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Not Applicable	
Stagecoach Limousine	Private		X				Stagecoach Limousine	Market rate transportation service	Fares	Not Available	Calaveras, Tuolumne, Amador Counties and surrounding area	Demand response (market rate)	All	Two 10-passenger limousines	Not Applicable	Not Applicable	Not Applicable	Not Applicable	
Valley Mountain Regional Center	Non-profit			X			Valley Mountain Regional Center	VMRC purchases services such as respite, adult day programs, transportation, behavior intervention, clinical and diagnostic services for people with developmental disabilities	CA Dept. of Developmental Services funds	Not Available	Amador, Calaveras, San Joaquin, Stanislaus, Tuolumne counties	Contracted transportation, bus passes and tickets	Those with a developmental disability	N/A: Contracts with Blue Mountain Transit and program vendors (ARC, WATCH)	See Blue Mountain Transit, ARC and WATCH	Not Applicable	Not Applicable	Not Applicable	VMRC purchases transportation services for consumers through a contract with Blue Mountain Transit. These services support attendance at vendored programs (WATCH, ARC). VMRC also purchases Calaveras Transit bus passes and ticket books for consumers using public transit
Volunteer Center of Calaveras	Non-Profit			X	X		Volunteer transportation program	Provide transportation through matching individuals needing rides with volunteer drivers; mileage reimbursement available for drivers.	Private donations, Volunteer Center general funds	Not Available	Calaveras County and beyond	Volunteer-based transportation with mileage reimbursement	All	Volunteers' private vehicles	Not Available	Not Available	Not Available	Not Available	About 150 individuals are registered to receive transportation through the program.

Agency Name	Agency Type	Transportation Role(s)					Program Name	Program Purpose and Description	Funding Source(s)	Annual Operating Cost	Area Served	Service Type	Clients	Vehicles Quantity / Type	Average Monthly Miles	Driver Training Program	Vehicle Maintenance Provider	Technologies	Miscellaneous Comments
		Public Transit	Operates transportation	Funds or subsidizes transportation	Volunteer / staff drivers	Provides I&R													
WATCH	Non-Profit			X			Outlook (Angel's Camp)	Day program and activities for individuals with developmental disabilities	Contract with VMRC, private donations	Not Available	Tuolumne and Calaveras Counties. Angel's Camp program draws from San Andreas, Valley Springs, Mokelumne Hill areas	Contracted door-to-door service bringing consumers to and from day program; transportation to activities during day program provided by WATCH staff.	Developmentally disabled individuals participating in WATCH programs	Transportation to and from day program provided by Blue Mountain Transit. Direct transportation during the day provided using one 15 passenger vehicle and one 5 passenger vehicle.	Not Available	Not Available	Not Available	Not Available	WATCH is a VMRC vendor. WATCH has used Calaveras Transit for consumer transportation in the past, and would be interested in doing so again in the future. WATCH has also coordinated transportation with the ARC for trips to Columbia College.



## Chapter 5. Key Findings: Service Gaps, Unmet Transportation Needs

This chapter provides an overview of background data and stakeholder input for the development of this Coordinated Public Transit-Human Services Transportation Plan. Findings in this chapter illustrate key activity centers and travel destinations, service gaps, and areas where existing services may duplicate one another, or where opportunities for enhanced coordination may exist.

The consulting team contacted stakeholders representing public agencies, nonprofit organizations, and private transportation operators to provide input. Through telephone interviews and face-to-face meetings, individuals commented on a number of issues regarding transportation needs and opportunities for older adults, people with disabilities, and low-income residents of Calaveras County. A list of organizations represented in the stakeholder process is included in Appendix A.

### Existing Coordination of Services

Coordination between agencies and organizations serving older adults, people with disabilities, and low-income residents is already underway in Calaveras County. Some examples of these coordination efforts are discussed below. New opportunities may be found to build upon some of these existing efforts to improve mobility for Calaveras County residents because many of the existing programs have the capacity to coordinate services. Overall, the stakeholders interviewed expressed a high level of interest in coordinating services whenever possible, though some identified issues that have inhibited coordination in the past. Several stakeholders representing human services agencies expressed a desire to take advantage of opportunities to coordinate services with one another, or in particular, to have clients use local transit services for program-related and other trips whenever possible.

### **Calaveras Transit and Other Operators and Agencies**

Calaveras County residents benefit from a public transit system that makes important out-of-county connections to neighboring transit services. As discussed in Chapter 4, Calaveras Transit serves Jackson (connecting with Amador Regional Transit System), Columbia College (connecting with Tuolumne County Transit), and Lodi (connecting with several transit operators at Lodi Station), in addition to serving Bear Valley in Alpine County on weekends during winter months. Calaveras Transit coordinates connections with neighboring transit agencies.

In addition, Calaveras Transit staff make an effort to accommodate the travel needs of specific groups (such as ARC program participants) on the transit system. It is apparent that there is already regular dialogue occurring between transit agency staff and consumer groups in order to support use of transit by human services clients. An example given by ARC staff is the use of a former “deadhead” (out of service) bus to operate a run that enables adults with disabilities to return to the ARC from Columbia College in time to transfer to Blue Mountain Transit for trips home. While not all needs may be accommodated in this fashion, this informal coordination is

an important characteristic of how human services agencies relate to the local transit system in Calaveras County.

Finally, as discussed in Chapter 4, several human services agencies purchase Calaveras Transit tickets or passes for their clients who are able to use transit services.

### **Social Services Transportation Advisory Council (SSTAC)**

The Calaveras County Social Services Transportation Advisory Council (SSTAC) is established under the Transportation Development Act (TDA) to evaluate unmet transit needs in the county as part of the programming of TDA funds (specifically, Local Transportation Funds or LTF). The SSTAC meets on an as-needed basis throughout the year. Members are appointed by the Calaveras Council of Governments, with member categories established by State statute. These include representatives of older adults, people with disabilities, low-income individuals, and local social service providers (including transportation providers). The SSTAC represents an important venue for information-sharing and identification of coordination opportunities.

### **Coordination among Human Services Agencies**

Some human services agency representatives discussed coordination of transportation services, including past coordination between WATCH and ARC to transport program participants to Columbia College, and carpools to art classes offered in Murphys. Behavioral Health staff note that the agency can sometimes work with out-of-county clinicians to coordinate transportation of clients from Calaveras County to out-of-county appointments. The services have additional capacity to coordinate with other transportation providers.

### **Volunteer Center “Carpool to Dialysis” Program**

The Volunteer Center of Calaveras’ “Carpool to Dialysis” Program is an example of an innovative approach to coordination between a transportation provider and medical services providers. The program is designed to match individuals traveling to dialysis appointments from similar locations in Calaveras County to the same out-of-county dialysis center, so that transportation resources can be shared. In order for the program to work, dialysis center staff must jointly schedule carpool participants’ appointments. Volunteer Center staff work to match riders with one another, and coordinate directly with dialysis center staff. Volunteer Center staff indicated they have additional capacity to expand their volunteer driver program as a coordinated effort to improve mobility in Calaveras County.

### **Other Types of Coordination**

Stakeholders identified a wide range of coordination efforts that, while they are not necessarily centered around the provision of transportation, can form the basis for future transportation coordination efforts. These include:

- Monthly meetings of the Senior Network, bringing together a wide range of agencies and organizations that serve older adults
- Social service agency provider meetings (occurring every other month), fostering coordination of services to meet the needs of individual clients
- Co-location and partnerships between agencies with complementary missions, such as the Volunteer Center of Calaveras and the Calaveras Senior Center

- Local cross-disciplinary planning efforts, such as the robust process involved with development of the “Our Children, Our Communities” 10-Year Master Plan for Children and Youth, initiated by First 5 Calaveras, and the ongoing General Plan update
- Consolidation of information, such as regional transit information available on the Foothill Commuter Services website, or InfoNet, an online source of information about health and human services programs (including transportation) for Amador, Calaveras, and Tuolumne Counties

## Barriers to Coordination

A number of barriers to coordination exist. These are either existing or perceived challenges that have resulted in the various agencies in Calaveras County not coordinating as extensively as they otherwise could. One of these barriers is the lack of a sufficient number of vehicles, with some agencies reporting they do not have the resources they need for their own clients. As a result, they do not have the capacity to coordinate with other agencies.

Another barrier that was identified in Calaveras County is the lack of funding for transportation programs. With insufficient funding, there is competition for the limited funds that are available, and agencies do not perceive that they will necessarily benefit by sharing their knowledge of different funding sources with the other agencies that are also seeking funds. Many agencies talked about funding limitations and their impact on the services they can provide.

A lack of centralized information was also noted as a barrier. There are no central resources listing available transportation services. The lack of centralized information means there is no single source for individuals seeking to find transportation options, eligibility requirements, fares and service hours, nor is there a regional directory providing information on transportation services available in the region beyond Calaveras County.

Several stakeholders talked about spatial limitations and temporal limitations in Calaveras County, which can also be identified as barriers to coordination. Specific service boundaries, along with long distances between communities, makes it difficult to work with other agencies that operate in more limited areas. In addition, some of the services that people in Calaveras County use are outside the county, in Sonora or Lodi. Limited transit service hours that do not effectively support employment make it difficult to coordinate with major employers or seek private funding for services.

Program eligibility and trip purpose restrictions also inhibit coordination. Many of the existing services are available only to subsets of the three target populations. As a result, some populations, especially individuals with low incomes, have limited access to the transportation resources. Other transportation programs are limited to taking people to/from medical appointments, or only to specific programs. Organizations have specific missions, vehicle requirements and insurance requirements, which makes it difficult to coordinate with other agencies.

## Key Origins and Destinations

One challenge of providing transportation in Calaveras County is the dispersed nature of the population, and the reality that many individuals with the most limited access to private transportation reside in more remote (often lowest income) areas. This leads to a wide variety of

potential points of origin for trips made by older adults, people with disabilities, and low-income residents.

However, stakeholders identified several key activity centers for a range of trip purposes. The majority of human services programs are concentrated in San Andreas, along with government services, the Calaveras Senior Center and key medical facilities such as Mark Twain St. Joseph's Hospital. Several agencies provide transportation for clients traveling to services or programs in San Andreas from throughout the county, either on a daily or periodic basis. Angels Camp is also a key destination for access to programs and services. Both communities have important transfer points for transit riders. However, access to smaller communities throughout the county is also important, particularly for those living in remote areas and seeking access to shopping and basic services.

Overall, key destinations identified by stakeholders were consistent with those identified by a Community Survey conducted in 2003 for the FY 2004-08 Calaveras Transit Short Range Transit Plan (SRTP). A random telephone survey of nearly 180 households identified Angels Camp and San Andreas as the most frequently cited destinations for travel within the county (regardless of the transportation mode used), followed by West Point/Wilseyville, Avery/Arnold, Valley Springs/Rancho Calaveras, Mountain Ranch Road/Rail Road Flat, Vallecito/Murphys, and Copperopolis. Survey respondents traveling to Angels Camp overwhelmingly cited shopping as their trip purpose, while San Andreas was most frequently cited for trips to work, recreational and social activities, and medical care. A subsequent on-board survey of over 100 transit riders revealed that the most frequently cited origin and destination pairings were Angels Camp and San Andreas, followed by Arnold, Jackson (Amador County), and Valley Springs.

The importance of out-of-county destinations was consistently identified by stakeholders during interviews. Jackson and Sonora (Tuolumne County) were identified as important commercial areas serving Calaveras County residents. Jackson Casino was also cited as an employment destination. Columbia College (Tuolumne County) is also a key destination for Calaveras County residents, especially for students, persons with low incomes building employment skills, and people with disabilities. For out-of-county trips for specialist medical care, Calaveras County residents typically travel to Lodi or Stockton (e.g., to Ben Schaffer Cancer Institute in Lodi and Stockton's St. Joseph's Medical Center). Stakeholders also noted that Medi-Cal doctors are concentrated in Sonora.

## Gaps and Unmet Needs

The transportation gaps most commonly identified during stakeholder outreach related to (1) the limited coverage of transit services relative to the county's dispersed populations of older adults, people with disabilities and low-income residents; (2) the hours of transit operation (i.e., limited evening service and lack of weekend service); and (3) limited frequencies that can make transit trips prohibitively lengthy for some riders. Overall, stakeholders were consistently concerned with increasing the level of reliable transit services capable of improving individuals' mobility within their own communities and ability to travel between communities. (The gaps and needs identified were largely consistent with many of those raised during other recent planning efforts,

including the Calaveras Transit FY 2004-08 Short Range Transit Plan and the County’s annual Unmet Needs process.)<sup>9</sup>

In part, stakeholders’ emphasis on more robust public transit relates to concern about the fragmented and limited nature of the other transportation services available to client groups. As discussed above, several representatives of human services agencies were also interested in improved access to transit as a way of enabling clients to use a general public service that is more integrated into the community. Stakeholders also identified a range of related needs, from improved availability of information and training for transit users, to installation of bus shelters and benches at bus stops. The major themes emerging from stakeholder interviews are summarized below.

### **Insufficient Public Transit Coverage**

While Calaveras Transit serves many origins and destinations within Calaveras County and makes several key connections with neighboring transit services, many stakeholders identified increased transit service coverage as one of the greatest needs for their clients or constituents. Several respondents noted that many individuals without reliable transportation live in areas that are outside of the ¾-mile deviation zone for Calaveras Transit. As a result, they have prohibitively long walks to transit, particularly if they have mobility limitations and/or must negotiate hilly terrain. In areas adjacent to the larger towns that have more frequent transit connections, residents may not be able to travel to the center of town to reach transit. (This issue is also related to the quality and accessibility of the pedestrian environment, which is discussed at more length below.)

Most stakeholders felt that given the dispersed nature of the county’s population, more coverage is needed throughout the transit system. Two stakeholders identified areas outside of Valley Springs as priorities for transit with a greater spatial reach. One example includes apartments and care homes serving people with disabilities that are not reached by public transit, including those serving adults with disabilities in Valley Springs who are unable to travel to their program in San Andreas using public transit. Another stakeholder identified the need for better transit service coverage of the area between Mountain Ranch Road and Rail Road Flat, with a connection to Highway 26 and Glencoe. (This is also a frequency issue, as Rail Road Flat is current served only by one round trip each day.)

It was also noted that transportation service options in the county are extremely fragmented for those who cannot use fixed-route transit. Increased availability of door-to-door services is needed.

### **Limited Frequency of Public Transit Service**

Limited frequency of transit services was also commonly identified as a key service gap. Stakeholders noted that gaps in service schedules of two or three hours make it necessary for some individuals to arrive at appointments very early or wait for long periods of time before

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<sup>9</sup> The June 2003 on-board survey conducted as part of the Calaveras Transit SRTP identified the following as improvements riders would most like to see: Saturday Service, followed by later evening service, more frequent service to urban areas, more midday service, and Sunday service. Riders age 60 and over were most interested in Saturday service, followed by midday service, and changes to locations of bus stops.

making a transfer. These issues contribute to a very high time cost for transit trips, particularly for more frail individuals who have difficulty with stamina during long transit trips. In addition, limited frequencies also reduce some agencies' use of the transit system for staff or client transportation for trips around town (such as trips within San Andreas) or between communities because they are unable to complete a round trip in a reasonable period of time.

The effects of limited service frequencies are compounded for some by the lack of amenities such as shelter and benches at bus stops, particularly in extreme weather. This issue is discussed in more detail below.

## **Transportation Service Hours**

In past CCOG-led Unmet Needs processes, the need for evening and weekend transit service was a common theme during stakeholder outreach. Several stakeholders mentioned the isolating impact of the lack of evening and weekend service for their constituents (particularly for those requiring accessible transportation), while others noted that limited service hours constitute a key employment barrier. For minimum wage workers and Welfare-to-Work program participants, night or weekend shifts are often necessary to get a start in the labor market.

Stakeholders specifically called out the need for transportation serving the “24-7” shifts of casinos, hospitals, and janitorial positions, as well as weekend and evening shifts at fast food restaurants, drugstores and other retail establishments. In addition, CalWORKS recipients often must attend classes on Saturdays that are difficult to access without transit. Stakeholders felt that a more flexible transportation option serving off-hours employment and providing an accessible transportation option is an important need. In the absence of regular transportation services during evening and weekend hours, stakeholders suggested special event transportation (limited trips to community events or for shopping/recreational purposes) would help reduce isolation and enable those without transportation access to participate in the community.

## **Availability of Information and Training**

Stakeholders commented that availability of accurate information regarding transportation services is a barrier to effective use of services. While Calaveras Transit publishes and distributes a schedule and makes up-to-date transit information available on its website, the need for wider dissemination of current transit information throughout the county was a recurring theme. Stakeholders felt that the availability of schedule information and route maps at key bus stops, and additional advertising of service changes and expansions (potentially on transit vehicles) would be helpful improvements. Also noted as a needed improvement was additional multi-agency transit information, particularly for those seeking to make connections in Lodi and Stockton. (Foothill Commuter Services is currently pursuing a project that would coordinate transit information for transfers and connections between providers in its service area, using the web-based application Google Transit.)

Beyond the need for additional or improved information, there is a related need for trip planning assistance and training for those who do not understand how to effectively use existing transit information to plan successful trips. Concerns were expressed that some residents who could benefit from transit — and are able to access it — sometimes find riding transit to be too complicated, and give up easily. Stakeholders identified the need for three strategies: (1) travel training for those who are new to transit, (2) mobility management assistance to help individuals understand and evaluate their transportation options, and (3) assistance in creating

personalized trip plans for those who are unable to negotiate the transit system on their own. This is particularly important when trips involve transfers between Calaveras Transit routes or between Calaveras Transit and another system.

On a broader level, it was noted that there is no 211 telephone service in the county. In many communities, 211 provides free information and referral services for a range of health, human services, and housing needs, and could help to fill the information gap in Calaveras County. Finally, stakeholders noted the importance of regular coordination meetings among transit providers and agencies serving older adults, people with disabilities, and low-income individuals to ensure that all parties have accurate and up-to-date information about services and needs.

### **Limited Services for Out-of-County Medical Trips**

While Calaveras County residents need to make out-of-county trips for a variety of trip purposes, the need for additional, wheelchair-accessible service for out-of-county medical trips was identified throughout the stakeholder process. Stakeholders noted that individuals must travel to Lodi and Stockton for many specialist medical appointments, but may also need to travel to other neighboring counties (for example, to Sonora in Tuolumne County) for visits to Medi-Cal doctors. Some services exist (such as the Mark Twain St. Joseph’s “cancer van” and the Volunteer Center’s carpool program for dialysis patients), but overall, out-of-county medical transportation is limited and fragmented in nature. This has been an ongoing challenge for agencies, including the County Mental Health program, which provided transportation to clients’ medical appointments in Stockton in the past, but could not afford to continue the service.

### **Pedestrian Environment and Accessibility for People with Disabilities**

As discussed above, difficultly accessing transit services is an important transportation gap for many in the county. Factors contributing to poor transit access include the distance of residents’ homes from bus routes, hilly terrain and/or poor quality roads. In addition, discontinuous pedestrian facilities and a lack of accessible pedestrian infrastructure were identified as mobility barriers and potential safety issues. While continuous pedestrian infrastructure is not expected given the rural nature of the county, several stakeholders noted that it can be difficult or unsafe to get around as a pedestrian even in the larger towns within the county. This can also inhibit transit access, particularly for people using mobility devices such as wheelchairs.

### **Service Connectivity and Coordination of Schedules**

Stakeholders identified several issues related to connectivity between Calaveras County and communities in neighboring counties, as well as gaps related to the need to better coordinate the schedules of transportation providers. While Calaveras Transit service to Columbia College in Tuolumne County was frequently brought up as a major strength of the transportation system, given the concentration of key destinations in Sonora, some stakeholders noted that a direct route to Sonora (not requiring a transfer to Tuolumne County Transit at the College) would be an important improvement. Similarly, many stakeholders noted that it can be inconvenient to transfer to the ARTS shuttle at the Raley’s in Jackson, rather than traveling directly to the ARTS Terminal in Martell on Calaveras Transit. This was raised as a particular concern for those seeking to travel to Sacramento on the Amador-Sacramento Express.

For transportation providers that are already attempting to coordinate schedules, barriers related to competing needs may be an issue. For example, Calaveras Transit staff note that they attempt to be responsive to the range of travel needs in the community, but in some cases

a schedule change benefiting one group can cause a missed connection for another group. One current issue identified by several stakeholders relates to service to Columbia College, and a scheduling conflict between Blue Mountain Transit and Calaveras Transit. Over a dozen adults with disabilities traveling to Columbia College must transfer from Blue Mountain to Calaveras Transit to complete their trip, but at present the schedules of each provider do not allow for a timed transfer. This type of issue may be more complicated to resolve than it may seem on the surface, based on the operational constraints of the providers. However, it does point to the importance of ongoing communication and coordination among providers, as well as among the agencies whose constituents they serve.

### **Availability of Shelters and Benches at Bus Stops**

The need for shelters and benches at bus stops to support use of transit was identified throughout the stakeholder process, as discussed above. Uncomfortable conditions resulting from extreme weather and lack of amenities were identified as barriers to transit use, particularly for individuals whose health conditions or medications make them more vulnerable to the effects of sun, heat, or cold. The need for shelters and benches is compounded by long waits for transfers due to limited transit frequencies. The Calaveras County Public Works Department has adopted a detailed Bus Stop Improvement Program, identifying priorities for installation of shelters, receptacles, and benches, as well as making surfacing improvements at 30 bus stops throughout the system. However, funding for implementation of the plan (estimated at a total of \$424,000) remains limited, with the result that improvements must be phased in over several years.

### **Concerns about Public Transit Reliability**

Some stakeholders expressed concern about transit reliability. Problems identified include buses not arriving at established stops, reserved deviations not being served, and inconsistencies related to locations where drivers will discharge passengers (e.g., some drivers will drop off passengers at the ARC, but others will not). The use of smaller vehicles on runs when demand is typically high was also identified as an issue.

### **Difficult Childcare and School Trips**

For parents using public transit, completing child care or school drop-off trips can be very difficult. Buses are not able to wait for parents to escort children into childcare centers or schools, particularly if additional time is needed because the parent or child (or both) has a disability. Parents' trips to work or school are then delayed by the need to wait for the next bus.

### **Other Gaps and Needs**

A range of more discrete needs and gaps were additionally identified by stakeholders. These needs include the following:

- **Availability of smaller, accessible, four-wheel drive vehicles** (operated by Calaveras Transit or other transportation providers) to serve hard-to-reach areas.
- **More services tailored to youth transportation needs**, particularly for trips to recreational opportunities and during school breaks (such as trips to movies and school break service to Bear Valley). Such service should address, if possible, the very long walks many youth have to access transit.

- **Improvements to reduce pass-ups at flag-stops**, such as provision of a visual aid that passengers can use to draw drivers' attention.
- **Establishment of a bus stop that more directly serves WATCH and ARC locations.**
- **Attention to driver courtesy and training.** While Calaveras Transit drivers were highly praised by many, some stakeholders noted problems concerning driver courtesy towards people with disabilities and a few drivers' apparent lack of interest in interacting with passengers. Problems with uncomfortable rides on rough mountain roads were also raised as a driver training issue.
- **More opportunities for communication among transit planners, drivers, and riders** regarding needs and issues.
- **More efficient routing on contracted human services transportation**, with the goal of reducing the long periods of time passengers spend traveling to programs.
- **A toll-free number for Calaveras Transit.**
- **A vehicle serving the nutrition program at the Calaveras Senior Center.**

## Duplication of Services

Based on stakeholder interviews and data collected for the inventory of transportation services presented in Chapter 4, there does not appear to be significant transportation service duplication in Calaveras County. Many of the agencies included in the transportation inventory do not provide transportation services either directly or through a contractor, but rather subsidize use of Calaveras Transit by clients, or provide assistance through other means, such as gas vouchers or ridematching services. Several social service agencies, such as ARC, WATCH, Behavioral Health, and the Volunteer Center of Calaveras, use public transit for client transportation whenever possible, and are strong advocates for improved transit services in the county. These agencies tend to focus transportation resources on services supplementing public transit for those clients for whom travel by transit is not a viable option. In addition, the services provided by these agencies are relatively limited in scope — focused on transporting clients to discrete programs, activities, or appointments — and do not appear to significantly duplicate one another.

## Conclusion

Understanding key destinations, service gaps, and service duplication allows for the development of coordinated solutions to address transportation needs in Calaveras County. Nevertheless, the limited availability of funds to address these needs, including issues such as challenges related to mixing rider groups (e.g., funding restrictions, liability issues, and passenger conflicts), and an agency's sense of pride, flexibility, and control in operating its own service represent potential obstacles to enhanced coordination. However, many of the stakeholders interviewed in Calaveras County expressed a willingness to explore coordination opportunities, both for the benefit of their own agency's consumers, as well as others in the community.



## Chapter 6. Identification of Strategies and Evaluation

The focus of the coordinated plan is to identify strategies and solutions to address the service gaps and unmet transportation needs presented in Chapter 5. This chapter identifies these strategies and presents a set of criteria used to evaluate them. It also describes results of a public workshop held in San Andreas in May 2008 to develop and prioritize strategies

### Public Workshop

As a community-based plan, a key focus for the Coordinated Public Transit-Human Services Transportation Plan is to ensure that agency representatives, the transit provider and members of the public have an opportunity to provide input about local needs and identify possible solutions to address these needs. For this reason, a public workshop was held in San Andreas on May 13, 2008. Individuals who were unable to attend the workshop were encouraged to submit their comments to CCOG staff or the consultant.

### Methodology

A lot of effort was put into encouraging participation at the public workshop. Steps taken include the following:

- CCOG staff sent an email invitation to SSTAC members and other individuals who had attended the Plan kick-off meeting in December 2007.
- The consultant made follow-up phone calls to all stakeholders on the project contact list. Stakeholders were asked to inform their colleagues within their organization and other organizations about the workshop.
- A flyer was prepared and emailed to key stakeholder agencies and submitted to Calaveras Transit for posting. Notices were posted on community bulletin boards.
- A press release was prepared and submitted to the Calaveras Enterprise, as well as local radio stations.

A copy of the flyer, press release, and list of meeting attendees is included in Appendix B.

### Approach

The workshop was a facilitated meeting where participants sat around conference tables to allow for face-to-face interaction. The meeting began with introductions and a review of the meeting agenda. All workshop participants were asked to introduce themselves and describe any transportation services they operate or fund.

The consultant provided an overview of the Coordinated Public Transit-Human Services Transportation Plan process and purpose, explaining Caltrans' role in the completion of these plans in rural counties across the state. The consultant also provided information about FTA 5310, FTA 5316, and FTA 5317 funds and noted that applications for these grants were available at the workshop.

The focus of the next item on the agenda was to provide a brief overview of the Existing Conditions report, with an overview of existing transportation services in Calaveras County and a brief review of demographic data. Finally, the consultant presented the unmet transportation needs, challenges and gaps identified by stakeholders and presented in Chapter 5 of this Plan. Participants were asked to supplement the list of needs and gaps, and confirm that they accurately represent the primary needs for Calaveras County residents. A summary list of needs presented is shown in Figure 6-1.

**Figure 6-1 Summary List of Needs Presented at Workshop**

<b>Limited Service Frequencies (Service doesn't run as often as people would like)</b>
<ul style="list-style-type: none"> <li>• Gaps in transit schedule can be 2-3 hours</li> <li>• Some forced to arrive at appointment early and wait for a long time</li> <li>• Long waits between transfers</li> <li>• Some agencies can't use transit system for staff/client travel needs because round trips take too long</li> </ul>
<b>Limited Public Transit Coverage</b>
<ul style="list-style-type: none"> <li>• Many live outside the ¼-mile deviation zone for Calaveras Transit</li> <li>• Many must walk far to access transit</li> <li>• Service needed at apartments and care homes outside Valley Springs</li> <li>• Service needed between Mountain Ranch Road and Rail Road Flat</li> <li>• Need for door-to-door service</li> </ul>
<b>Limited Transit Service Hours</b>
<ul style="list-style-type: none"> <li>• No evening transit service for night shift workers</li> <li>• No weekend transit service</li> </ul>
<b>Availability of Information and Training</b>
<ul style="list-style-type: none"> <li>• Need for wider dissemination of current transit information throughout the county</li> <li>• Need multi-agency transit/transfer information</li> <li>• Need for trip planning assistance and transit training</li> </ul>
<b>Availability of Services for Out-of-County Medical Trips</b>
<ul style="list-style-type: none"> <li>• Need wheelchair accessible service for out-of-county medical trips</li> <li>• Need to service medical facilities in Lodi and Stockton</li> <li>• Limited or fragmented existing services</li> </ul>
<b>Pedestrian Environment and Accessibility for People with Disabilities</b>
<ul style="list-style-type: none"> <li>• Need to improve sidewalk access to the bus stop for persons with mobility impairments</li> <li>• Long distances from home to bus stop</li> </ul>
<b>Service Connectivity and Coordination of Schedules</b>
<ul style="list-style-type: none"> <li>• No formal entity that focuses on transportation coordination in Calaveras County</li> <li>• Schedules of transportation providers not always coordinated (or perceived long waits between buses)</li> </ul>
<b>Availability of Shelters and Benches at Bus Stops</b>
<ul style="list-style-type: none"> <li>• Limited shelters and benches</li> <li>• Some unsafe boarding locations</li> </ul>

<b>Concerns about Public Transit Reliability</b>
<ul style="list-style-type: none"> <li>• Buses don't always arrive at established stops</li> <li>• Some reserved deviations are not served</li> <li>• Inconsistent "policies" from driver to driver</li> <li>• Limited capacity</li> </ul>
<b>Difficult to Link Childcare/School and Work Trips</b>
<ul style="list-style-type: none"> <li>• Not enough time at stop for parent to escort child</li> <li>• Parent must wait for the next bus</li> </ul>

Workshop participants confirmed the items listed in Figure 6-1 are the primary issues in Calaveras County. Workshop participants were then asked to focus on the outcomes of the workshop. They were asked to review a set of preliminary evaluation criteria — goals that shape the development of strategies in the workshop and in the Plan — and identify strategies. A list of strategies was compiled and individuals spoke about the merits of various strategies and the potential roles their organizations could play in the implementation of strategies. They also discussed some of the challenges in implementing certain strategies. For example, even with some robust Volunteer Center transportation programs, it is difficult to find people to volunteer their time. Other people spoke about funding challenges.

Following the development of strategies, workshop participants ranked the identified solutions. These rankings form the basis for the prioritization of strategies defined in this chapter.

At the conclusion of the workshop, participants shared information about their programs and asked questions. Some participants picked up copies of the federal grant funds applications that were available.

## Evaluation Criteria

Workshop participants reviewed the following criteria and provided comments. These criteria were used to evaluate the various strategies and serve as the basis for implementation of key strategies in Chapter 7.

The evaluation criteria used are as follows:

- **Does the strategy meet the documented gap?** How well does the strategy address transportation gaps or barriers identified in the Coordinated Public Transit-Human Services Transportation Plan? Strategies are evaluated based on how successfully they accomplish each of the following:
  - Provide service where there are few transportation options
  - Serve locations where the greatest number of people will benefit
  - Improve the mobility of low-income, elderly, and persons with disabilities
  - Provide a higher level of service than currently provided with existing resources
  - Preserve and protect existing services

- **How feasible is the strategy to implement?** How likely is the strategy to be successfully implemented given available resources, funding opportunities, and the availability of agencies or “local champions” to take the lead? The most successful strategies would rank highly for each of the following:
  - Possibly be eligible for SAFTEA-LU or other grant funding
  - Efficiently use available resources
  - Have a potential project sponsor with staff or vehicles (or equipment) to carry out the strategy
  - Be sustainable beyond a short-term grant period
- **How much does the strategy reflect a coordinated effort?** Is coordination an element of the solution? How would the strategy encourage agencies to work with one another? Strategies are evaluated based on how successfully they accomplish the following:
  - Avoid duplication of services.
  - Encourages agencies to work together to find efficient, effective solutions.
  - Promote coordination of transportation services and other programs

## Identification of Strategies

A total of 16 strategies are identified in this plan. All but three of them were developed by workshop participants. Each strategy was evaluated by workshop participants and the consultant to identify how effectively it meets the evaluation criteria that were presented. Rankings were assigned by the consultant based on feedback from stakeholders and workshop participants and are shown in Figure 6-2 (H=high; M=medium; L=low). In a couple of cases, such as 211 telephone information, strategies classified as lower priority by workshop participants actually rank very highly in the overall assessment based on the evaluation criteria, and are recommended for longer-term implementation consideration. The added strategies were included in order to address the evaluation criteria of maintaining existing services, something not addressed in the workshop.

**Figure 6-2 Strategies**

Strategies Identified in Workshop	Addresses Documented Gap/Need	Feasibility of Implementation	Coordination
<b>High Priority</b>			
Comprehensive public information program, incorporating Spanish language tools for outreach and public information and accessible information formats	H	H	H
211 with transit and service information	H	L-M	H
Transportation summit for transportation providers and agencies	H	H	H
Expansion of existing volunteer driver program.	H	M	H
Specialized shopper shuttle transportation service	H	M	M-H
Pedestrian paths, sidewalk improvements, and bus shelter and bench program	H	H	M
Replacement and expansion of vehicle fleet and capital equipment for transportation programs and transit agencies*	H	H	L-H
Program monitoring and driver training*	H	H	M
<b>Medium Priority</b>			
Childcare ambassadors at school bus stops	M	M	H
Taxi service (subsidized and/or wheelchair-accessible)	H	L	M
Evening and weekend public transit service	H	M	L
Transit service enhancements	H	M	M
Ambassador/assistant on the bus	H	M	M
Formal rideshare program*	M	H	M
<b>Low Priority</b>			
Make retired vehicles available to human service agencies; provide maintenance assistance	M	L	H
“Try transit free” promotions	L	H	L

\*Additional recommended strategy not identified by workshop participants

**High Priority Strategies**

High-priority strategies shown in Figure 6-2 are defined below. These are strategies that are recommended for short-term or ongoing implementation and that may be eligible for grants using New Freedom (5317), JARC (5316) and Elderly and Disabled (5310) funds. In some cases, these high-priority strategies will require a long lead time, but others can be implemented immediately. Implementation of these strategies is discussed in Chapter 7.

**Comprehensive Public Information Program**

*Needs addressed by strategy: Need for more information and training; Need for service connectivity and schedule coordination; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Improves access to available services locally</li> <li>• Supports and facilitates regional travel</li> <li>• Benefits clients and human service organizations</li> <li>• Benefits Spanish-speaking residents</li> <li>• Consolidates information about multiple agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Variety of services means developing and updating information to one source will be challenging</li> <li>• Requires lead organization to take responsibility for county-level and/or regional directory</li> <li>• Information requires ongoing maintenance</li> </ul>

Information is often the key to transit use. A thoughtful, coordinated, user-focused marketing program can help increase awareness of and access to the Calaveras Transit network. If the information is provided readily and clearly, it could easily facilitate an individual’s decision to use transit.

To support a higher level of public information coordination, a comprehensive marketing effort should be considered. To launch the effort would be a single plan. The purpose of the plan would be to identify the key regional transit markets (riders, public, officials, business, etc.) that need to be targeted. The plan would develop the best strategies to reach them and culminate in the implementation of a marketing campaign.

One element of the plan, identified as critical by key stakeholders, will be to develop Spanish language tools for outreach and public information, as well as prepare information in accessible formats to address the needs of some seniors and people with disabilities. Stakeholders report that more bilingual staff are needed at organizations providing transportation services. Bilingual language capabilities should be a priority skill for new job applicants. A Spanish information brochure should be prepared that describes the regional transit network, transfer points, fares and contact information. Information should also be included in Spanish on the transit information website. Materials also need to be available in accessible formats for people with hearing and visual disabilities. New Freedom funds could be a source to fund the accessible formats under the criterion allowing for additional tools to overcome mobility barriers.

Many stakeholders suggested that an effective regional transportation information website is needed. A regional transit information website would provide a single referral point and information source for all human service transportation providers, Calaveras Transit, and the connecting regional transit services in neighboring counties.

As part of the comprehensive public information program, travel training programs were identified by stakeholders as a needed resource in Calaveras County. Travel trainers would ideally be staff members or representatives from agencies working with Calaveras Transit who would assist with providing information to prospective riders, spend time with them on the bus, and make presentations throughout the county on the merits of using transit and how to ride the bus.

**211 With Transit Service Information**

*Needs addressed by strategy: Need for more information and training; Need services for out-of-county medical trips; Need for service connectivity and schedule coordination; Problems with public transit reliability; Difficult to link childcare and work trips*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Improves access to available services locally and regionally</li> <li>• Allows for coordination of non-transportation services in combination with transportation needs</li> <li>• Supports and facilitates regional coordination</li> <li>• Benefits clients and human service organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Many different services means developing and updating information will be challenging</li> <li>• Requires lead organization to take responsibility for county-level and/or regional directory</li> <li>• Transportation will not be the only focus of the 211 program</li> <li>• Information requires ongoing updating and maintenance</li> </ul>

In 2000, the Federal Communications Commission (FCC) set aside the 3-digit telephone number 2-1-1 to be used solely for health and human service information and referral (I&R). Since then, states and counties — those who want to provide this service for their residents and are able to fund it — have begun to implement 211 service, but it has not yet been introduced nationwide. In California, 211 service has been implemented in several counties including Sacramento, Stanislaus, and Fresno, as well as most San Francisco Bay Area counties and throughout Southern California.

The 2-1-1 California Partnership is a collaborative effort to establish 211 services across the state, and is made up of the California Alliance of Information & Referral Services (CAIRS), United Ways of California (UWCA), Volunteer Centers of California, the Governor’s Office and Emergency Services. In Calaveras County, planning is underway to develop a joint 211 system with Amador, Tuolumne, Mariposa and Alpine Counties. The lead agency spearheading this effort is the Amador-Tuolumne County Community Action Partnership, but the Calaveras County Behavioral Health Department may serve as the local information and referral resource.

The 211 phone service is a comprehensive place to start for people who need help but do not know where to begin. Operators are specially trained to give personalized assistance to callers, including helping them identify their problems, helping them find the right organizations and agencies to call for additional assistance, and even following up with the caller to make sure they are able to get the help they needed.

Even though 211 has not been implemented in Calaveras County yet, there may be an opportunity, when it is introduced in the region, to develop a relationship between 211 and transportation providers so that high quality transportation service assistance can be available to 211 callers. For instance, if an elderly person calls 211 wanting help getting to a medical appointment, rather than referring them to Calaveras Transit, the 211 operator would be well-versed in the characteristics of human service transportation providers for which the individual might be eligible, Calaveras Transit, and the connecting transit services (e.g., eligibility requirements, service areas, hours of operation, connections with other transit providers), so the operator could help the caller tailor a transportation plan to suit their needs.

**Transportation Summit for Transportation Providers and Agencies**

*Needs addressed by strategy: Need for more information and training; Need for service connectivity and schedule coordination; Problems with public transit reliability; Difficult to link childcare and work trips*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Facilitates regional coordination</li> <li>• Allows agency representatives to meet face-to-face to share program information</li> <li>• Ensures program information is updated and ready to distribute and discuss</li> <li>• Benefits transit agencies and human service organizations</li> </ul>	<ul style="list-style-type: none"> <li>• Requires commitment from agencies to attend and participate</li> <li>• Requires lead organization to take responsibility for developing program and hosting summit</li> </ul>

Sharing of information about programs and transportation services is one of the benefits that was derived in the process of developing the Coordinated Public Transit-Human Services Transportation Plan. Although representatives of agencies meet from time to time in different forums to share information about client needs, health care needs, educational opportunities and funding issues, outside of the SSTAC, few opportunities exist for agency staff to convene to discuss coordination of services based on transportation. Furthermore, many agency staff are unaware of the availability of public transit services or complementary human service agency transportation programs that might benefit their own clients.

Bringing together the array of transportation providers and agency staff at a transportation summit is a recommended strategy to provide information via word-of-mouth. The summit could include travel training information, materials from each of the transportation programs that serve the residents of Calaveras County, a roundtable on transportation coordination issues (and opportunities to implement elements of this plan), and could even feature discussions on volunteer recruitment (for the volunteer driver program), and development of a campaign to spread the word about the transportation programs that exist.

**Expansion of Existing Volunteer Driver Program**

*Needs addressed by strategy: Limited service frequencies; Limited transit coverage; Limited transit service hours; Need services for out-of-county medical trips; Problems with pedestrian environment and accessibility*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Increase schedule flexibility and reduce costs</li> <li>• Develop program advocates in community</li> <li>• Volunteers can provide physical and emotional support to riders</li> </ul>	<ul style="list-style-type: none"> <li>• Recruiting and retaining volunteers can be challenging and requires ongoing effort/attention</li> <li>• Some shifts are hard to cover with volunteers</li> <li>• Fuel costs and vehicle insurance can prohibit use of volunteers</li> <li>• Insurance coverage may limit participation for some</li> <li>• Most volunteer drivers are limited to ambulatory passengers</li> </ul>

Volunteer driver programs provide transportation services to people who do not have access to a car. The service is for occasional trips, such as a trip to a regional supermarket, to treatment for a medical condition, job training/placement appointments or other needs. Formal volunteer driver programs have been very successful in California and are particularly appropriate for rural areas. Volunteer drivers would be required to have valid drivers' licenses and submit to a background check, as well as maintain a required level of insurance.

The service would be available for people unable to drive themselves, use the bus, or get a ride from someone else. Given limited transit service, volunteer drivers could fill a critical gap for important trips for highly dependent people. Reimbursing drivers fosters higher recruitment and increased longevity of participation.

The Volunteer Center of Calaveras’ successful driver program provides transportation for county residents who need assistance getting to medical appointments, shopping, or other destinations. Although drivers must reserve a ride two weeks in advance, about 150 individuals are registered to receive transportation services through the program and about 30 roundtrips are made each month. With this excellent program already in place, this strategy calls for an expansion of the program, allowing more Calaveras County residents to access the service. More riders means that more volunteer drivers will be required, as well as added scheduling capacity and more funding to pay volunteers a mileage or fuel reimbursement. An expanded program might allow for prospective riders to reserve a ride within a few days of their desired trip, rather than weeks in advance.

Expansion of the program would also allow the Volunteer Center to better market its Carpool to Dialysis program and other services offered, by reaching a broader spectrum of riders and more volunteers in Calaveras County.

**Specialized Shopper Shuttle Transportation Service**

*Needs addressed by strategy: Limited transit coverage; Limited transit service hours; Problems with pedestrian environment and accessibility; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Enhanced travel options, especially in areas that lack fixed-route service</li> <li>• Increases traveler independence</li> <li>• Potential to streamline fixed-route service</li> <li>• May reduce demand for paratransit services</li> </ul>	<ul style="list-style-type: none"> <li>• Funds must be secured for capital, administrative and operating expenses</li> <li>• Need to develop service, implementation and marketing plan</li> </ul>

A shopper shuttle service, sometimes referred to as a community service route, is a fixed-route, fixed-schedule service designed around the origins and destinations and needs of older adults and persons with disabilities. For example a shopper shuttle route could be scheduled to make a trip to a nearby supermarket. On Tuesdays, eligible riders in Valley Springs could get a ride to the Mar Val store and a return trip after an hour of shopping.

A shopper shuttle route can be an effective way to divert riders who would request deviations ¾ mile from the existing fixed routes to a lower subsidy service that also provides more convenience for certain trips. The focus of a shopper shuttle route is on front-door convenience at the expense of direct routing, providing highly personalized service.

In other communities, partial funding for these types of services is provided by grocery stores.

**Pedestrian Paths, Sidewalk Improvements, and Bus Shelter and Bench Program**

*Needs addressed by strategy: Problems with pedestrian environment and accessibility; Need for shelters and benches at bus stops; Limited service frequencies; Need for more information and training*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Provide safe pedestrian access in neighborhoods and between communities</li> <li>• Provide mobility options for short travel distances for pedestrians and persons using mobility devices</li> <li>• Facilitate safe access and provide safe waiting locations for people to access Calaveras Transit</li> <li>• Encourage transit use in inclement weather</li> <li>• Improve visibility and availability of information about transit services</li> </ul>	<ul style="list-style-type: none"> <li>• High capital costs</li> <li>• Shelters only serve a limited number of transit users</li> <li>• Costly to maintain</li> <li>• Not feasible in all locations</li> </ul>

Sidewalks and pedestrian paths allow residents to walk or use mobility devices to travel along highways, within small towns, or from their home to a bus stop. In addition to newly paved pathways, good pedestrian access requires safe crossings at intersections and along busy roads, and curb cuts and ramps where there are significant grade variations. Many streets in Calaveras County do not have complete sidewalks or sufficient lighting to ensure pedestrian safety at night. Bus stops are often not well illuminated and lack key amenities such as shelters and places to sit.

Some stakeholders suggested the value of multi-purpose pathways between communities that could be used by bicycles or golf carts, as a means for providing environmentally friendly access between towns. The long distances between communities in Calaveras County, however, suggest roadway modifications to provide safe access for bicycles would be an appropriate strategy, while walkways, sidewalks and pedestrian paths should be limited to the densest portions of the county.

Many communities have leveraged the additional funding necessary to provide these amenities by selling advertising space on bus shelters or through transportation impact fees on new development. New Freedom funds can be used for accessible bus stops and curb cuts.

New developments can be required to install completed sidewalks, especially to anticipate the need for people as they age, who may need to use canes and wheelchairs. Developments can also be required to install bus stops with shelters and places for people to sit, or to provide connecting pathways to existing transit routes. County transportation officials, in coordination with social service agencies and organizations for whose clients these transportation amenities will be especially important, should work together to advocate that these requirements be added to plans and zoning ordinances.

Part of this effort is already underway and should be continued in Calaveras County. The focus of the Calaveras County Bus Stop Improvement Program is to identify locations where bus shelters and benches are needed, recognizing that these amenities are important for the safety and comfort of the transit user. Calaveras County was awarded an FTA 5311(f) grant for bus stop improvements at the Government Center, Valley Springs, the Angels Camp Transfer

Location on Monte Verde Street, and in Mokelumne Hill. The County is applying for an FTA 5317 New Freedom grant for four additional bus stop improvements for FY 2010. The county also plans to construct additional shelters in FY 2009 with monies from the Proposition 1B program.

The main constraint to implementing sidewalks is funding. Installation of sidewalks is very expensive (\$500,000 per block) and requires coordination between departments and agencies for street design, walkways, curbs, gutters, etc. Funds for maintenance of sidewalks must also be secured.

**Replacement and Expansion of Vehicle Fleet and Capital Equipment for Transportation Programs and Transit Agencies**

*Needs addressed by strategy: Limited service frequencies; Limited transit coverage; Limited transit service hours; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Reduced operating costs when older vehicles are replaced by new vehicles</li> <li>• Improved service reliability</li> <li>• Allows agencies to address needs and gaps by increasing service capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Competitive process for capital funds to replace vehicles</li> <li>• Requires agency staff time to purchase and integrate new vehicle(s) into fleet</li> <li>• Agencies must secure funds to operate new/expansion vehicles</li> </ul>

Vehicle replacement is critical for the continued operation of public and agency transportation service. As vehicles age, they become less reliable and have higher operating costs because they are less efficient and require more maintenance. All transportation providers must replace vehicles, and some must expand their fleets to address higher levels of demand.

Organizations and agencies for which this would be an appropriate strategy include Calaveras Transit, WATCH, VMRC (for its contract providers), Calaveras County Behavioral Health Services, ARC of Amador and Calaveras, and other human service transportation providers that address the needs of older adults, low-income residents and people with disabilities.

Implementation of this strategy entails a collaborative approach among local human service transportation providers and/or sponsors to develop a county-based or regional program to replace or expand capital equipment. Components of a capital improvement program would include the following:

- Identification and prioritization of transit facilities needing improvement
- Identification and prioritization of bus stops or transit centers needing improvement to enhance their usability, such as installation of shelters, benches, curb cuts, etc.
- Modification of bus stops to ensure their accessibility for wheelchair users
- Schedule for replacement of vehicles operated by local nonprofit agencies funded with FTA Section 5310 funds
- Development of an expansion plan to increase operators’ fleets; identification of applicable fund sources

- Identification and prioritization of other capital equipment such as computerized scheduling and dispatching program, enhanced telephone or communication systems, or vehicle modifications needed to meet air quality standards

**Program Monitoring and Driver Training**

*Needs addressed by strategy: Need for more information and training; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Improve quality of service</li> <li>• Ensure drivers meet all training requirements</li> <li>• Facilitate public understanding of training resources</li> <li>• Improve accountability of Calaveras Transit to public</li> </ul>	<ul style="list-style-type: none"> <li>• Requires additional staff and/or volunteer resources</li> <li>• Requires additional expenses.</li> <li>• Time-consuming to evaluate service</li> <li>• Requires accurate and accessible data</li> </ul>

The safety of passengers, whether they are riding in a bus, paratransit vehicle, van or personal car, rests in the hands of the driver. Driver training is a key component of transportation services; however, in California, training requirements vary depending on the type of vehicle operated.

In California, the Commercial Motor Vehicle Safety Program was enacted to improve traffic safety on state roadways. As a result, California has developed licensing and testing requirements for drivers of commercial vehicles that equals or exceeds federal standards. The State defines “commercial vehicle” to include any vehicle that is designed, used or maintained to carry more than 10 passengers, including the driver, for hire or profit, or that is used by any nonprofit organization or group. In order to operate a commercial vehicle in California, the driver must obtain a commercial drivers license

Specific basic and ongoing training requirements, as well as the class of license and type of endorsement, are triggered by the type of vehicle operated. The required number of hours for original training for drivers varies from eight hours (paratransit vehicle) to 40 hours (school bus, GPPV). Renewal training requirements differ as well, ranging from two to ten hours per year. Volunteer drivers using cars or minivans are not required to participate in any training, although many agencies recommend defensive driver classes for their volunteers.

Ensuring all drivers have ongoing driver training as required by law, as well as sensitivity training and training in the agency’s policies and procedures, will provide a higher level of transportation service for seniors, people with disabilities and low-income Calaveras County residents. A coordinated training program could be implemented that would meet the highest levels of training requirements for driver education and thus would satisfy needs for all classes of licenses and endorsements. However, it is likely that small agencies whose drivers only need eight hours of training would be reluctant to participate in a longer and thus more expensive program.

Even with a solid driver training program in place, service should be evaluated to ensure driver safety, courtesy and reliability. Conducting intercept surveys or distributing surveys on buses is one means of evaluating services. At senior centers and human service agencies, an intercept/handout survey can be used to gather information from a mix of users. A driver-administered on-board survey is used by many transportation programs when they want to

better understand the travel behavior of their customers. Such a survey can be very effective because it provides insight into how Calaveras Transit can better address the needs of persons who use it. Surveys would be distributed to passengers who would in turn complete them on the bus and return them to the driver.

### Medium Priority Strategies

Medium priority strategies are opportunities worthy of further evaluation. In some cases, they may be easy to implement, but have less of an impact in terms of meeting the needs of the plan’s target populations. Some of the strategies require extensive planning, and funding of the strategy may be a challenge.

#### Childcare Ambassadors at School Bus Stops

*Needs addressed by strategy: Limited service frequencies; Difficult to link childcare and work trips*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Allow for linked trips and shorter travel times</li> <li>• Coordinated effort between schools/childcare centers and transit agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Requires commitment from schools to participate</li> </ul>

Stakeholders talked about the challenge faced by parents who use transit when dropping off children at school or childcare. Buses are not able to wait for parents to escort children into childcare centers or schools, so often parents must escort their child into the school and then return to the bus stop to wait for the next bus, which sometimes takes an hour or more.

This strategy encourages schools and daycare centers to work with parents and Calaveras Transit, to have a school representative at the bus stop to escort the children into the building. The bus driver could call ahead to the school to let staff know that an escort or ambassador is needed.

#### Taxi Service (Subsidized and/or Wheelchair-Accessible)

*Needs addressed by strategy: Limited service frequencies; Limited transit coverage; Limited transit service hours; Need services for out-of-county medical trips; Problems with pedestrian environment and accessibility; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Provide same-day service</li> <li>• Effective for unanticipated travel and evening and weekend hours</li> <li>• Effective for trips outside of service area</li> <li>• Offer way to set/control subsidy per trip</li> <li>• Effective in low-density areas</li> </ul>	<ul style="list-style-type: none"> <li>• Requires good communication among all parties</li> <li>• Need to establish fraud-protection mechanisms</li> <li>• Dearth of taxi companies in Calaveras County</li> <li>• Dearth of accessible taxicabs</li> </ul>

Attracting taxi service to Calaveras County has been a challenge, but at least one provider operates service and services could be expanded or additional taxi providers could be enticed to offer service if a taxi subsidy program is implemented. A taxi subsidy program typically involves an arrangement between a sponsoring organization and a participating taxi company or

companies. These programs accept and accommodate requests from registered customers, clients, or residents, and accept vouchers provided by the sponsoring organization to riders as partial payment for the trip. Most taxi subsidy programs focus on seniors and/or persons with disabilities residing within specific service areas, but some are available to general public residents as well. Human service agencies that employ this strategy generally limit taxi subsidies to agency clientele or program participants.

Under a taxi subsidy program, riders are issued taxi scrip/vouchers to pay for part of their trip. In some cases, taxi programs can establish a direct-billing arrangement with the agency. A taxi subsidy program allows people to make a trip that might not be served by transit and pay a lower rate than they would otherwise pay (if they were paying full taxi fares).

In some communities, taxis are also contracted to offer after-hours service for the general public, or to provide trips in areas where it would not be cost-effective for the transit agency to operate.

**Evening and Weekend Public Transit Service**

*Needs addressed by strategy: Limited service frequencies; Limited transit service hours; Need for service connectivity and schedule coordination*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Enhance customer accessibility, mobility and convenience</li> <li>• Provide opportunities to additional mobility options and greater ease of travel</li> <li>• Job access for employees with swing-shift and service jobs</li> <li>• Increases travel options and travel flexibility for shopping and recreation</li> </ul>	<ul style="list-style-type: none"> <li>• Additional funding required to operate additional hours</li> <li>• Requires educating and training staff and customers to maximize benefits associated with cost</li> <li>• Requires weekend driver, dispatcher and maintenance staffing</li> <li>• Need to develop service and implementation plans</li> </ul>

Many stakeholders indicated they thought there would be significant value to operating public transit service on weekends. Although college classes are primarily weekdays and many people use Calaveras Transit for social services that are provided on weekdays only, a key market for Calaveras Transit is to address service sector commuters. The service sector (shopping, restaurants, etc.) runs seven days a week. For the system to be useful for these workers, it must be useful on all of the days when they may need to work. Many systems that run on Saturday post about the same ridership as on weekdays; many systems have a higher ridership – per unit of service – on Saturday than on weekdays.

Providing expanded transit service may help increase community members’ access to life-enhancing opportunities, such as job training or other social services. Many low-income people, in particular, have mobility issues that are not being addressed.

Service on Saturday, or both Saturday and Sunday, could be more limited than weekday service, and hours and frequencies could be reduced if needed. Evening service, has a more limited market, especially during the winter when more of the evening hours are dark. The service is most useful for people getting back from jobs or classes, but can also be used for recreational purposes.

**Transit Service Enhancements**

*Needs addressed by strategy: Limited service frequencies; Limited transit coverage; Limited transit service hours; Need services for out-of-county medical trips; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Allow for local connections to regional transit routes, enhancing mobility for local residents</li> <li>• Provide more effective and efficient transportation</li> <li>• Provide greater transportation coverage</li> <li>• Improve service reliability</li> <li>• Improve consistency of service</li> </ul>	<ul style="list-style-type: none"> <li>• Additional funding required to operate additional hours</li> <li>• Need to develop service and implementation plans</li> <li>• Additional services may not merit the ridership needed for the service to be efficient</li> </ul>

Transit service enhancements are among the highest community priorities as determined through interviews with community stakeholders. Calaveras County residents, employers and agencies would like to see more frequent bus service, and improved intercounty bus service.

Providing more frequent transit service may help increase community members’ access to life-enhancing opportunities, such as job training or other social services. Many low-income people, especially those living in the most rural portions of Calaveras County have mobility issues that are not being addressed by the current transit services. Transit service can be enhanced through the following means:

- **Increase service frequency:** Long headways mean that riders must often wait for long periods of time when making transfers or making a return trip. Improving service frequencies was identified as a priority by a significant number of stakeholders.
- **Expand service area:** Many stakeholders identified increased transit service coverage as one of the greatest needs because many people reside in communities that are outside of the ¾-mile deviation zone for Calaveras Transit. Specific areas for expanded or more frequent service suggested by stakeholders include the communities outside Valley Springs and the area between Mountain Ranch Road and Rail Road Flat.
- **Additional out-of-county services:** Calaveras Transit is praised for the service it offers beyond the county line. Nevertheless, stakeholders suggested additional services could be provided, including services that specifically target out-of-county medical trips to Modesto or Stockton, eliminating the transfers to other operators that are currently required.
- **Introduction of dial-a-ride service:** In areas that are not effectively served by route deviations, Calaveras Transit could implement dial-a-ride service for eligible riders. Dial-a-rides could be used as feeders to regularly scheduled fixed-route transit buses.

Identifying specific areas where service enhancements will benefit residents should be done through the Unmet Transit Needs process and through the development of the Short Range Transit Plan.

**Ambassador/Assistant on the Bus**

*Needs addressed by strategy: Need for more information and training; Problems with pedestrian environment and accessibility*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Uses volunteers to assist riders using Calaveras Transit</li> <li>• Provides proactive outreach to welcome riders aboard buses</li> <li>• Provides assistance to some riders beyond what the drivers can offer</li> </ul>	<ul style="list-style-type: none"> <li>• Recruiting and retaining volunteers can be challenging and requires ongoing effort/attention</li> <li>• Some routes/hours are hard to cover with volunteers</li> <li>• Ambassador training program is required</li> </ul>

Ambassador programs help people overcome their fear of transit by matching new customers with a buddy who helps them learn how to read schedules, understand routes, transfer, and use wheelchair lifts. They also provide additional assistance to riders if needed.

Ambassadors are a group of volunteers, often seniors or physically disabled themselves, who travel with new users and also help raise overall transit awareness. Ambassadors give transit riders personalized, customized attention to help people become regular transit riders. While ambassadors must undergo a training process, they are usually regular transit riders and already very familiar with the system.

Those interested in the program call the transit agency and undergo a pre-travel interview with an ambassador, who then reports whether the potential customer seems able to ride fixed route transit. An ambassador’s role may be meeting the individual at their home and waiting with them to ride the bus and travel to the supermarket, perhaps even providing assistance at the market.

The Napa Valley fixed route VINE trains its ambassadors for eight hours initially, and incorporates ongoing training exercises into its bi-monthly meetings with ambassadors. VINE’s ambassador program, which has been in effect for more than 15 years, is staffed by one administrator.

An ambassador program should offer basic training to people who are willing to serve in the capacity of ambassadors of public transportation. This program would also serve as a central point of information for those willing to help, as well as those who are seeking assistance.

**Formal Rideshare Program**

*Needs addressed by strategy: Limited transit coverage; Limited transit service hours*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Offers potential commute cost savings to individuals</li> <li>• Provides commute option to individuals without access to automobile or unable to ride transit</li> <li>• Reduces highway/road congestion</li> <li>• Assists individuals to find transportation solutions that meet their needs</li> </ul>	<ul style="list-style-type: none"> <li>• Low density communities can make it more difficult to find rideshare matches</li> <li>• Requires at least one participant to have drivers' license and insurance</li> </ul>

Regional ridesharing is a form of public transportation in which more than one person shares the use of the vehicle, such as a van or car, to make a trip. The most common types of ridesharing are "carpooling" and "vanpooling."

Carpooling is when two or more people share a ride, usually taking turns driving their own vehicles. Carpooling is a flexible and convenient way to travel with minimal commitment. Vanpooling is more formalized than carpooling. Official vanpools have between seven and fifteen passengers including the driver (who usually rides for free), and the vehicle may be owned by one of the vanpoolers or leased from a vanpool rental company.

Calaveras County currently participates in a rideshare program known as Foothill Rideshare Services. Foothill Rideshare provides ridematching services and serves as a clearinghouse for information and resources related to alternative commute modes, such as public transit. In addition, CCOG's effort to showcase the benefits of carpooling through the purchase of a hybrid automobile further illustrates the value of ridesharing in Calaveras County.

Ongoing participation in this ridesharing program has the potential to address the regional transportation needs of many of Calaveras County's low-income residents who may be commuting to jobs in Amador or Tuolumne Counties, as well as find ridesharing opportunities for Calaveras County residents traveling within the county.

**Low Priority Strategies**

**Make Retired Vehicles Available to Human Service Agencies; Provide Maintenance Assistance**

*Needs addressed by strategy: Limited service frequencies; Limited transit coverage; Limited transit service hours; Need services for out-of-county medical trips; Problems with public transit reliability*

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Offers vehicles for agencies that need them</li> <li>• Saves capital expenses for vehicle purchases</li> <li>• Offers back-up vehicle to agencies with existing fleet</li> <li>• Promotes coordination between agencies and Calaveras County</li> </ul>	<ul style="list-style-type: none"> <li>• Costly maintenance to public agencies</li> <li>• Maintenance providers unable to monitor vehicle use</li> <li>• Not all vehicles may be accessible</li> </ul>

One strategy identified by CCOG and stakeholder organizations is to sell or donate old vehicles and equipment to various agencies in the county. For example, it was suggested that vehicles could be donated for the senior center to use, or a vehicle could be kept at the volunteer center. Agencies were enthusiastic about this opportunity until the issue of maintenance arose, recognizing that, in many cases, the reason vehicles are discarded is because they are no longer efficient and/or have high maintenance costs.

To make this strategy feasible for the recipients of vehicles, agency representatives suggested that the county or Calaveras Transit could provide low-cost maintenance for the vehicles. However, another option would be for the agency itself to be responsible for maintaining the vehicle it receives or using consolidated maintenance services provided by the county, but not offered at a discount.

This strategy would benefit an agency that is unable to get a grant for 5310 funds to purchase a new vehicle, providing equipment that might otherwise be very costly. It also offers agencies a back-up vehicle that can be used when other vehicles are in service or a vehicle is being repaired. Nevertheless, some agencies may prefer to secure a more reliable, new vehicle instead of relying on a hand-me-down.

A consolidated vehicle maintenance program would offer a benefit to participating agencies. Consolidated maintenance through Calaveras County more fully utilizes existing facilities and staff by making services available to organizations and agencies. A key element in successful consolidated vehicle maintenance programs typically is the pay-for-service approach, which requires agencies to be billed at full cost plus markup, thus ensuring sustainability of the service. There would be little incentive for Calaveras County to provide maintenance at a reduced expense on vehicles it has discarded.

**“Try Transit Free” Promotions**

*Needs addressed by strategy:* Need for more information and training

Expected Benefits	Potential Obstacles
<ul style="list-style-type: none"> <li>• Encourage people to ride transit</li> <li>• Familiarize more people with Calaveras Transit</li> <li>• Increase ridership</li> </ul>	<ul style="list-style-type: none"> <li>• Lost fare revenues</li> <li>• Staff effort to promote special event</li> </ul>

In addition to providing comprehensive transportation information in Calaveras County, many stakeholders suggested incentives to encourage transit ridership are warranted. In the past, Calaveras Transit has conducted special events to encourage ridership, and continuing these special events may be warranted. As an element of providing enhanced information about public transit and other transportation services as described above under high priority recommendation, a related strategy is for Calaveras Transit to continue to offer incentives and conduct special events to encourage riders to try transit and become acquainted with the service.

# Chapter 7. Implementation Plan for Recommended Strategies

## Introduction

Calaveras County transportation providers have a number of opportunities to implement strategies that improve coordination among agencies and enhance mobility for seniors, people with disabilities and low-income individuals and families. To implement the strategies, it is important to identify the specific issues to be addressed, who would be involved in implementation, what the costs would be, and where funds might be available. In some cases, implementation efforts may involve pilot projects, or experiments to test various approaches.

## Implementing the Strategies

This section addresses implementation steps for the strategies identified in Chapter 6.

### **Program Administration**

Implementation of the recommended program strategies is a responsibility of the various agencies in Calaveras County, as well as CCOG. As the designated Regional Transportation Planning Agency (RTPA) for the County of Calaveras and the City of Angels, CCOG is the designated planning and administrative agency for transportation projects and programs in the county.

Although this Coordinated Public Transit-Human Services Transportation Plan identifies an array of possible funding sources to aid in the implementation of the various strategies presented, the three key funding sources include the JARC program, the New Freedom program, and Section 5310 funds. All of these programs are administered by Caltrans, and CCOG has no direct role in the administration of these programs except for the disbursement of the funds in Calaveras County. CCOG recommends to Caltrans the programs that should be prioritized for Section 5310 based on funding requests from entities within the County, and CCOG and Caltrans prioritize applications that are consistent with strategies and needs identified in the Coordinated Public Transit-Human Services Transportation Plan. The selection of projects for funding under the JARC and New Freedom programs is evaluated by Caltrans.

CCOG will also play a role in program administration, because they are responsible for allocating TDA funds and adopting the Coordinated Public Transit-Human Services Transportation Plan.

Effective program administration is a crucial factor in ensuring the ongoing success of each new program implemented based on the strategies defined in this plan. As a first step, a sponsor or lead agency needs to be designated to manage each project. The lead agency would most likely be responsible for the following:

- Apply for grant funding and develop a program budget
- Develop program policies and guidelines
- Establish program goals and objectives, and define desired outcomes

- Provide ongoing supervision or program oversight
- Monitor actual performance as compared to program objectives
- Report on program outcomes and communicate to project stakeholders

Later in this chapter, for each of the highest ranked strategies, a lead agency is suggested; however, in some cases numerous entities could serve in this capacity. The lead agency should have the administrative, fiscal and staffing resources needed to carry out the program on an ongoing basis.

Through workshops and the development of the inventory, it was noted that various organizations in the county have skill or experience in scheduling and dispatching; maintenance; providing information and referral or marketing; volunteer recruitment; and planning and programming (see Figure 7-1). These agencies could be called upon to offer their skills or share resources with the appropriate lead agencies and organizations, facilitating the implementation the strategies defined in this plan.

**Figure 7-1 Agency Functional Skills and Resources**

Routing, Scheduling, and Dispatching	Maintenance Services	Customer Information, Referral, and Marketing	Volunteer Recruitment	Planning and Programming
<ul style="list-style-type: none"> <li>• Calaveras Transit</li> <li>• Blue Mountain Transit</li> <li>• Volunteer Center of Calaveras (for volunteer drivers)</li> <li>• School districts</li> </ul>	<ul style="list-style-type: none"> <li>• Calaveras County</li> <li>• Blue Mountain Transit</li> <li>• School districts</li> </ul>	<ul style="list-style-type: none"> <li>• Calaveras Transit</li> <li>• Foothill Commuter Services</li> <li>• Area 12 Agency on Aging</li> <li>• Behavioral Health</li> <li>• Calaveras COG</li> </ul>	<ul style="list-style-type: none"> <li>• Volunteer Center of Calaveras</li> <li>• Schools</li> <li>• GAP-Catholic Charities</li> </ul>	<ul style="list-style-type: none"> <li>• Calaveras COG</li> <li>• Amador-Tuolumne CountyAction Agency*</li> </ul>

\*Although not within Calaveras County, A-TCAA is developing the 211 program for the county.

### Decision-Making Process

In addition to the staff administering the service or program (derived from the strategies) policy oversight is essential for formal decision making. This function could rest with the CCOG Board and/or the boards of any of the agencies taking a leadership role in the implementation of strategies.

There is no permanent coordination body to carry forward some of the coordination activities that are encouraged in the various strategies. Although the SSTAC focuses on the array of transportation issues that arise in Calaveras County, coordination has not specifically been one of the SSTAC’s primary areas of focus. The SSTAC provides a forum, however, for sharing information and building consensus on strategies and tools. A new group could be established for the continuation and enhancement of coordination activities, or these responsibilities could be assigned to the SSTAC. Another potential strategy could be to conduct a coordination meeting that follows regular SSTAC meetings. Establishing a permanent coordination committee, or including an agenda item on coordination for future SSTAC meetings would further develop and formalize ongoing communication and discussions held during the process

of developing this plan. It also acknowledges that ongoing collaborative relationships are crucial to promoting countywide coordination and providing guidance in how to implement the recommended strategies.

Conducting a transportation summit, one of the strategies identified in Chapter 6, could serve as an opportunity to bring together organizations that may be interested in an ongoing role in coordinating service, cultivating a coordinated decision-making process appropriate for Calaveras County.

## Service Standards

To ensure that programs developed from this Coordinated Plan are effective, it is recommended that agencies coordinating services or receiving any of the funding sources identified in this plan develop and adopt a set of standards and benchmarks that can be monitored and measured to provide a framework for effectively managing and evaluating services. While specific standards will vary depending on the service and operating environment (i.e., volunteer driver program versus transit service), standards are recommended to monitor (1) efficiency and (2) service quality and reliability. Service performance should be monitored by the lead agency for each program and data should be reported to participating agencies, the SSTAC and the CCOG Board.

**Efficiency standards** use operational performance data to measure the performance of a transportation program or transit system. Monitoring operational efficiency and productivity requires data such as operating cost, cost recovery (or farebox revenue recovery), vehicle revenue miles, vehicle revenue hours and information about boardings or the number of individuals served by the program.

Many small transportation programs do not have the staff resources to collect and analyze a broad range of performance data. Thus, a few key indicators provide agencies with a good picture of how well service is doing:

- **Operating Cost per Rider/Program Participant:** Calculated by dividing all operating and administrative costs by total people using the transportation program.
- **Operating Cost per Revenue Hour:** Calculated by dividing all operating and administrative costs by the total number of revenue hours (with revenue hours defined as time when the vehicle is actually serving consumers).
- **Passengers per Revenue Hour:** Calculated by dividing the total number of people using the program by the total number of vehicle revenue hours. The number of passengers per hour is a good measure of service productivity so CCOG can compare different types of programs and evaluate which is the most efficient.
- **Cost Recovery or Farebox Recovery Ratio:** Calculated by dividing all revenue (farebox and donations) by total operating and administrative costs. This evaluates both system efficiency (through operating costs) and productivity (through total number of consumers served).

It is also possible to measure and monitor **service quality and reliability**. Recommended reliability standards include:

- **On-Time Performance:** For transit, this can be monitored by supervisors and trip logs. For volunteer programs or taxi services, users can report the information in surveys.

- **Complaints/Individual Served:** Requires the systematic recording of passenger complaints. **Compliments/Individual Served** can also be monitored to provide feedback on the personalized service provided by ambassadors, volunteers and drivers.
- **Road Calls/Revenue Mile Operated:** For transit services, a high number of road calls reflects poor bus reliability and may indicate the need for a more aggressive bus replacement program or changes to maintenance procedures and practices.
- **Percentage of Repeat Riders/Users:** To evaluate the effectiveness of a personalized transportation program, the total proportion of individuals using the service on a regular basis gives an indication of consumer loyalty, comfort and familiarity with the program.

Other standards can be developed to evaluate the effectiveness of informational materials and outreach tools, and the general level of mobility in the community. Each program manager is encouraged to develop standards and monitor program progress in achieving the standards.

## Facility Needs

The overall inventory of transportation providers, which excludes school district transportation programs, shows two buses that carry 30 or more passengers and six buses that carry as many as 20 passengers, both part of the Calaveras Transit fleet. In addition, the various agencies operating transportation programs and services own about 16 vans, 14 minivans/SUVs and a few cars. Virtually all of the vehicle maintenance in Calaveras County is contracted out to various contractors and local service shops. MV Transportation, the contractor for Calaveras Transit, provides maintenance for the Calaveras Transit fleet.

Given current operations, no significant need has been defined for expanded or new facilities. Nevertheless, agencies in Calaveras County may wish to consider consolidation of some maintenance functions to reduce costs and enhance the level of transportation coordination within the county. A consolidated vehicle maintenance program is identified as one of the low-priority strategies in Chapter 6.

The goal of a consolidated maintenance program would be to more fully utilize existing facilities and staff by making services available to organizations and agencies that require a level of technical maintenance expertise beyond what may be available to them. Consolidated maintenance agreements can provide high quality skills and facilities as well as other benefits, including the following:

- **Unique Expertise:** A centralized maintenance program that services paratransit-type vehicles (typically cutaway buses) develops specialized technical expertise not usually available from commercial repair shops. This expert knowledge extends to serving wheelchair lifts, fareboxes, tiedown systems, brake interlock systems, electrical systems and cutaway chassis.
- **Service Availability:** The human service agencies in Calaveras County most frequently utilize their vehicles during normal business hours (Monday through Friday, from about 8:00 AM to 5:00 PM). Maintenance service that is offered evenings and weekends can minimize the need for organizations to cancel service while vehicles are in the shop or to postpone maintenance because there is no back up vehicle. Work schedules that are carefully designed can maximize the use of facilities while providing service geared to meet the needs of the customer.

- **Loaner Vehicles:** Small agencies often have difficulty maintaining routine maintenance schedules because they do not have backup vehicles. Thus, a day in the shop means a day without client transportation. A consolidated maintenance program can address this issue by providing a loaner vehicle of similar size and configuration while servicing the customer's vehicle. For example, retired buses, still fully functional but not able to take the heavy daily use required by public transit, can be used to provide this type of support. A loaner program allows agencies to continue to provide service while their vehicles are in the shop.
- **Centralized Record Keeping:** Sophisticated maintenance providers rely on software to ensure record keeping is in compliance with federal, state and local laws and regulations. In addition, maintenance software can track customer-specific data such as maintenance intervals, costs, vehicle replacement timing, and life cycle costs. This level of detail is often far beyond what human service agencies maintain.
- **Fueling:** Consolidated fueling from a centralized location also can be a benefit to nonprofit agencies. A fueling program can result in lower fuel prices as a result of bulk purchasing as well as guaranteed availability in time of shortage. It also allows for careful monitoring of fuel usage.
- **Consolidated Purchasing:** A consolidated maintenance agreement can include combined purchasing of commodities such as tires. Cost savings can be realized when several agencies join together to order supplies and equipment.
- **Liability Coverage:** The maintenance provider routinely obtains garage keeper's liability insurance coverage to protect the customer organizations doing business with the organization. This coverage is standard for repair shops. It is readily available in the insurance market. Such coverage insures an agency's vehicles while they are in the care and custody of the maintenance provider.

Given the county's proximity to Tuolumne County, where similar maintenance opportunities were identified, consolidating maintenance functions across county lines could offer cost-savings benefits for both Calaveras and Tuolumne Counties.

## High Priority Strategies

Figure 7-2 illustrates each of the high priority strategies discussed in Chapter 6. Information presented includes the name of the strategy; an appropriate agency or organization to develop a more detailed plan and implement the strategy; basic guidelines for an implementation timeframe; approximate costs; cost-effectiveness; and potential funding sources:

- **Lead Agency or Champion:** As appropriate, an agency is listed to take the lead in implementing the strategy. Agencies were identified based on skills shown in Figure 7-1, interest among agency leaders, or a role that agencies are already playing that is related to the strategy. For example, for a volunteer driver program, the Volunteer Center expressed interest in continuing its role in this capacity if additional funding were available to provide additional trips.
- **Implementation Timeframe:** Some ongoing projects already have a defined implementation timeframe. For example, 211 in Calaveras County is already planned for implementation over an 18-month period. For some strategies, timeframes are estimated based on experience with similar efforts in other counties.

- **Order of Magnitude Costs:** Where specific cost information is available, costs have been included based on already-budgeted amounts. When unavailable, costs are estimated based on the assumed scope of the strategy.
- **Cost-Effectiveness of Strategy:** When strategies were prioritized in Chapter 6 based on the evaluation criteria, cost-effectiveness was one of the considerations in ranking a priority as “high” with regard to ease of implementation. Although some strategies may be more costly than others, certain no-cost and low-cost strategies may be easiest to implement in the short-term. More costly strategies are ranked as high when they positively impact the mobility needs of large numbers of seniors, people with disabilities, or low-income residents.
- **Potential Funding Sources:** Refer to Chapter 1 for a basic list of funding sources that might be available to fully or partially implement each strategy. In some cases, other funding sources are listed based on existing contributions for similar programs in Calaveras County.

**Figure 7-2 Implementing High Priority Strategies**

Strategy (to address need/gap)	Lead Agency/ Champion	Implementation Timeframe	Order of Magnitude Costs (Capital or Operating)	Cost-Effectiveness of Strategy	Potential Funding Sources	Comments
Comprehensive public information program	Calaveras COG and Calaveras County	6 months	\$15,000 per year for staff time and materials	High	TDA; agency donations; advertising revenues; in-kind services; private sector sources	Can build upon the strengths of existing Calaveras Transit information and integrate information about all transportation programs.
211 with transit and service information	Amador-Tuolumne Community Action Agency and Behavioral Health	18 months for roll-out in Calaveras County; expected implementation by January 2010	\$50,000 per year in operating costs, minor equipment costs (using switching equipment in Sacramento)	High	United Way; First Five; Behavioral Health (suicide prevention funds); S.H. Cowell Foundation; Calaveras Community Foundation; Irving J. Symons Foundation; California Consumer Protection Foundation; California Community Technology Foundation	System currently being developed using low-cost VOIP hardware. Calaveras Transit and other providers will need to coordinate with 211 to develop informational tools.
Transportation summit for transportation providers and agencies	Calaveras COG	Up to 3 months to organize/prepare materials; completion by January 2009	\$2,000 for facility rental, marketing/training materials preparation, (excludes staff time)	High	TDA; agency and private donations; health and human service agency funding	A transportation summit is proposed as an annual event.
Expansion of existing volunteer driver program	Volunteer Center	10 months for recruitment of volunteers, developing program guidelines and securing additional funding	\$47,000 per year for volunteer programs; approx. \$33 per one-way trip	Medium	United Way; Calaveras Community Foundation; ARC; Calaveras County; Jackson Rancheria; private donations; FTA 5316 (if serving disabled); Health and Human Services funds	Provide about 60 one-way trips, per month; average trip distance is 12 miles. Cost assumes doubling program size and continuing reimbursement of 37.5¢ per mile.
Specialized shopper shuttle transportation service	Calaveras Transit	6 months for planning, marketing, securing private funds, implementation	\$35,000 per year in additional operating costs	Medium	FTA 5317, FTA 5311, FTA 5311(f), FTA 5310, TDA, fares, and donations	Cost based on 12 additional transit service hours per week at \$58 per hour.

Strategy (to address need/gap)	Lead Agency/ Champion	Implementation Timeframe	Order of Magnitude Costs (Capital or Operating)	Cost-Effectiveness of Strategy	Potential Funding Sources	Comments
Pedestrian paths, sidewalk improvements, and bus shelter and bench program	Calaveras COG and Calaveras County	Bus shelter and bench program ongoing through FY 2010; paths and sidewalks may take up to five years	\$424,000 for implementation of bus stop program; sidewalks at approx. \$100 per 5' x 5' section.	Medium	FTA 5311(f), FTA 5317, Proposition 1B, TDA, public works funding; private employers; adverting revenues	Bus shelter and bench program is underway and is planned for completion in FY 2010. Sidewalk/path enhancement programs may be developed further in community-based planning process.
Replacement and expansion of vehicle fleet and capital equipment for transportation programs and transit agencies	Calaveras Transit, WATCH, ARC, HRC, Mark Twain St. Joseph's Hospital, Valley Mountain Regional Center, others	10 months for equipment replacement; ongoing	\$20,000 to \$250,000, per vehicle, depending on vehicle type.	Medium	FTA 5310, FTA 5311	Ongoing vehicle replacement is warranted for all nonprofit providers and Calaveras County. Expansion vehicles should be secured based on need.
Program monitoring and driver training	Calaveras Transit, Blue Mountain Transit	Ongoing	\$10,000 per year for training and monitoring	Medium	TDA	Assumes implementation of more formal training and monitoring programs.

## **Comprehensive Public Information Program**

Calaveras COG and Calaveras County are best equipped to take the lead on the developing a comprehensive public information program. The County already prepares excellent transit information and provides a transit website. Integrating Spanish language tools, accessible formats and consolidated public information into the current information program should not be a significant challenge, although keeping it updated and distributing it to all key agencies may be. This strategy is highly cost-effective and can be completed in less than six months, but should be updated annually or whenever there are significant service changes. Operating costs are estimated at \$15,000 per year and the program can make use of TDA funds and agency donations.

## **211 with Transit and Service Information**

Implementation of the 211 program is already underway for Calaveras County, with Behavioral Health staff taking the lead for this forthcoming information and referral service that will offer everything from suicide prevention counseling to transit information at a cost of about \$50,000 per year. Under the leadership of the Amador-Tuolumne Action Agency, the plan is for a five-county regional broadband-based 211/information and referral database system and regional telemedicine program.

The 211 program plans to recruit and form a regional advisory committee made up of representatives from all five counties, and it is recommended that transit staff and transportation programs participate on this advisory committee. A 211 database will be developed in cooperation with regional human services agencies, and again, it is recommended that Calaveras Transit and the various human service transportation providers play a role in the development and maintenance of the database. Broader support has the potential for broader funding. Funders such as United Way and the California Consumer Protection Foundation only go so far. Dedicated transportation funds can ensure the ongoing support of 211 as a resource for transportation programs in Calaveras County. Full implementation is anticipated in 18 months.

## **Transportation Summit for Transportation Providers and Agencies.**

It is recommended that Calaveras COG take the lead on this strategy, a low-cost effort designed to improve the dissemination of information in the county, bring together agencies with similar concerns, dispel myths and rumors and build partnerships around the topic of transportation. This strategy can be accomplished in as little as three months and could be planned by the SSTAC to ensure a broad range of transportation issues are addressed by the summit. Private businesses should be approached to provide support and resources in exchange for recognition at the event. Total costs are estimated at about \$2,000 and can be funded with TDA planning funds, as well as agency and private donations.

## **Expansion of Existing Volunteer Driver Program**

To expand the existing volunteer driver program, a plan should be developed that details staffing needs, capacity, reimbursement, insurance requirements, and volunteer recruitment. It is uncertain what the latent demand for such a program may be given the modest levels of use of the existing program. The Volunteer Center of Calaveras is the appropriate agency to oversee the program, but this responsibility could be transferred to another agency or shared by two agencies. It is estimated that up to 10 months may be required to complete the program assessment and for recruitment of additional volunteers. New program guidelines will need to

be developed, and additional funding must be secured. The Volunteer Center's current annual budget is under \$25,000 for all programs and services provided. By nearly doubling the budget, up to \$47,000 per year, additional staffing will be available to schedule more trips and recruit more volunteers. The strategy assumes that volunteer drivers would continue to be reimbursed a moderate sum of 37.5¢ per mile.

Funding for this program can come from FTA 5316 funds, the United Way; Calaveras Community Foundation; ARC; Calaveras County; and private donations.

### **Specialized Shopper Shuttle Transportation Service**

Calaveras Transit would need to take the lead in the implementation of this strategy. Specific route schedules would need to be developed and funds would need to be programmed to cover the operation of additional services. For the introduction of new service, six months is typically required for planning, marketing, securing funds, and implementing the service. Total annual operating costs are estimated at \$35,000 based on 12 revenue service hours per week at \$58 per hour. Up to four separate routes would need to be developed, possibly in conjunction with specific supermarkets or shopping centers in Calaveras County. Funding for this strategy could come from New Freedom grants (FTA 5317), FTA 5311, FTA 5311(f), FTA 5310, TDA, fares, and private businesses.

### **Pedestrian Paths, Sidewalk Improvements, and Bus Shelter and Bench Program**

The total bus shelter and bench program is estimated to cost \$424,000, and the improvements by location are shown in Figure 7-5. Funding has been programmed using FTA 5311(f), Proposition 1B, and LTF. In addition, Calaveras County plans to apply for New Freedom (FTA 5317) funds because the bus stop improvement program significantly enhances transit access for people with disabilities while improving pedestrian safety for seniors, youth, and all other ridership groups. The program is scheduled for completion in FY 2010.

Although the County General Plan calls for sidewalk improvements, these have not yet been programmed. New sidewalks can cost up to \$500,000 for a large block. Pedestrian or mixed-use paths are also recommended. Potential funding sources include FTA 5311(f), FTA 5317, Proposition 1B, TDA and other sources of funds that can be used for public works capital projects.

**Figure 7-5 Calaveras County Bus Stop Improvement Program**

Bus Stop Location	Shelter and Receptacles	Bench	Surfacing Improvements	Estimated Cost
Government Center Transfer Stop	X	X	X	\$ 24,000
Angels Camp Transfer Stop	X	X	X	\$ 34,000
Valley Oaks Shopping Center	X	X	X	\$ 25,000
Treat Ave. Stop	X	X		\$ 12,000
Calaveras High School Stop	X	X	X	\$ 14,000
San Andreas Post Office Stop	X	X		\$ 18,000
Mokelumne Hill Stop	X	X	X	\$ 16,000
Frog Jump Plaza Shopping Center	X	X	X	\$ 14,000
Main Street Murphys Stop	X	X	X	\$ 20,000
Murphys Pharmacy Stop	X	X		\$ 14,000
Taylor Plaza Stop	X	X		\$ 14,000
West Point Community Hall	X	X	X	\$ 20,000
Arnold Post Office Stop	X	X	X	\$ 20,000
Big Trees Market Stop		X	X	\$ 14,000
La Contenta Shopping Center		X	X	\$ 14,000
Rail Road Flat Community Hall	X	X	X	\$ 20,000
Avery Stop		X		\$ 8,000
Glencoe Stop		X	X	\$ 15,000
Forest Meadows Stop		X		\$ 8,000
Douglas Flat Stop		X		\$ 8,000
Angels Camp Visitors Center		X		\$ 8,000
Scotts Junction Stop		X		\$ 8,000
Glory Hole Stop		X		\$ 8,000
Burson Stop		X		\$ 8,000
Wallace Stop		X		\$ 8,000
Jackson Transfer Stop (Raley's)		X		\$ 8,000
Columbia College Transfer Stop	X	X		\$ 20,000
Clements Stop		X		\$ 8,000
Lockeford Stop		X		\$ 8,000
Victor Stop		X		\$ 8,000
Estimated Project Total				\$ 424,000

Source: Calaveras County Department of Public Works, Calaveras Transit Annual Report (FY 2006/07)

### Replacement and Expansion of Vehicle Fleet and Capital Equipment for Transportation Programs and Transit Agencies

Vehicle and equipment replacement is a necessity for ongoing safe and reliable transportation operations. Fleet replacement, new dispatch equipment, and other capital needs may be necessary for Calaveras Transit, WATCH, ARC, HRC, Mark Twain St. Joseph's Hospital, Valley Mountain Regional Center, and any number of other transportation providers in Calaveras County. Most of these providers would be eligible for funding, depending upon the use of the vehicle, for FTA 5310 funding. Applications for FTA 5310 funds must be submitted to CCOG, which evaluates applications and submits them to Caltrans. Costs range widely from about \$20,000 for a sedan to \$250,000 for a large bus.

## Program Monitoring and Driver Training

Implementation of this recommended strategy can be accomplished through development of consistent training programs, in consultation with other transportation providers in Calaveras County, and monitoring of service quality through data collection, surveys, and consistent reporting. The transit operators (MV for Calaveras Transit and Blue Mountain Transit) would take the lead in ensuring their driver training programs are in compliance with state standards. They could also offer training for other agencies and organizations if they have capacity. They would be responsible for reporting the results of surveys and data to their policy boards or the agencies with which they contract. Ongoing training and monitoring is estimated to cost about \$10,000 per year and can be funded with TDA monies.

## Medium Priority Strategies

Medium priority strategies include a number of recommended programs that may be more costly to implement or were evaluated to have less of an impact on mobility for seniors, people with disabilities and low-income individuals than high priority strategies. As medium priority strategies, these are assumed to require more time to implement, and it may be more challenging to find funding for implementation of these coordination strategies. Figure 7-4 presents the medium priority strategies.

**Childcare ambassadors at school bus stops** can be arranged with individual schools to make it more convenient for parents to drop off students without having to go inside the school. **Taxi service** would be much more complicated to implement, and may require incentives so new taxi operators would be able to offer service in the county. Both existing and potential new operators would likely be interested in contracting to provide service as part of a subsidized taxi program. Incentives to help them purchase accessible vehicles could also be used to encourage their participation in a subsidized program.

**Evening and weekend public transit service** and the **various transit service enhancements** discussed in Chapter 6 will require additional analysis, and operating plans will need to be developed. There is no doubt that these expanded services would improve mobility options in Calaveras County, but analysis is needed to determine how cost-effective they can be. JARC funds may be available for certain evening and weekend services or route reconfigurations that improve access to jobs and job training. Service changes could be implemented within one year.

Having an **ambassador or assistant on the bus** may be easy to implement, but requires up to six months of lead time to develop the program parameters and train staff or volunteers. Calaveras Transit could develop the program in cooperation with the Volunteer Center or the transit agency could recruit high school students as part of a community service effort.

Finally, the **formal rideshare program** is included among medium priority strategies because, although implementation is the easiest of all of these (because Foothill Rideshare provides ongoing programming support), stakeholders felt that such a program has less of an impact on the mobility of the targeted population groups than any of the other strategies. Although the program is ongoing, it can certainly enjoy further support of Calaveras County agencies and businesses.

**Figure 7-4 Implementing Medium Priority Strategies**

Strategy (to address need/gap)	Timeframe	Comments
Childcare ambassadors at school bus stops	3 to 6 months	Requires schools and childcare centers to provide an escort from the bus stop to the school, allowing parents to stay on the bus and continue their journey to work. Requires development of a waiver form and program procedures.
Taxi service (subsidized and/or wheelchair-accessible)	1 year to develop subsidy program with taxi provider; may take up to 3 years to secure additional taxi providers	A taxi plan must be developed, which might include incentives to encourage taxi operators to provide service in Calaveras county. Training, contracts and payment procedures must be developed for a subsidized taxi program.
Evening and weekend public transit service	1 year to develop routing, staffing and operations plan; up to 2 years for funding and to secure additional staff if required	Should be implemented within 1 year if identified as an unmet transit need. Otherwise, transit plan should be developed with recommendations to address needs and provide additional service.
Transit service enhancements		
Ambassador/assistant on the bus	6 months	A formal ambassador program will require training of staff/volunteers; procedures for scheduling and providing assistance; training, development of bus passes for ambassadors.
Formal rideshare program	Ongoing	Foothill Commuter Services is already operational. Additional marketing to potential carpoolers/vanpoolers and to employers is recommended.

## Low Priority Strategies

Figure 7-5 illustrates the two low priority strategies. These were identified in Chapter 6 as being lower priority either due to complexity of implementation or effectiveness of the strategy in addressing the needs of the target populations. For example, **making retired vehicles available to human service agencies** in the county would be relatively easy to do, but maintenance costs could be high and agencies may not have the capacity to pay for required maintenance, resulting in the potential operation of unsafe vehicles. Although the idea to pass on retired vehicles is a good one and should be considered, it may be appropriate to do this on a pilot program basis, providing a vehicle to one agency in the county and making arrangements for maintenance costs to be paid by the agency. An alternative arrangement might be to provide such a vehicle for back-up purposes only. If the arrangement proves successful, the program could be expanded to offer vehicles to other agencies.

Promoting existing transit services through good marketing and sharing of information is the best strategy to build ridership. Nevertheless, special initiatives can be undertaken, such as a **“try transit free” promotion**. This promotion could be sponsored by a local business or organization that would pay the costs of the fares for a certain period of time, or if Calaveras Transit is able to increase its farebox recovery ratio, could be offered as a special one-time marketing incentive.

**Figure 7-5 Implementing Low Priority Strategies**

Strategy (to address need/gap)	Timeframe	Comments
Make retired vehicles available to human service agencies; provide maintenance assistance	Immediate and ongoing for providing vehicles to agencies; up to 3 years for maintenance	Several years may be required to negotiate reimbursement rates for maintenance services and to ensure maintenance facility capacity is available for retired vehicles. A pilot program could be implemented sooner to test vehicle maintenance provided by Calaveras County for one agency.
"Try transit free" promotions	Ongoing	Because it has a limited impact in enhancing mobility, this is lower priority, but is low-cost to implement and can be carried forward at any time.

## Review of Plan Opportunities

The Coordinated Plan identifies strategies to address an array of needs identified by stakeholders and planners. Some opportunities identified in this plan are summarized in the following sections.

### Access to Jobs and Employment

Job access is a significant challenge in a rural county with a limited public transit network and limited service hours. Although many of Calaveras County’s major employers – Mark Twain St. Joseph's Hospital, schools, and some vineyards – afford some access to transit service, others have very limited access. Stakeholders indicated that transfers between transit services, service hours, information, and service days were the major issues impacting transportation for employees to get to jobs both inside and outside of Calaveras County. It should be noted that Calaveras Transit makes better strides to connect beyond the county line to other regional transit providers than almost any other countywide transit operator in the Central Sierra region. This makes it easier for Calaveras County residents to commute via transit to jobs in Amador and Tuolumne Counties.

Key opportunities to improve access to jobs and employment, as identified in this plan, include the implementation of a program to increase awareness of and access to Calaveras Transit; development of evening and weekend transit options to allow individuals to commute to and from service or shift jobs that cannot be accessed during regular transit service hours; and transit service enhancements, including increased service frequencies and an expanded service area that may provide more convenient access to jobs.

Foothill Rideshare’s ridematching assistance is an invaluable tool to link commuters who make regular trips between communities. CCOG’s support of the program and promotion of the services, especially to employers is encouraged. Participation by regional employers in a transportation summit may also contribute to sharing information about the strategies and existing services. Major employers did not fully participate in the development of this plan, but if they can encourage employees to use transit, possibly providing subsidies or enjoying tax breaks themselves, the level of mobility for work-related trips can be significantly enhanced in Calaveras County.

## **Volunteer Transportation**

Several of the needs identified in this plan are best addressed through volunteers. Insufficient service coverage by Calaveras Transit, the need for easier access or assistance to the bus, and difficulty making childcare trips were noted by stakeholders as some of the challenges that might be able to include volunteers as part of the solution.

Although limited by staffing and number of trip requests that can be accommodated, the Volunteer Center has a successful program that provides rides to people who would otherwise not have a way to get to doctor appointments or go shopping. An expansion of this program is recommended in this plan. In addition, volunteers have a role in providing assistance to seniors and people with disabilities through the strategy to have ambassadors on the buses to help people understand routes, transfer, and use wheelchair lifts. Volunteers could also play a role in meeting buses in front of schools or at childcare centers to escort children from the bus to the facility.

## **School Transportation**

In Calaveras County, the home-to-school transportation and transportation to after-school programs is completely separate from the public transportation system, although high school students use public transit to access after-school jobs, especially with the public transit system linking high schools to employment opportunities.

Although an effort was made to include school transportation in the coordinated planning process in Calaveras County, only some representatives of agencies that work with students, and not any specific school district, participated. Calaveras County may want to advance efforts to work with schools because in selected rural communities across the US, school districts are transporting the general public on school buses, more often at times when the school buses are not being used for student transportation, but in some cases, at the same time. Efforts to coordinate/integrate services are not limited to operations. Transit agencies and school districts, and in some cases, Head Start programs, have coordinated support services such as joint purchasing of fuel and maintenance service.

In California, there are no state statutes or regulations that prohibit using school buses to transport non-pupils.<sup>10</sup> Indeed, from the state perspective, the use of school buses — in particular the comingling of pupils and non-pupils on school buses — appears to be allowed as long as seating is available. Ultimately, though, the responsibility for school bus operations and policies is delegated to local districts. An agency may contract with the local school district to use buses for agency trips; however, the driver must have proper licensing to drive a school bus.

According to the California Department of Education, there have been sporadic uses of public school buses for transporting the general public, but it has mostly been in connection with moving people for special events, such as spectators at a professional golf tournament or marathon participants. California Department of Education staff is not aware of any instances in California where the general public is being transported along with students on home-to-school routes.

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<sup>10</sup> Based on Information provided by John Green, California Department of Education, for TCRP Report on Integrating School Bus and Public Transportation Services in Nonurban Communities, and confirmed via e-mails and a telephone conversation on June 27, 2008.

In addition to the Office of Education, four school districts exist in Calaveras County. Home-to-school student transportation operations during the academic year are provided by district-operated bus fleets. In addition, some transportation services are provided to after-school programs. Calaveras Head Start is supported through Federal Head Start and First Five California Commission grants. The Human Resources Council owns one van and a few sedans and jeeps which they use primarily for Head Start home visit programs, and to transport Head Start program participants (and their parents) to medical, dental, or other social service appointments.

## **Non-Emergency Medical Transportation**

It is possible for local providers (including public agencies and non-profit organizations) to become providers of non-emergency medical transportation (NEMT) under existing Medi-Cal arrangements.

Medi-Cal is California's Medicaid health insurance program. It pays for a variety of medical services for children and adults with limited income and resources. People receiving Medi-Cal covered services may be provided NEMT at Medi-Cal's expense under certain very limited circumstances. Medi-Cal will pay for NEMT only when it is provided by a carrier licensed by Medi-Cal, and only when the individual's medical condition requires transport by a wheelchair van, litter van, or ambulance. Although the rules limit NEMT to people who need a wheelchair van, ambulance or litter van, this can include people who just need a high level of care, for example very frail dialysis patients, even though they do not need to use a lift or ramp.

In Calaveras County, none of the transportation providers contacted as part of the inventory identified themselves as Medi-Cal NEMT providers. By becoming a Medi-Cal NEMT provider, a local agency could help address a lack of providers now available and improve access to medical care for people who have difficulty using other modes, including ADA paratransit, volunteer transportation, or taxicabs.

NEMT is free to the rider. Medi-Cal's standard rates for NEMT are currently \$17.65 per patient plus \$1.30 per mile with a patient on-board. The pick-up rate is reduced when multiple patients are picked up at the same time. Effective July 1, 2008 a 10% reduction from the standard rates is in effect as part of the state deficit reduction program. These rates may not be sufficient to recover the full cost of providing service (or for a private provider to make a profit), but they would pay for the major portion of actual cost in a public operation. Medi-Cal payments would qualify as match for New Freedom funding.

In the Bay Area, the Eastern Contra Costa Transit Authority (ECCTA, or "Tri-Delta") has created an NEMT program called MedVan. It uses a separate fleet of vehicles and accepts referrals from social workers and medical providers just as a private provider of NEMT would. According to Tri-Delta staff, they got involved because there is a shortage of NEMT providers in their area and this was limiting Medi-Cal clients' ability to get rides. They report that Medi-Cal staff were eager to help them complete the paperwork to become qualified for the program. Requirements for vehicles and driver training are similar to those already met by agencies using federal transit funding. The fact that MedVan is separate from Tri-Delta's dial-a-ride program may help deal with the issue sometimes encountered of whether Medi-Cal will pay full price or only the public fare—there is no public fare for this program. Most of the MedVan riders are going to dialysis. They are not necessarily wheelchair users.

If an agency wishes to make its NEMT service available to riders who are not covered by Medi-Cal, the announced fare would need to at least equal the rate charged to Medi-Cal. However, it might be possible to provide subsidies for this fare. Another limitation concerns use of facilities funded with certain Federal transit grants.

Forms and instructions for becoming an NEMT provider are available on the Medi-Cal web site at [http://files.medi-cal.ca.gov/pubsdoco/prov\\_enroll.asp](http://files.medi-cal.ca.gov/pubsdoco/prov_enroll.asp).

## Summary and Next Steps

Calaveras County has committed agencies and transit staff that seek to improve mobility for seniors, people with disabilities and individuals with low incomes. Most of the highest priority strategies can be implemented within an 18-month period, but some strategies are ongoing. Those strategies with a number of partners that are interested in taking a leadership role are the most likely to have the greatest impact and be the most successful because they show support from a broad base of agencies and providers. Some other considerations that will impact the success of a program are as follows:

- **Partnerships with CCOG and Calaveras County.** CCOG's and Calaveras County's access to financial, operational and management resources can help ensure that new services or projects are supported as they build and sustain the momentum necessary for success.
- **A broad base of funding support.** Local project sponsors must identify several funding sources that can be used to start a new service and provide ongoing support to keep services operational beyond any initial grant funding periods. The most successful coordinated planning projects typically include services that are developed with a broad range of funding partners.
- **Strong marketing to support new services.** Marketing/promotional efforts to raise awareness, especially among job seekers, job developers and job placement organizations, and to garner employer and community buy-in, are essential.
- **Ongoing evaluation of service ridership/productivity.** Most successful projects evolve by tailoring services in response to user and sponsor feedback. Collecting timely information allows sponsors to track program progress and refine services as needed. Evaluation results also support marketing and outreach campaigns.

The initial impetus for this plan was to meet federal requirements in order to apply for SAFTEA-LU funds: FTA Section 5310, FTA Section 5316 (JARC), and FTA Section 5317 (New Freedom) programs. In the process of developing the plan, it became clear that stakeholders were participating in the process for more than funds alone. This plan can be a blueprint for programs and projects to increase the mobility of older adults, people with disabilities, and low-income individuals. By increasing mobility for these targeted populations, the mobility of all Calaveras County residents can be improved.

Community leaders and citizens who participated in the development of this Coordinated Public Transit-Human Services Plan can use it to make transportation a “coordination issue” in Calaveras County. Currently, organizations meet to coordinate services around healthcare, education, and criminal justice. As a result, many agencies have a good understanding of how services are coordinated with regard to several types of programs in the county. Coordinating

around transportation provides a basis for greater communication between the agencies to address needs that are common to most clients and consumers.

After this plan has been adopted and distributed, it is recommended that stakeholders reconvene to identify specific individuals and agencies with the willingness and capacity to move the implementation of the strategies forward.

# **APPENDIX A**

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## STAKEHOLDERS



## Appendix A. Stakeholders

Following is a list of stakeholder organizations whose representatives provided input in the development of this plan.

- American Cancer Society
- ARC of Amador and Calaveras
- Area 12 Agency on Aging
- Blue Mountain Transit
- Calaveras County Behavioral Health Services
- Calaveras County CalWORKS/Welfare-to-Work
- Calaveras County Department of Public Works (Calaveras Transit)
- Catholic Charities
- First 5 Calaveras
- FoCus
- Foothill Commuter Services
- Human Resources Council (Head Start and Community Services)
- Mark Twain St. Joseph’s Hospital (Cancer Van)
- Murphys Cab Company
- MV Transportation (Calaveras Transit)
- Social Services Transportation Advisory Council (SSTAC)
- State Council on Developmental Disabilities/Area 6
- Stagecoach Limousine
- Valley Mountain Regional Center
- Volunteer Center of Calaveras
- WATCH Resources



## **APPENDIX B**

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### WORKSHOP PUBLICITY AND ATTENDANCE



Coordinated Transportation Plan  
For Seniors, People with Disabilities and  
Low-Income Residents of Calaveras County

# COMMUNITY WORKSHOP

YOU ARE INVITED TO ATTEND A WORKSHOP

**Tuesday May 13, 2008, 1:30 PM – 3:30 PM**  
CalWORKs Sequoia Room  
509 E. Saint Charles St., San Andreas



Help to shape the future of transportation for seniors, people with disabilities and low-income Calaveras County residents.

- Learn about the ongoing Human Service-Public Transportation Coordination Plan.
- Provide input about community transportation needs and priorities.
- Share your opinion about options.
- Recommend strategies to improve regional mobility.
- Find out about federal transportation funds that may be available to agencies in Calaveras County.

Who should attend?

- Human Service Agency Representatives
- Elected Officials
- Transit Staff
- Calaveras Transit Riders
- Community Residents



CALAVERAS COUNCIL  
of GOVERNMENTS

For More Information  
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CALAVERAS COUNCIL  
of GOVERNMENTS

**FOR IMMEDIATE RELEASE**

**Contact: Tyler Summersett, Calaveras Council of Governments, (209) 754-2094**

## **Public Asked to Share Ideas to Improve Transportation Services for Calaveras County Older Adults, People with Disabilities and Low-Income Residents**

### **Calaveras County Human Service-Public Transportation Coordination Plan Community Workshop**

**Tuesday May 13, 2008, 1:30 PM – 3:30 PM**  
CalWORKs Sequoia Room, 509 E. Saint Charles St., San Andreas

The Calaveras Council of Governments, in cooperation with Caltrans, is sponsoring a transportation workshop for Calaveras County organizations and residents. Project planners invite organizations and residents to discuss strategies to improve transportation services for low-income residents, as well as seniors and people with disabilities.

At the workshop, planners will share results of recent meetings, surveys and data analysis. Workshop participants will be asked to help prioritize transportation needs and strategies. Several exercises are planned so community members can explore different ways to improve local transportation services.

The workshop is being held as part of the Calaveras County Human Service-Public Transportation Coordination Plan. Sponsored by Caltrans, the Plan's goal is to improve mobility for county residents through better coordination of services among transportation providers and human service agencies in Calaveras County. The Plan will address transportation improvements so residents can get to medical appointments, classes, day care and jobs. The Coordination Plan will also identify transportation services needed to help people run errands and go shopping, as well as connect to other transportation services, like Greyhound or Amtrak.

For agencies seeking federal transportation funds, information will be available at the workshop about three types of federal funds: Job Access Reverse Commute (JARC), New Freedom, and the Elderly and Disabled Transportation Assistance Program (5310 Grant Funds).

The Human Service-Public Transportation Coordination Plan is a required document for local organizations and transportation providers to apply for certain types of federal funds. These dollars can be used to add new transit service, replace buses or purchase new equipment like bus shelters or dispatch software.

The workshop will allow planners to develop transportation strategies based on community priorities.

Caltrans commissioned the Human Service-Public Transportation Coordination Plan on behalf of the Calaveras Council of Governments to find transportation needs and gaps, and define opportunities for better coordination. An Existing Conditions Report was prepared in March 2008, which provides findings from interviews with planners, community representatives and political leaders; an analysis of community demographics and transportation data; and a review of regional issues.

***For more information about the Calaveras County Human Service-Public Transportation Coordination Plan and the community workshop, or if you are unable to attend but would like to provide input, please call Tyler Summersett at the Calaveras Council of Governments, (209) 754-2094.***

2

# Coordinated Transportation Plan Community Workshop

San Andreas, CA  
May 13, 2008

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