

Lake County Coordinated Public Transit – Human Services Transportation Plan



FINAL PLAN Submitted to Lake County/City Area Planning Council

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Chapter 1. Project Overview

Introduction

This Coordinated Public Transit Human Services Transportation Plan for Lake County is sponsored by the California Department of Transportation (Caltrans), and is part of a larger planning effort overseen by Caltrans on behalf of 23 counties in non-urbanized areas within the State of California. The project has been completed in two phases: the first resulted in an Existing Conditions Report, which described existing transportation services and programs, and identified service gaps and needs. The second phase of the project focused on identification of potential strategies and solutions to mitigate those service gaps, and on developing a plan to implement those strategies. The results and key findings emerging from both phases of the planning process are documented in this Coordinated Plan.

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.¹ (See Figure 1-1) These projects are intended to improve the mobility of individuals with disabilities, older adults, and people with limited incomes. 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 rural counties for whom the funds are intended so that potential sponsors of transportation improvements may access the funds.²

Report Outline

The 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 Lake 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 completion of the final plan.

Chapter 3 includes a demographic profile of Lake County, which was prepared using US census data as well as that available through the State of California Department of Finance. This step establishes the framework for better understanding the local characteristics of the

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

² 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>

study area with a focus on the three population groups subject to this plan: persons with disabilities, older adults, and people with limited incomes.

Chapter 4 documents the range of public and private transportation services that already exist in the area. These services include public fixed-route and dial-a-ride (paratransit) services, and transportation services provided or sponsored by other social service agencies. These were identified through review of existing documents, and through local stakeholder interviews. This chapter also incorporates an inventory of social service providers that was initially prepared by Caltrans’ staff, and confirmed with local program staff.

Chapter 5 consists of the needs assessment. An important step in completing this plan includes the identification of service needs or gaps as well as institutional issues that limit coordinated transportation efforts in Lake County. 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 information on existing services and the need to improve them.

Chapter 6 presents and prioritizes a range of potential service strategies as identified by local stakeholders. These strategies are intended to mitigate the gaps discussed in Chapter 5. Identification and evaluation of strategies is an important element of the plan, as this step is required in order to access federal funding sources that could support their implementation.

Chapter 7 presents an implementation plan for the 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.

Figure 1-1 Caltrans Coordinated Planning for California Counties



SAFETEA-LU Planning Requirements

On August 10, 2005, President Bush signed SAFETEA-LU into law, authorized 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.”³

The FTA issued three 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:

http://www.fta.dot.gov/laws/circulars/leg_reg_6622.html	Elderly Individuals and Individuals with Disabilities
http://www.fta.dot.gov/laws/circulars/leg_reg_6623.html	Job Access and Reverse Commute
http://www.fta.dot.gov/laws/circulars/leg_reg_6624.html	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 nonprofit);
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; and
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 service and transportation service

³ 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.
- **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.
- **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.⁴

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, among other things, added Sections 15973 and 15975 to the California Government Code, requiring 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 Transportation Development Act (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 ensure that the objectives of the action plan are consistent with the legislative intent declared in Section 15951.

⁴ 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).

Senate Bill 826 (1988)

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

- 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 Lake County, the Lake Transit Authority is the designated CTSA.

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 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	Rural JARC	1,467,032	1,573,618	1,659,360
Caltrans	Rural New Freedom	681,111	777,302	821,719
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 needs, 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** revenues are 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 Transportation Improvement Program

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 their Regional Transportation Planning Agency (RTPA) or County Transportation Commission 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.

Tribal Casino Transportation Programs

Tribes with casinos in some counties have indicated an interest in coordinated transportation efforts. They may 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

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.

Local (Lake County) 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. Documents reviewed include:

- Lake County Transit Development Plan, Mark Wall Associates, 2004 (currently being updated)
- Lake County Transportation Resource Guide, prepared by the Lake County Transportation Coalition (LCTC)
- Highway 20 Traffic Calming and Beautification Plan, prepared for Lake County/City Area Planning Council by RRM Design Group and W-Trans, 2006
- Origin and Destination Study, prepared by Mendocino Council of Governments for the InterRegional Partnership, 2006
- Transit Passenger Facilities Development Plan for Lake County, prepared by LSC Transportation for Lake County City Area Planning Council, 2006.

Transit Development Plan

The purpose of a Transit Development Plan (TDP) is to develop a five-year strategy to guide planning and funding decisions. The key objectives of a TDP are to provide a comprehensive evaluation of current services, and to develop a detailed short-range operational and fiscal plan to meet Lake County mobility needs over a five-year period. The most recent TDP covered the period from FY 2003-04 to FY 2007-08. The TDP will be updated during 2008. This document provides an overview of the transportation programs within the county, and recommends strategies to improve mobility and efficiency of services.

Lake County Transportation Resource Guide

In 2002, the Lake County Transportation Coalition (LCTC) was formed, funded in part by a “Success by Six” United Way Grant. The Lake County Transportation Resource Guide was prepared by the LCTC, a group of private and public service providers who met monthly. The Resource Guide provides information about existing transportation services, including public transit and transportation programs operated by social service organizations and private providers. The Guide also outlines eligibility requirements and contact information, and can be found on the Sutter Lakeside Community Services website.⁵

Highway 20 Traffic Calming and Beautification Plan

The purpose of this Traffic Calming and Beautification Plan was to facilitate and encourage improvements along the Highway 20 Corridor. This Plan focused on improving the overall appearance, as well as establishing a strong mix of traffic calming measures to create a more pedestrian friendly “main street” feeling, making the highway less of a thoroughfare.

The project included extensive public outreach in various communities within Lake County, and concluded by recommending a series of improvement projects. Implementation of such projects would result not only in more scenic use of streetscape tools, but would also enhance pedestrian and bicycle access and result in safer conditions for pedestrians, or those walking to access public transit.

Origin and Destination Study

The Mendocino Council of Governments prepared the Origin and Destination Study for the Wine Country Interregional Partnership (IRP), which is comprised of the counties of Mendocino, Lake, Napa and Sonoma. Phase I of the IRP study assessed the jobs/housing imbalance in the four-county region. Phase II, the Origin and Destination Study, looked at travel characteristics, including trip purpose, frequency, origin and destination locations, vehicle types and vehicle occupancy in several key inter-county corridors within the four-county IRP region. Data from this study may be used as input to the region’s transportation model.

Transit Passenger Facilities Development Plan

This study provides transit improvement standards to address the specific needs of the Lake Transit service area. The standards are meant to guide government agencies, commercial and residential developers, employers, and others in their efforts to provide attractive and safe transit facilities for the county’s transitriders. In addition, it recommends improvements for transit facilities throughout the county.

⁵ The Lake County Resource Guide can be found at <http://slics.org/transportation/>

Figure 1-3 Funding Matrix

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Federal Sources						
Transportation Funding						
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 significantly.
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 http://www.dot.ca.gov/hq/MassTrans/
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 http://www.dot.ca.gov/hq/MassTrans/

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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 http://www.dot.ca.gov/hq/MassTrans
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
Health And Human Services Funding ⁽¹⁾						
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 the state general fund.

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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.
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 support 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

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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
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

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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 allotted for supportive services, including funding to operate vehicles, reimbursement of transportation costs and mobility management.	Capital projects and operations.	\$430,000		Unknown	None
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

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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
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.

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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.
State Sources						
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 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	\$501,264 budgeted in 2008/9, but subject to state budget process. Apportionment varies from year to year.	Allocated by formula to public transit operators	None	Revenues derived from sales taxes on gasoline and diesel fuels.

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
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
Regional/Local Sources						
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	Community transit operating assistance and capital projects.	Capital projects and operations	Up to 5% of the Local Transportation Fund revenue	Cities and counties and CTSAs	50%	None currently allocated, but up to 5% could be. Currently, this would be about \$57,500 in Lake County. Any amounts claimed as Article 4.5 would reduce Article 4.

Program Fund Source	Funding Purpose	Use Of Funds	Estimated Fund Amount	Eligible Recipients	Matching Requirements	Comments
Private Sources						
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	These organizations may have an interest in funding 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 are sometimes willing to fund transportation costs to support their workers getting to and from their 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) identification of strategies, activities and/or projects to address the identified transportation needs (as well as ways to improve efficiencies), and 4) implementation of priorities based on funding, feasibility, time, etc. This chapter describes the steps that were undertaken to develop these elements of Lake County's Coordinated Plan.

Demographic Profile

A demographic profile of Lake County was prepared using census data and information available through the State of California Department of Finance. 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 Lake 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. A summary of the literature review is outlined 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 the Lake County/City Area Planning Council as the primary point of contact. The consulting team then collaborated with the local staff to identify key stakeholders to be included during the development of this plan. Stakeholder involvement was solicited primarily through a series of nine in-person and telephone interviews convened in Lakeport. The results of the interviews are described in Chapters 4 and 5. In addition, consultant staff convened a kick-off meeting with the SSTAC in January 2008, 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, and in identifying and prioritizing potential project strategies to mitigate these needs.

Additionally, two public workshops were convened in Lake County in May, with the goal of soliciting comments and suggestions for potential strategies intended to mitigate the unmet transportation needs. Workshops were convened in Lower Lake and in Lakeport, and are described in more detail in Chapter 6.

Existing Transportation Services

This step involves documenting the range of public transit and human service transportation services that already exist in the area. To ensure all existing services have been identified and accurately described, the consulting team reviewed the inventory with key stakeholders. The services in the inventory include public fixed-route and dial-a-ride (paratransit) services, and transportation services provided or sponsored by other social service agencies. The description and corresponding maps of existing services are presented in Chapter 4.

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. In some cases, maintaining and protecting existing services is identified as a service need.

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.

Key findings from this Existing Conditions Report are included in Chapter 5.

Identification and Evaluation of Strategies

On May 20, 2008, the consultant facilitated two public workshops in Lake County – one in Lower Lake and the other in Lakeport. These locations were suggested by the local project sponsor, and represent different geographic regions of the County. The goals of the workshops were to:

- Confirm previously identified unmet transportation needs
- Identify and prioritize strategies for addressing these needs

The consultant developed an initial set of suggested service strategies intended to address the gaps, and also drafted proposed evaluation criteria to use when ranking the 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 for this planning effort, an implementation plan was developed for each of the highly-ranked strategies. Specifically, this assessment identified:

- Potential lead agency or “champion” with the institutional, operational and fiscal capacity to implement the proposed strategy
- Implementation timeframe: What are the short, medium and long-term steps needed to implement the strategy?
- Estimated Costs: The assessment considered the range of operational and capital costs needed to implement the strategy
- Potential funding sources, including potential use of SAFETEA-LU funds and possible sources of required local match.

- Where applicable, examples of best practices or model programs implemented elsewhere are presented to help guide local implementation efforts.

Highlights of the implementation plan are summarized on a matrix in order to provide a “snapshot” of the proposed implementation plan, and key elements for implementing the recommended strategies are discussed in more detail in the corresponding text of Chapter 7.

Chapter 3. Demographic Profile

Study Area Description and Demographic Summary

Located in north central California, Lake County gets its name from its dominant feature, Clear Lake, California's largest natural freshwater lake⁶. Lake County is well known for its natural beauty, recreational opportunities and tourist attractions, as well as its grape and pear production, cattle and nursery products. Most of the population in the county is located around Clear Lake, including the only two incorporated cities: Clearlake and Lakeport. Other communities in Lake County include Blue Lakes, Clearlake Oaks, Clearlake Park, Cobb, Finley, Glenhaven, Hidden Valley Lake, Kelseyville, Loch Lomond, Lower Lake, Lucerne, Middletown, Nice, Spring Valley, Upper Lake, and Witter Springs. As of July 1, 2006, Lake County's estimated population is 64,105⁷. The largest city in the county is Clearlake with 13,921 residents, while Lakeport, the county seat, has 5,125 residents.

Lake County is bordered by Mendocino and Sonoma Counties on the west; Glenn, Colusa and Yolo Counties on the east; and Napa County on the south. The two main transportation corridors through the county are State Routes 29 and 20. State Route 29 connects Napa County with Lakeport and State Route 20 traverses California and provides connections to Highway 101, Interstate 5 and Interstate 80.

Figure 3-1 below provides the total population in Lake County along with a "snapshot" of the three key demographic groups of greatest concern for this report: older adults, persons with disabilities, and persons in poverty. For comparison purpose, the total population and percent of the three demographic groups is also presented for California as a whole.

Figure 3-1 Basic Population Characteristics

Area	Total population*	% of state population	% persons aged 65+	% persons w/ disability	% poverty level
United States	281,421,906	-	12.4%	19.3%	12.4%
State of California	33,871,648	-	10.6%	19.2%	14.2%
Lake County	58,309	0.17%	19.5%	29.8%	17.6%

Sources: 2000 US Census Bureau

Older Adults

Statewide, 10.6% of Californians are aged 65 and older, which is lower than the national average of 12.4%. Lake County reports a rate of older adults of 19.5%, which is higher than California and the nation as a whole.

⁶ Entirely within California. Lake Tahoe is larger but partly in Nevada.

⁷ California Department of Finance

Persons with Disabilities

The Census Bureau has determined that the 2000 Census overstated the number of people with disabilities. This overstatement occurred because of an unclear instruction in the Census questionnaire. In particular, the number of people with a “go outside the home disability” was substantially overstated due to the formatting of the mail-back version of the Census long form.

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, but are available for Lake County.

Nationwide, about 15 percent of Americans age five and older reported a disability, which is higher than for California as a whole (12.9%). As with older adults, Lake County’s average (22.3%) is higher than the national average and higher than California as a whole. This pattern is not surprising, as physical limitations typically increase with age.

Population Trends

To better understand the older adult population in Lake County, Figure 3-2 presents the total number of older adults (65 and older) in 2000 compared to all surrounding counties. Reinforcing Lake County’s status as a place to retire, nearly one in five residents in the county are over age 65, which is higher than in all other surrounding counties. The proportion of older adults in Lake County is significantly higher than the proportion of older adults in Yolo and Colusa Counties.

Figure 3-2 2000 Population by Age: Lake and Surrounding Counties

Age	County						
	Lake	Mendocino	Sonoma	Napa	Yolo	Colusa	Glenn
Under 15	19.5%	20.6%	20.0%	19.9%	21.0%	25.5%	21.2%
15-24	10.4%	13.1%	13.0%	12.8%	22.4%	16.4%	13.6%
25-34	9.1%	11.1%	12.6%	12.4%	14.0%	12.5%	12.9%
35-54	29.8%	31.3%	32.7%	30.1%	26.3%	26.4%	23.3%
55-64	11.7%	10.3%	8.9%	9.6%	6.9%	7.8%	11.1%
65+	19.5%	13.6%	12.8%	15.3%	9.4%	11.4%	17.9%

Source: State of California, Department of Finance, Population Projections for California and Its Counties 2000-2050, by Age, Gender and Race/Ethnicity, Sacramento, California, July 2007

As is the case nationwide, the population in Lake County is aging. Figure 3.3 shows that 19.5% of the county’s population was 65 or older in 2000. Between 2000 and 2030, the number of older adults in Lake County is expected to increase by 119%, so by 2030, nearly 29% of county residents will be senior citizens.

Figure 3-3 Population Change for Persons aged 65 Years and Over

Age Group	2000	2010	2020	2030	Population Change 2000-2030
Under 65	47,282	53,279	58,129	61,975	31%
65 and over	11,442	14,251	19,783	25,091	119%
% older adults	19.5%	21.1%	25.4%	28.8%	-

Source: State of California, Department of Finance, Population Projections for California and Its Counties 2000-2050, by Age, Gender and Race/Ethnicity, Sacramento, California, July 2007

Income Status

For purposes of this report, several sources are included as indicators of income status. FTA guidelines request that plans address the needs of low-income individuals, but do not provide a definition of “low-income.” In fact, social service agency programs do not always apply consistent criteria when determining program eligibility. Therefore, a range of indicators is presented, including data available from the US Census which identifies individuals and families in poverty (defined by federal standards), families receiving CalWORKs assistance, and the number of households without an automobile, also generated from the US Census.

Based on the 2000 Census, the level of Lake County residents living at or below the federal poverty level is 17.6%, which exceeds the statewide average of 14.2% by a relatively significant margin.

As shown in Figure 3-4 below, Clearlake has the highest poverty level of any community in the county with more than one in four individuals living in poverty. Lakeport, the only other incorporated community in Lake County, has a poverty level of 15.7%, which is on par with the national average but still higher than California as a whole. The percent of individuals living below the poverty level is, on average, lower outside of the incorporated cities.

Figure 3-4 Lake County Poverty Level

Lake County	% in Poverty (2000)
Countywide	17.4%
Clearlake	28.6%
Lakeport	15.7%
Unincorporated	14.0%

Source: 2000 US Census Bureau

No Vehicle Available

The incidence of households without a vehicle available is a good indication of where transit dependency is likely to be high. Using 2000 Census data, Figure 3-5 below shows all of the

Census-designated places in Lake County and the percent of housing units that do not have a vehicle available. For California as a whole, about four percent of owner-occupied households and 17% of renter-occupied households do not have a vehicle available to them.

Figure 3-5 Percent of Households with No Vehicle Available

Place	% No Vehicle (Owner-Occupied)	% No Vehicle (Renter-Occupied)
Clearlake city	8.3%	29.6%
Clearlake Oaks CDP	5.2%	20.0%
Cobb CDP	1.4%	15.3%
Kelseyville CDP	1.9%	6.8%
Lakeport city	3.8%	21.7%
Lower Lake CDP	6.3%	11.5%
Lucerne CDP	6.4%	18.4%
Middletown CDP	0.0%	10.4%
Nice CDP	8.0%	18.9%
North Lakeport CDP	2.8%	23.0%
Upper Lake CDP	0.0%	15.8%

Source: 2000 US Census Bureau

As shown above, the communities in Lake County that have the highest incidence of households without a vehicle available (over one in five households) include Clearlake, Lakeport, North Lakeport, and Clearlake Oaks. In all cases, renter-occupied households have a much higher incidence of households with no vehicle available when compared to owner-occupied households. Some communities, such as Middletown and Upper Lake, did not report any owner-occupied households that did not have a vehicle available to them.

CalWORKs

Another indicator of poverty is the number of persons eligible for the federal welfare program, the Temporary Aid to Needy Families (TANF). In California, this program is known as CalWORKs (California Work Opportunity and Responsibility to Kids), although TANF and CalWORKs have some different requirements. TANF provides assistance and work opportunities to needy families by granting states the federal funds and wide flexibility to develop and implement their own welfare programs. TANF is a block grant program that helps move recipients into work and turns welfare into a program of temporary assistance. CalWORKs is a welfare program that gives cash aid and services to eligible needy California families. If a family has little or no cash and needs housing, food, utilities, clothing, or medical care, they may be eligible to receive immediate short-term help.

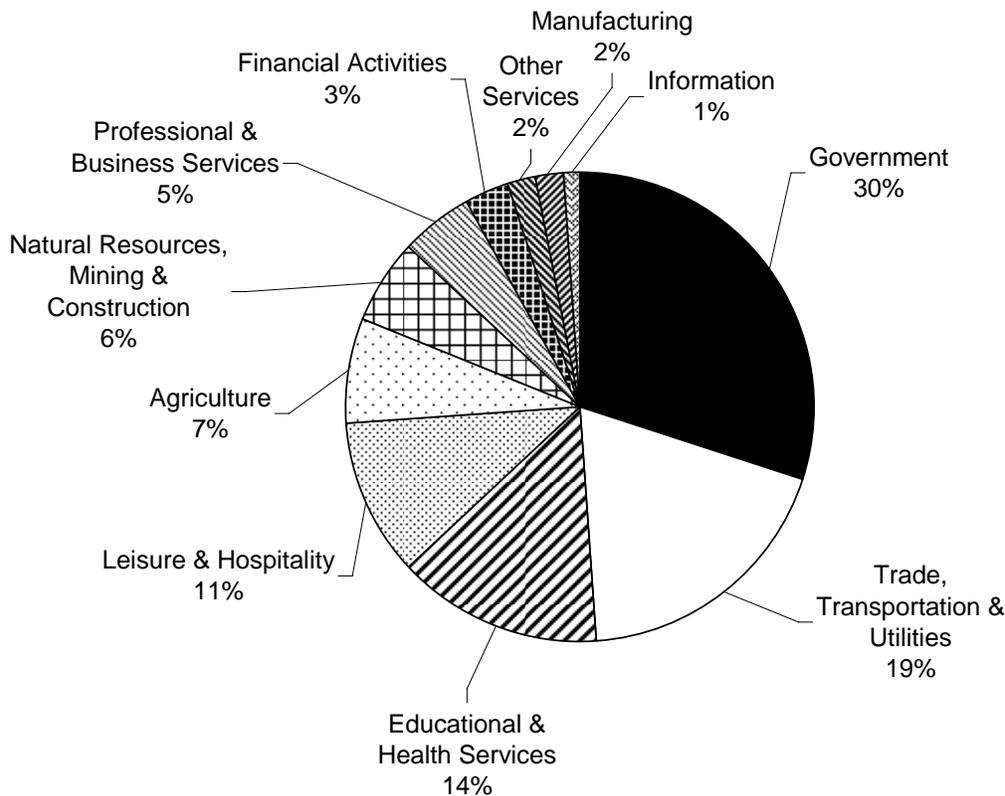
The average monthly caseload of people receiving CalWORKs in Lake County has steadily decreased over the past decade, which is similar to the trend for the state as a whole. In 1996,

the average monthly caseload for the county was 2,500. By 2006, the average monthly caseload fell to 1,126 – a 55% decline.⁸

Employment and Major Employers

Based on figures from the California Employment Development Department, the 2006 number of employees in Lake County is 14,840. Lake County’s unemployment rate in 2006 was 7.1%, which is higher than for California as a whole (4.9%) likely due to the county’s agricultural and tourism industries. Government employs the highest percentage of workers in Lake County (29.8%), followed by trade, transportation & utilities (19.1%), educational and health services (14.5%) and leisure and hospitality (10.7%). Agriculture makes up another 6.7% of all jobs in the county. Figure 3-6 provides a breakdown of employment for all industries in Lake County.

Figure 3-6 Employment by Industry, 2006



Source: California Department of Economic Development

As shown in Figure 3-7, the 15 top employers in Lake County are not concentrated in a particular geographic area. While the two largest employers in the county are governmental organizations (County of Lake and the Lake County Office of Education), other major employers include two hospitals, four casinos/rancherias, several vacation resorts and two packing

⁸ California Department of Social Services – Administrative Division

companies for the agricultural commodities in the county. Other employers not listed in the top 15, but that relate to the elderly, disabled and persons of low income status, include the Lakeport Skilled Nursing Center (90 employees) and the Redbud Family Health Center (50 employees).

Figure 3-7 Major Employers in Lake County

Employer	Location	# of Employees
Office of Education (including school districts)	Lakeport, Countywide	1,500
County of Lake	Lakeport, Countywide	850
Sutter Lakeside Hospital	Lakeport	484
Scully Packing Co. LLC	Finley	450
Robinson Rancheria Resort & Casino	Nice	318
Redbud Community Hospital	Clearlake	300
Calpine Corp.	Middletown	251
Adobe Creek Packing Co.	Kelseyville	250
Konocti Harbor Resort & Spa	Kelseyville	250
Wal-Mart	Clearlake	240
Shannon Ranches Inc.	Clearlake Oaks	237
Konocti Vista Casino Resort	Lakeport	220
Twin Pine Casino	Middletown	216
Harbin Hot Springs	Middletown	210
Safeway	2 locations	210

Source: Lake County, Economic Development Department, December 2007

Projected Public Transportation Demand

Since Lake 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 therefore, the projected growth of the total population in Lake 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 used in Figure 3-3, a low-end projection for transit demand is that it will grow by 15% between 2010 and 2020 and by 29% between 2010 and 2030. A high-end projection is that transit demand will grow by 38% between 2010 and 2020 and by 76% between 2010 and 2030

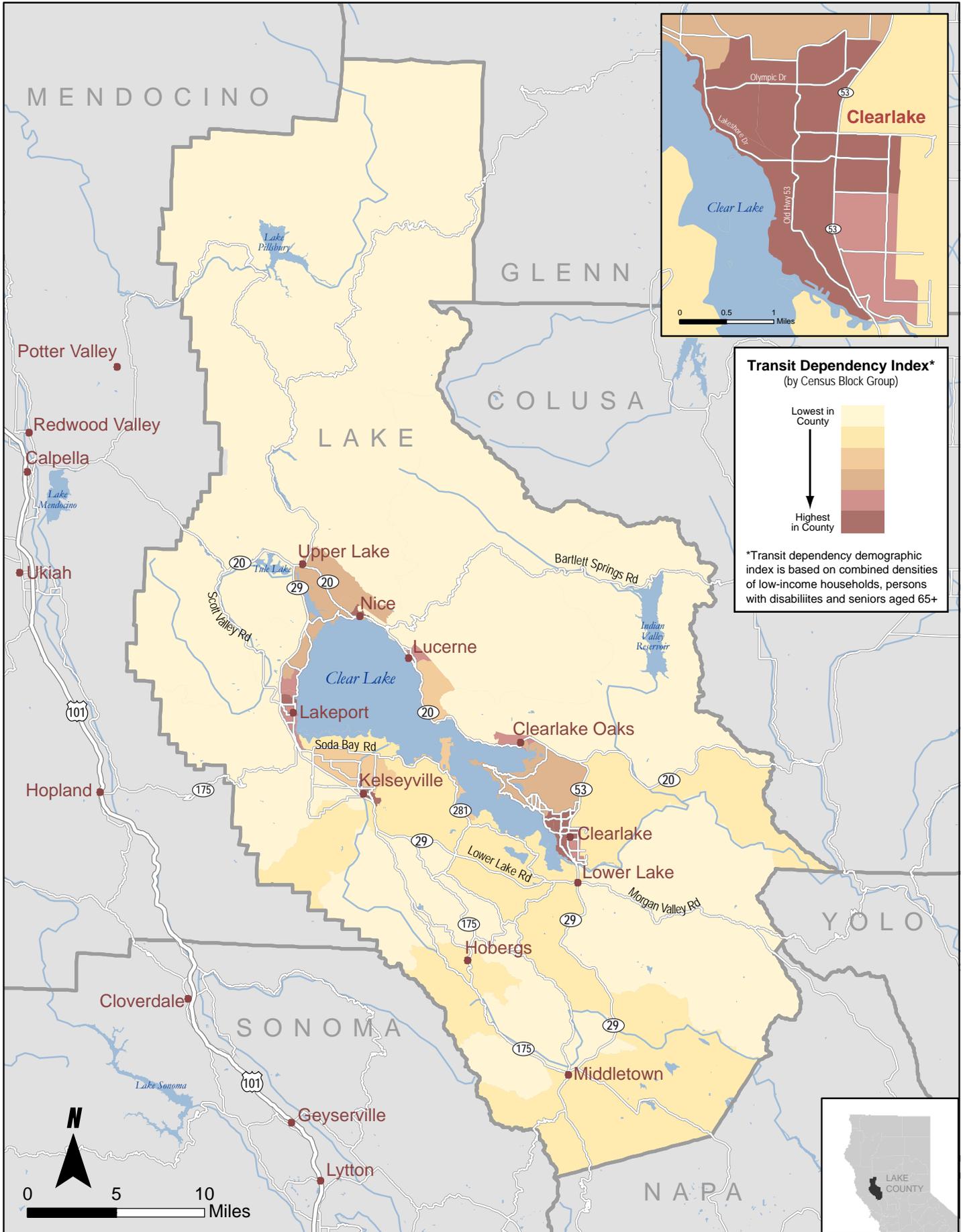
Lake County Maps

This section presents maps of Lake County’s demographic characteristics. These maps are intended to synthesize demographic information and present existing conditions that underscore the transportation needs for the county.

Figure 3-8 shows the combined population and employment density for the county by blending both types of data into one matrix. It presents concentrations of population and employment at the census block-group level and is based on 2000 Census data for population and 2000 CTPP (Census Transportation Planning Package) data for employment numbers. In other words, the map shows where there are high levels of employment and population density and includes the locations where these areas overlap.

Figure 3-9 presents concentrations of populations with higher public transportation needs: older adults (65 year or older), individuals with disabilities, and those with limited incomes (150% of poverty level). The maps are based on 2000 Census data.

Figure 3-9 Lake County Transit Dependency Index



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

This chapter presents existing public transit service and other transportation services that are provided by social service transportation providers in Lake County. Both private and public transportation services are included. A map illustrating existing services can be found near the end of the chapter (Figure 4-2). In addition, a summary matrix is provided to illustrate the complete listing of transportation providers in Lake County (Figure 4-3).

Public Transit Operators

Lake Transit

Lake Transit operates service within Lake County and offers connections to Mendocino and Napa counties. The majority of Lake Transit's routes operate Monday through Saturday. Lake Transit offers fixed-route service in Clearlake and on express routes and deviated fixed-route service on all other routes.

Lake Transit operates the following routes:

- **Route 1: North Shore Clearlake to Lakeport.** This service operates between Clearlake and Lakeport via Clearlake Oaks, Glenhaven, Lucerne, Nice, and Upper Lake. There are seven round-trips made each day and two short-line routes between Clearlake and Glenhaven.
- **Route 2: South County to Cobb.** This route operates between Kit's Corner and Middletown and stops in Loch Lomond, Hobergs, Anderson Springs, a park-and-ride facility, Twin Pine Casino and Cobb. There are four runs in each direction. There is a timed transfer to the South Shore route at Kit's Corner that takes commuters to Lakeport or Clearlake before 8:00 AM. This route operates Monday through Friday only.
- **Route 3: Highway 29 Clearlake to Deer Park/St. Helena.** This route offers two roundtrips daily, Monday through Friday, between Clearlake and Deer Park/St. Helena in Napa County. The route stops in Lower Lake, Hidden Valley, Middletown, and Calistoga. At Calistoga, there are available connections to Napa VINE Routes 10 and 11. There are three additional short-line runs between Clearlake and Middletown. This route operates Monday through Friday only.
- **Route 4: South Shore Clearlake to Lakeport.** Route 4 operates along the south shore of Clear Lake between Lakeport and Clearlake via Lower Lake and Kelseyville. There are five express runs from Lakeport to Clearlake and one in the opposite direction. This route operates Monday through Friday only.
- **Route 4A: South Shore Clearlake to Lakeport via Soda Bay.** Route 4A operates between Kit's Corner and Lakeport via Rivas, Soda Bay, Finley, and Big Valley Rancheria. There are three runs in each direction each day. There are timed transfers at Kit's Corner and Lakeport.

- **Route 5: Clearlake City North Loop.** This route is a loop route that begins and ends in Clearlake, making stops at Yuba College, Wal-Mart, Redbud Hospital, Austin Park, Clearlake Park, and Burns Valley Mall. There are 12 runs each day and the service operates hourly between 7:00 AM and 6:15 PM.
- **Route 6: Clearlake City South Loop.** Route 6 is a loop route that begins and ends in Clearlake, making stops at Yuba College, Burns Valley Mall, Redbud Hospital, Social Services, and Lower Lake High School. There is hourly service between 7:00 AM and 5:00 PM.
- **Route 7: Lakeport to Ukiah.** Route 7 operates between Lakeport and Ukiah with stops at Robinson Rancheria, Upper Lake, Blue Lakes, Calpella, and Mendocino College. Connections can be made to Amtrak, Greyhound, the Ukiah Regional Airport, and Mendocino Transit service in Ukiah. There are four runs in each direction.

Lake Transit provided a total of 244,122 trips in FY 2006-2007.

Deviated Service

Lake Transit will deviate from the fixed-route service up to one mile from its regular route via its Flex Stop service. Route deviation is not offered on local services or in Napa or Mendocino counties. Passengers are asked to call a day in advance for a reservation. There are no special eligibility requirements for deviated service, but disabled passengers are given priority.

Paratransit

The transit agency also offers dial-a-ride service in Clearlake, Lower Lake and Lakeport to individuals whose disabilities prevent them from using fixed-route service. Paratransit passengers must first complete an application in order to be deemed eligible for the service. Passengers are asked to call one day in advance, although they can often be accommodated on the same day.

Fares

Lake Transit offers discounted fares to older adults (age 60 and over) and to anyone with a valid Medicare ID card, California DMV Disabled Person or Disabled Veteran ID card, or a Lake Transit Paratransit Eligibility ID card. The fare for local service is \$1.00 for the general public and \$0.50 for the discounted rate. Flex Stop service is \$5.00 for the general public and \$0.75 at a discounted rate. Out-of-county service (to Calistoga, St. Helena Hospital, Ukiah/Mendocino County) costs \$3.00.

Budget & Funding Sources

Lake Transit spent \$2,553,413 on operating and capital expenses in FY2006-2007 with \$1,671,130 spent on operating expenses and \$882,283 on capital expenses.

TDA funds provide more than 50% of Lake Transit's operating funds. Other sources include farebox revenue, State Transit Assistance (STA) funds, and Federal Transit Administration 5311 and 5311(f) funds.

Figure 4-1 Funding Revenue FY 2006-2007

Funding Source	Funding Amount
Transportation Development Act (TDA)	\$1,343,944
Cash Balance	\$320,847
Farebox Revenue/Special Fares	\$310,228
FTA Section 5311	\$258,394
FTA Section 5311 (f)	\$50,000
State Transit Assistance (STA)	\$270,000
Total	\$2,553,413

Social Service Providers

In addition to fixed route service offered by Lake Transit, there are a number of transportation services offered by social service providers. Most of the services have eligibility requirements stipulating that passengers must be older adults, disabled, or low-income.

People Services

People Services, Inc. is a private nonprofit agency located in Lakeport that serves adults with developmental disabilities in both Lake and Mendocino Counties. The agency also operates its own business, a landscaping business that employs persons with disabilities, and provides transportation to those employees.

Currently, the agency arranges transportation for 143 people. Of these, 41 persons are ambulatory and some of them can use public transit. The agency operates the services in-house, and has a total of 44 vehicles in its fleet. Of these, 11 vehicles are cars, and there are 6 trucks which are used for the landscaping business. Transportation is primarily provided Monday through Friday, and also for some recreational trips on weekends. On occasion, People Services Inc. will make its vehicles available for special events such as the Lake County Fair, Special Olympics, etc.

People Services, Inc. also owns and operates an in-house maintenance facility which, over the years, has proven to be a cost-effective way to maintain the fleet.

Funding and Service Levels

The agency's transportation budget totals \$665,602. Of this amount, the vast majority (all except for \$15,000) comes from contracts with the Regional Center. The budget covers maintenance, driver salaries, a full time transportation director, gas and administration. Approximately 84,760 trips per year (326 trips per day, Monday-Friday) were provided in 2006.

Lake Family Resources

Lake Family Resource Center provides a variety of programs to support families and communities. In particular, they administer programs that support children, parents, and victims of domestic violence and sexual abuse.

The center provides in-house transportation services to support these programs using three vehicles owned by the center or volunteer drivers. In FY 2006-2007, the center provided 1,745 trips. Transportation is provided by advocate and outreach workers who are trained to drive clients. The center has 50 employees and 16 volunteers. The center obtains funding for transportation services from their general funds.

Lake County Department of Social Services

The Lake County Department of Social Services (LCDSS) offers financial support in the form of food stamps, cash aid, and medical assistance for eligible low-income persons in Lake County.

Transportation is a needed support service for many clients, and the LCDSS purchases bus tickets and passes through Lake Transit for their clients, and provides transportation directly for youth who are receiving foster care services and/or employment services. Hourly fixed-route service offers customers the opportunity to make connections to other parts of the county.

Funding and Service Levels

LCDSS provides funding to Lake Transit to support the operation of buses to LCDSS offices in Lower Lake, where people need to go in person to apply for social service assistance or otherwise meet with their caseworkers.

About \$60,000 is provided. In addition, the agency purchases bus tickets and passes for their clients.

Redwood Coast Regional Center

The Redwood Coast Regional Center (RCRC) is one of 21 private, nonprofit regional centers in California serving people with developmental disabilities. RCRC provides assistance to residents with developmental disabilities, and their families, to obtain community support and services in Del Norte, Humboldt, Lake and Mendocino counties.

In Lake County, the Regional Center assists clients with transportation, but does not provide the service directly. It pays approximately \$925,000 for the following transportation services:

- RCRC pays Hey Taxi, a private taxi service, to transport clients to medical appointments. Hey Taxi operates throughout the county and in Mendocino County.
- It sponsors services that support clients in their own home. The center contracts with a private provider to offer supportive services and provide transportation when necessary.
- The Regional Center provides funding to People Services (described above).
- When possible, the RCRC issues Lake Transit bus passes to clients who are able to use public transportation for their transportation needs.
- In addition to purchasing fares, RCRC contracts with Lake Transit for services.

Lake County Senior Centers

There are five senior centers in Lake County with locations in Lakeport, Lucerne, Middletown, Clearlake Oaks, and Clearlake. The centers provide a variety of programs for older adults, including:

- *Nutrition program:* Lunch is served at centers and meals are delivered at home.
- *Information and assistance program:* The centers are a resource for older adults and provide information about benefits, other social service programs, etc.
- *Intervention:* The centers provide intervention in abuse cases and work with Adult Protective Services.
- *Money management:* The programs assist persons in paying bills and balancing checkbooks.
- *Referral services:* The centers provide a referral service to seniors of pre-screened in-home caregivers.
- *Social activities:* There are numerous planned social activities and classes at the senior centers, such as Tai Chi, art classes, etc.
- *Commodity program:* Food is given to low-income older adults.

However, none of the senior centers in Lake County provide transportation services for older adults, nor do they own or operate vehicles funded through the FTA Section 5310 program.

Connecting Transit Service beyond the County

Lake Transit also provides connections to the neighboring counties of Mendocino, Napa, and Sonoma. Route 3 provides service between Clearlake and the cities of St. Helena and Calistoga in Napa County, including a transfer point in Calistoga to Napa County's VINE public transit service. Connections are available via VINE to Amtrak and Greyhound bus service, and the Charles M. Shultz – Sonoma County Airport, in the city of Santa Rosa. VINE also provides services to the City of Vallejo, with connections there to San Francisco via the Baylink Ferry service. Lake Transit Route 7 operates between Lakeport and Ukiah, with a transfer point in Ukiah to Mendocino Transit service, Amtrak and Greyhound bus service, and the Ukiah Regional Airport.

Mendocino Transit Authority (MTA)

Lake Transit Route 7 provides service between Lakeport and Ukiah, where there are connections to Mendocino Transit Authority. MTA provides deviated and regular fixed-route service throughout Mendocino County with connections to Santa Rosa in neighboring Sonoma County. Transportation services include:

- **Ukiah bus service:** Two routes, one with late-night service, that serve Ukiah. Late night service provides a connection between Mendocino College and Ukiah.
- **South Mendocino Coast bus service:** Two routes provide service to the South Mendocino Coast. Route 75 provides service between Gualala and Ukiah; Route 95 operates between Santa Rosa and Gualala.
- **North Mendocino Coast bus service:** Three routes provide service to the North Mendocino Coast. The BraggAbout provides local service within Fort Bragg, the Coaster

operates between Fort Bragg and Mendocino/Navarro River, and the CC Rider operates between Santa Rosa and Mendocino.

- **Inland bus service:** The inland bus routes provide local weekday service in Willits, Redwood Valley, and Ukiah.
- **Willits Rider:** MTA provides deviated fixed-route bus service within the City of Willits.

VINE

In Calistoga there are connections to Napa VINE Routes 10 and 11. VINE Route 10 serves Napa Valley from Calistoga to the Vallejo Ferry Terminal, where ferries can be taken to San Francisco.

VINE Route 11 begins in St. Helena and also stops in Calistoga before it travels to Santa Rosa.

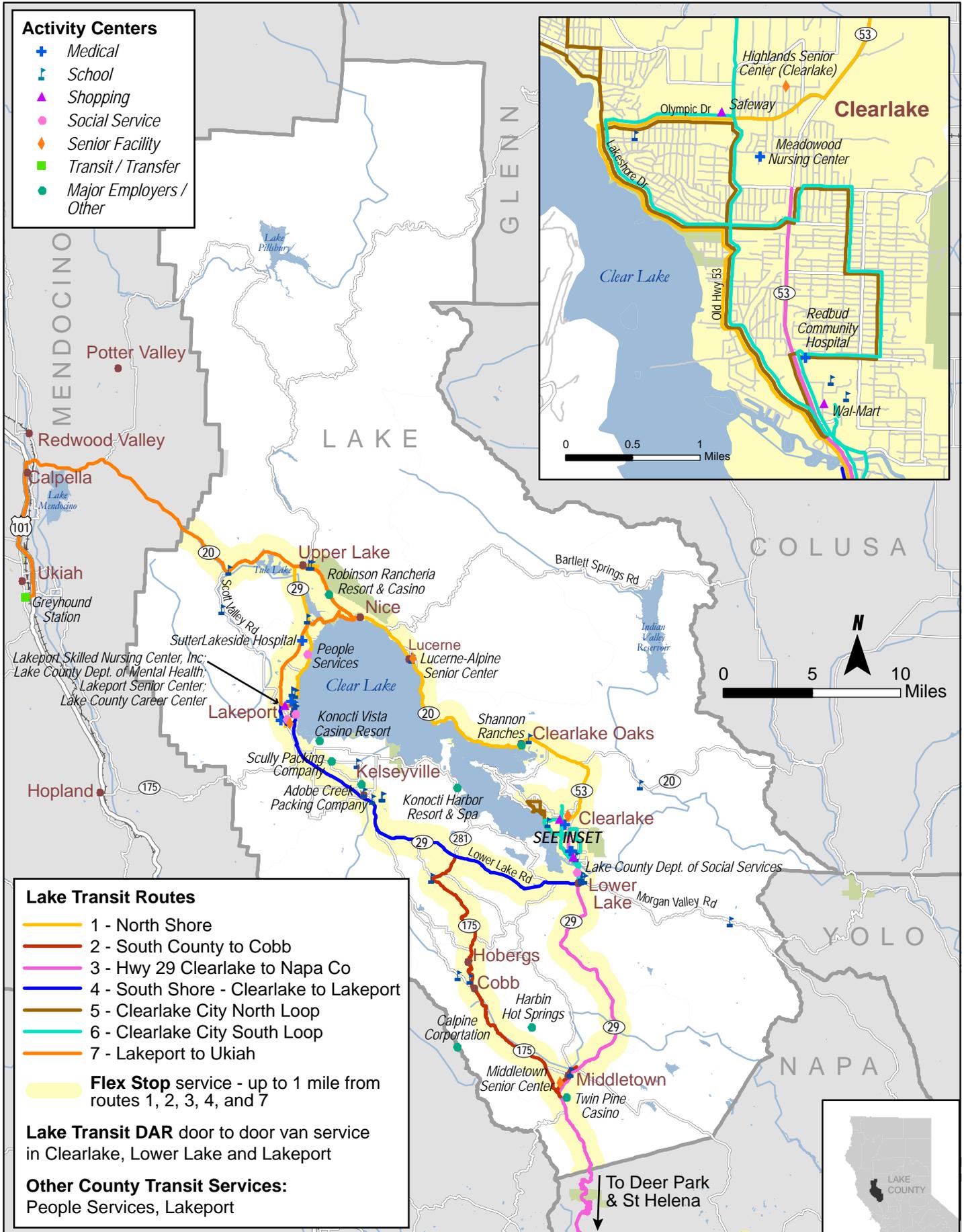
Greyhound

Greyhound does not provide bus service to, from, or within Lake County. The closest bus stations are located in Vallejo, Willits, Ukiah, Santa Rosa, and Healdsburg. These locations are more than an hour from Clearlake and at least 45 minutes from Lakeport.

Amtrak

Amtrak does not serve Lake County. The closest stops are located in Cloverdale, Healdsburg, Ukiah, and Santa Rosa. Amtrak passengers boarding in these locations take a shuttle to the rail connection in Martinez.

Figure 4-2 Lake County Transit Services and Activity Centers



Transportation Provider Inventory

Figure 4-3 outlines all of the transportation providers in Lake County, including the public transit agency, social service providers, and private operators. The matrix provides basic operating characteristics, describes the types of service provided and outlines which clients and areas are served. The matrix was compiled by Caltrans staff and has been updated with information collected during stakeholder interviews.

Figure 4-3 Transportation Provider Inventory

Agency Name	Agency Type	Transportation Role(s)					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												
CA Dept of Rehabilitation	Public			X			Supports clients of the Department of Rehabilitation with severe disabilities seeking employment.	State and federal HHS funds	Not Available	Lake & Mendocino counties	Bus pass, mileage reimbursement	Disabled	Not Available	Not Available	Not Available	Not Available	Not Available	
Lake County Career Center (Work Incentive Act)				X			Provides bus passes or vouchers.	Federal funds	\$10,000-15,000	Lake County	Bus passes, vouchers	Low Income	Not Available	Not Available	Not Available	Not Available	Not Available	
Lake County Dept. of Mental Health	Public		X				Provides direct transportation for clients. Provides bus passes or vouchers.	General budget	\$200,000	Lake County	Group shuttle, paratransit	Mental health patients	22	About 10,000 miles	Drivers are required to undergo in-house training and know cpr	County garage handles maintenance	No	Request for transportation services must come from a case manager with approval from appropriate supervisors.
Hillside Health Center (Mendocino Community Health Clinics)	Public		X				Shuttle for patients from Buddy Eller Center.	Ukiah-homeless grant to the clinic	\$ 55,395	Lake County	Shuttle, Demand response	Low-income, underinsured, and general public	1	Not Available	Not Required	Maintenance by dealer, Thurston Auto and tires by Les Schwab	None used	Drivers are staff or volunteers with Class B license.
Lake County Department of Social Services.	Public			X			Provides clients with bus passes, vouchers, mileage reimbursement. Provides direct subsidy to Lake Transit.	State and Federal funds	\$ 60,000	Lake County	Bus passes, vouchers, mileage reimbursement	Low Income	None	Not Applicable	Not Applicable	Not Applicable	Not Applicable	Provide transportation assistance benefits.
Lake Transit Authority	Public	X					Provide transportation services to the general public. Provides bus passes or vouchers.	TDA, STA, 5311, 5311(f), fares revenue	\$2,140,000 (FY 2007-08)	Lake County	Fixed & demand response; general public dial-a-ride, intercity route, social service program transportation.	Seniors, Disabled	9 small buses (25-30 passengers), 6 cutaway buses (16-18 passengers), 5 modified vans.	65,540	Contracted to Operations Contractor. Drivers are required to have appropriate training, licensing, and certificates for operation of transit buses and GPPV vehicles.	Contracted to Operations Contractor.	None used currently, for future prospects, see note -->	LTA has initiated a project to install RouteMatch TS software for vehicle monitoring. System to initially include AVL/GPS for four vehicles and eventually to be expanded to entire fleet. Real time passenger info, might be future possibility. LTA is utilizing Proposition 1B Security grant funds for this project.
People Services	Non-Profit - 501(c)3		X				Provides direct transportation for clients. Provides van transportation.	Regional Center, fund-raisers	\$ 720,612	Lake County	Fixed Routes	Disabled	Total 44 vehicles (includes wheelchair accessible buses, 15 passenger vans, crew cab trucks, passenger cars)	44,000	In-house Drivers training with sensitivity training. Class B License required with Medical Clearance, First Aid and CPR training.	In-house	None used	Uses private vehicles. Drivers are staff or volunteers with Class B license.
Sutter Lakeside Hospital	Public? Private non-profit?		X				The Healthy Families Program provides direct transportation for clients. Provides demand-response transportation, bus passes, or vouchers.	General budget	\$ 67,000	Lower Lake to Nice	Demand response	Senior, Disabled or Low Income.	1	Not Available	Not Available	Not Available	Not Available	Drivers are staff or volunteers with Class B license. Provides lift-equipped vehicles.

Chapter 5. Key Findings: Service Gaps, Unmet Needs, and Institutional Issues

This chapter summarizes the range of unmet transportation needs that were identified through stakeholder input and research. Stakeholder input was gathered from the SSTAC, stakeholder interviews, and from the Redwood Coast Regional Center. This input was critical in identifying unmet transportation needs.

The consultant staff convened a kick-off meeting with the SSTAC in January 2008 with the goals of introducing SSTAC members to the project and obtaining their feedback on transportation needs. Meeting minutes are included in Appendix A.

Ten in-person or telephone interviews were conducted with key stakeholders located in Lake County. These stakeholders included social service agency representatives and staff from the county's transit program, as shown in Figure 5-1.

Figure 5-1 Stakeholders

Agency	Position
Area Agency on Aging (AAA)	Deputy Director of Adult and Aging Services
Highlands Senior Service Center	Executive Director
Independent Living Center	Client Assistance Advocate & Rural Outreach Coordinator
Lake County Department of Social Services	Deputy Director
Lake Family Resource Center	Executive Deputy Director of Operations
Lake Transit Authority	Transportation Manager
Middletown Senior Center	Executive Director
People Services	Executive Director
Redwood Coast Regional Center	Community Resource Manager
Robinson Rancheria [Sunrise Special Service Foundation]	Interim Tribal Administrator

Stakeholders were asked to describe the role that their organization plays in providing or arranging for transportation services, the budget and level of service provided, and any perception or experiences with unmet transportation needs or gaps in service for their clientele.

In addition, the Redwood Coast Regional Center, a nonprofit organization serving people with developmental disabilities, solicited feedback from its case managers regarding transportation needs of their clients in Lake County. Their feedback has also been incorporated into this chapter.⁹

Given the rural nature of the county, there are some communities without any public transportation, and others with minimal service. Several stakeholders indicated that there are many residents without access to an automobile or with a disability that prevents them from driving. As noted in Chapter 3, this assertion is supported by US Census data demonstrating that a relatively high percentage of housing units in Clearlake, Lakeport, North Lakeport, and Clearlake Oaks do not have access to a vehicle for transportation. Forty percent of respondents to a survey conducted by the Area Agency on Aging (AAA)¹⁰ said that they had difficulty with transportation.

Gaps in Existing Service

The fixed route, deviated-fixed route and paratransit services of Lake Transit provide valuable public transportation services. There are limitations, however, to the level of service it is able to provide at current funding levels, including frequency, service coverage, and days and times service can be made available. Currently, Lake Transit does not operate Sunday or late-night service, and provides only limited evening service. Service is focused primarily in Lakeport and Clearlake, although a number of stakeholders identified a need for additional service in these areas as well. For example, in Lakeport, there is no connecting service for the bus arriving from Ukiah at 8:00 PM. This bus is used by those who work in Mendocino County or attend Mendocino College in Ukiah. In addition, some stakeholders indicated that there is demand for commuter bus service between Clearlake and Lakeport.

Some stakeholders expressed a need for a “shopper shuttle” or a “holiday shuttle” in Lakeport that would serve all of the town’s major destinations. Establishing this shuttle may help to reduce dial-a-ride demand, freeing resources of this service for other transportation needs.

Some stakeholders indicated that Lake Transit’s vehicles are uncomfortable and that they jostle passengers. This is especially difficult for older adults and for those who, because they are in a wheelchair, must ride in the back of the bus. This situation is exacerbated by poor road conditions in some locations, which also limits the ability of a bus to deviate from its route.

Expanding service, however, would require an increase in funding for Lake Transit, and maintaining current levels of service is becoming an increasing challenge of its own, due to escalating fuel costs.

⁹ It is important to note that the summary reports reflect the views, opinions, and perceptions of those interviewed. The resulting information was not verified or validated for accuracy of content.

¹⁰ Area Agency on Aging (AAA) for Lake and Mendocino counties conducted the survey of older adults (age 60+) in 2007.

Some stakeholders indicated a need for more door-to-door paratransit service. Lake Transit typically provides curb-to-curb service, which is consistent with ADA guidelines. Providing a higher level of service, either door-to-door or door-through-door, would exceed minimal ADA guidelines.

Unmet Needs in Rural Areas

It is a difficult for public transit to serve, effectively, the rural and dispersed population in Lake County, outside of Clearlake and Lakeport Lake Transit endeavors to serve these areas as best as possible with current resources by providing deviated fixed-route service between Clearlake and Lakeport, including service to smaller communities surrounding the lake. Given limited resources and the fundamental difficulty of providing public transit service to rural areas, stakeholders indicated the following unmet transportation needs in Lake County:

- The existing deviated fixed-route service does not meet the needs of all rural residents, especially those who live in the most remote locations. Residents living more than one mile from existing routes cannot take advantage of the deviated service.
- Service between the more rural communities tends to be less frequent than in Lakeport and Clearlake, resulting in longer wait times.
- Some communities are not served by Lake Transit, including Spring Valley, Hidden Valley Lake, and other communities.
- Paratransit service is needed in areas beyond what is required by ADA. Lake Transit operates deviated fixed-route service in lieu of providing complementary paratransit service in communities outside of Clearlake, Lower Lake and Lakeport. Despite the value this service provides, some older adults and disabled passengers require a higher level of door-to-door or door-through-door service and cannot travel via deviated fixed-route service. For example, an older adult living in the North Shore who needs paratransit to travel to Lakeport has no services available to make this trip. For this reason, many stakeholders requested additional paratransit service countywide. Such service would exceed minimal ADA requirements, because ADA paratransit services are only required to be provided within $\frac{3}{4}$ of a mile of existing fixed routes
- Casinos are some of the largest employers in the county, especially for those seeking or working in entry-level jobs. Lake Transit provides service to Robinson Rancheria on the North Shore, Twin Pines in Middletown, and to Konocti Vista Casino via Route 4A. However, these casinos operate – and have work-shifts – 24 hours a day, a schedule that Lake Transit is not able to support with current funding levels.

Out-of-County Transportation Needs

Lake County, at 1,329 square miles, is a relatively small county with limited employment opportunities. For this reason, many residents commute to jobs in adjacent counties, particularly Napa, Sonoma, and Mendocino Counties. Some stakeholders indicated a need for commute service to destinations beyond Lake County not served currently by public transportation, or they suggested a need for an enhancement in service. Key destinations include::

- Commute trips to Sacramento and Santa Rosa
- Commute trips to Cache Creek Casino in Yolo County

- Commute trips from Middletown to Calistoga (Napa County).

In addition to work commute trips, stakeholders indicated a need for travel to neighboring counties and beyond for medical appointments, entertainment, education and other purposes, including:

- Trips to Ukiah, Santa Rosa, Sacramento, and St. Helena for medical appointments
- Trips to Chico from Robinson Rancheria;
- More frequent and direct service, as well as evening service, to the Clear Lake Campus of Yuba College in Clearlake, and campuses of Mendocino College in Lakeport and Ukiah .
- More frequent and direct connections to regional transportation hubs, including Greyhound and Amtrak stations;
- Shopping trips to other counties and trips to visit and/or care for family members living in other counties.

These transportation needs are especially important to many older adults and people with disabilities who do not have access to a vehicle or are not able to drive themselves.

Non-Emergency Medical Transportation Needs

Stakeholders indicated that Lake County’s low-income, senior, and disabled populations need more comprehensive non-emergency medical transportation. Those living in the rural portions of the county often must travel considerable distances to reach medical appointments; for specialized appointments, it is common for residents to travel out of county to Santa Rosa, Napa, San Francisco, or Oakland.

Lake County fire departments provide emergency and non-emergency medical transportation to and from county hospitals. There are three fire departments that provide medical transportation: Kelseyville Fire Department, Lakeport Fire Protection District, and Lake County Fire Protection District. The fire departments transport patients via ambulance since they have no other vehicles. Approximately half of these trips are non-emergency medical trips.

According to the Kelseyville Fire Department Chief, the fire departments will likely be faced with an increased number of hospital-to-hospital transfers when Sutter Lakeside Hospital in Lakeport reduces the total number of hospital beds to 25 in early 2008.¹¹

Other Transportation Needs

Stakeholders described the following transportation needs:

- *Senior centers*: Senior centers do not provide direct transportation; therefore, improved transportation service is needed for people who travel to the centers for lunch and other activities.

¹¹ This reduction in the number of beds is expected when Sutter Lakeside Hospital changes its designation to a Critical Care Facility.

- *Travel and safety training:* Older adults and disabled residents, just like many others, may need support, initially, to introduce them to available transportation services and help them understand how to make use of them safely.
- *Accessibility:* The lack of accessible bus stops creates a serious obstacle to using existing transportation services. Stakeholders noted the difficulty that passengers, especially older adults or people with disabilities, have when accessing transit. Key challenges often are missing sidewalks and accessible stops, which are an especially common issue at bus stops outside of more urban areas. In addition, some stakeholders indicated a need for upgraded wheelchair-accessible vehicles.
- *Bus stops:* In addition to improved accessibility, bus stops should include shelters to protect passengers from the elements – rain, wind, etc. Also, signs are needed to clearly identify the stop location.
- *Youth needs:* Not all of the youth-oriented transportation needs are met by the school districts. Students need after-school transportation and parents need to transport children to day care. In addition, teenagers need expanded transportation options throughout the county.
- *College/GED Students:* Lower-income GED students often rely on public transportation to for transportation to classes at Yuba College in Clearlake. Those traveling from the Upper Lake/Lucerne area cannot take Lake Transit for an 8:30 AM class because the earliest bus does not arrive until 9:45 AM. In addition, students traveling from Hidden Valley to Yuba College desire more direct and more frequent bus service. Bus service is also needed to accommodate later evening classes, which can go until 9:30 PM.
- *Job access:* The current level of service limits the ability to rely on public transit for access to job opportunities or training opportunities within the county and in neighboring counties.
- *Sustainability:* Some stakeholders expressed the need to address greenhouse gas emissions by encouraging more people to use public transit rather than personal automobiles for transportation.
- *Technology:* Some stakeholders want better technology in buses to assist drivers and to improve efficiencies. Such technology may include better radio equipment, or improved accessibility features.

Key Origins and Destinations

As discussed previously, most of the population in Lake County is located around Clear Lake, including the cities of Clearlake and Lakeport. These cities are major activity centers for the county as residents travel there for shopping, medical appointments, and social services. The smaller communities of Lower Lake, Kelseyville, Lucerne, Middletown, Finley, and Nice also offer shopping, employment, basic services and some limited social and medical services.

Figure 5-2 outlines key activity centers in Lake County for low-income residents, older adults, and people with disabilities. The locations were previously illustrated in Figure 4-3 Lake County Transit Services and Activity Centers and listed in Figure 3-7 Major Employers in Lake County.

Figure 5-2 Key Activity Centers

Adobe Creek Packing Co.	Kelseyville
County of Lake	Lakeport, Countywide
Konocti Harbor Resort & Spa	Kelseyville
Konocti Vista Casino Resort	Lakeport
Lake County Career Center	Lakeport
Lake County Dept. of Mental Health	Lakeport
Lake County Dept. of Social Services	Lower Lake
Lakeport Senior Center	Lakeport
Lakeport Skilled Nursing Center, Inc.	Lakeport
Lucerne-Alpine Senior Center	Lucerne
Middletown Senior Center	Middletown
Redbud Community Hospital	Clearlake
Robinson Rancheria Resort & Casino	Nice
Scully Packing Co. LLC	Finley
Sutter Lakeside Hospital	Lakeport
Twin Pine Casino	Middletown
Wal-Mart	Clearlake

Duplication of Services

Public transportation services are limited in Lake County and, therefore, duplication of service is not a significant issue. Rather, there is not enough service to meet the basic transportation needs of residents of Lake County. As previously noted, services is primarily provided by Lake Transit and People Services, with limited specialized supplemental services provided by other organizations. While it is possible these programs provide trips to common locations, transportation provided by social service agencies is arranged for and delivered in response to the specific needs of their clients.

Existing Coordination of Services

Within Lake County, existing providers, sponsors of transportation, and other community-based organizations coordinate with each other in a number of ways, including:

Lake Transit and People Services: People Services provides transportation for developmentally disabled individuals who work in Lake or Mendocino Counties. Funds to support the program are provided primarily through the Regional Center; in addition, the agency receives Section 5310 funds to purchase vehicles.

People Services purchases bus tickets or passes for those persons who can use fixed route services for some or all of their trips, and has worked closely with Lake Transit to plan for services to meet the needs of their clients. People Services has also worked with Lake Transit to make improvements to the bus stop located near its facility.

Lake Transit and Redwood Coast Regional Center: Lake Transit, as the CTSA, contracts with the Regional Center to provide program transportation to recreation activities on Saturdays, and to People First Meetings one night each month. In addition, the Regional Center purchases bus passes for Lake County customers with developmental disabilities.

Lake Transit and St. Helena Hospital: Many of the doctors that provide medical care in Clearlake and Middletown have offices adjacent to St. Helena Hospital in Deer Park, Napa County. Recognizing that many Lake County patients need to utilize services at the hospital or visit nearby doctors, St. Helena Hospital has provided a fare guarantee for Route 3, between Clearlake, Middletown, Calistoga, and St. Helena Hospital. This innovative approach assists patients in getting to needed services while also helping to provide transit for the general public to travel to Napa and Sonoma counties. Route 3 connects with the Napa County transit system, including bus routes in Napa County, and routes that connect to Santa Rosa, Vallejo, and the Bay Area.

Lake Transit and Lake County Social Services “CalWORKs”: The CalWORKs program provides job training and other forms of assistance to help people get off of public assistance and back into the workforce. Since many who receive welfare do not drive or do not own vehicles, public transit is one way to remove this barrier to success. Through a Memorandum Of Understanding between Lake Transit and Lake County Social Services, an arrangement has been made for Lake Transit to provide a block of 275 monthly Lake Transit passes each month at the reduced rate of \$25 each. These are good for unlimited rides on bus routes. Recipients are able to use the passes to attend job training, college courses, to seek work, to get to jobs, and for all of their personal needs. LCSS also purchases tickets and punch passes as needed for passengers who cannot use bus routes due to disabling conditions.

Lake Transit and Robinson Rancheria: The largest employers within Lake County are casinos owned and operated by local tribes. Since some employees need to use fixed route transit to get to these job sites, Lake Transit has worked with Robinson Rancheria to provide bus service to the Robinson Rancheria Resort & Casino. The Tribe purchases advertising on buses to help subsidize, in part, operation of the route.

Lake Transit and Lake County Senior Centers: Lake Transit has designated routes to directly serve senior centers in Clearlake, Middletown and Lucerne, and also provides many dial a ride trips to the Lakeport and Clearlake Senior Centers. A discounted fare is offered to seniors to ride any service they need to get to or from a senior center. Administrators at Lake Transit and at senior centers not served by Lake Transit have expressed an interest in a shared contract for maintenance support.

Lake Transit and Local Rotary Clubs: Rotary Clubs in Lakeport and Clearlake have offered to provide volunteers and resources to help construct bus shelters in their respective communities.

Barriers to Coordination

The following barriers or obstacles preventing or hindering coordination of public transit and human service agency transportation programs are not unique to Lake County; rather, they are universal in nature and are faced by local communities throughout the country.

Geography: Opportunities to coordinate service among transportation services in Lake County are limited in part due to the limited number of service providers, and also by the size and

geography of the county. Access to and from—and between-- these communities is restricted by the presence of Clear Lake, the largest natural lake in the State of California. Additionally, the geographic isolation is a barrier to providing service in the outlying valleys and rural communities such as Spring Valley, Lakeview Estates, Orchard Shores and Glen Haven.

Specific client needs: By definition, customers of special needs transportation programs have difficulty or cannot independently make use of programs established for the general public. In many cases, these customers need a level of care that may not prove conducive to integration with other passengers. Some agencies have established service standards or guidelines for consideration in transporting their clients, such as maximum time on a vehicle, the need for a higher level of care, required use of seat belts, etc. that may preclude transporting them with other client groups.

Funding Restrictions: Social service agencies operate on limited budgets for provision of direct services. This results in the tendency to fund (if at all possible) or provide transportation services for their clients as an auxiliary service—as a means to support the end goal of providing the primary service such as training, medical assistance, meals, case management, etc. They look to local transportation authorities to help fill this gap.

Limited Staff Resources: In rural communities, transportation program staff often “wear many hats,” and may be required to administer programs, write grants or funding applications, prepare reports and invoices, supervise staff and, on occasion, even drive a vehicle. Staff resources may not be available to pursue coordination strategies, which need to be developed and nurtured over time. In Lake County, Lake Transit serves as the CTSA. The CTSA is well positioned, by virtue of its designation and authority established in state statute (AB 120), to assume a leadership role in overseeing coordination projects and activities. However, no staff members are dedicated to work exclusively on coordination tasks.

Chapter 6. Identification of Strategies and Evaluation

This chapter presents strategies and solutions as identified by local stakeholders to address the service gaps and unmet transportation needs. It also describes the process and results of two public workshops that took place in Lake County to develop and prioritize strategies. Finally, it presents the criteria that were considered when ranking the strategies

Public Workshops

On May 20, 2008, the consultant facilitated two public workshops in Lake County – one in Lower Lake and the other in Lakeport. These locations were suggested by the local project sponsor, and represent different geographic regions of the County. The goals of the workshops were to:

- Confirm previously identified unmet transportation needs
- Identify and prioritize strategies for addressing these needs

The following public outreach methods were used to involve a variety of stakeholders:

Selection of invitees: With input from the Lake County/City Area Planning Council (Lake APC), the consultant team compiled a list of stakeholders to be invited to the workshops. Invitees included representatives from the Social Services Transportation Advisory Committee (SSTAC), senior centers, social service organizations, transit providers, and local and tribal governments.

Letter of invitation: The consultant team sent a letter of invitation via regular mail to approximately 40 stakeholders. Lake APC contacted SSTAC and the Lake County Transportation Coalition (LCTC) members via email to notify them about the workshops.

Media coverage: Lake APC provided the names of local media contacts in Mendocino County. The consultant team submitted a press release to the following:

- Lake County Record Bee
- Middletown Times
- Lake County News

Internet posting: Lake APC posted a copy of the Existing Conditions report and the workshop presentation on their website.

The flyer, list of invitees, press release, media coverage, and list of attendees are included in Appendix A.

Nine people attended the workshop in Lakeport, including representatives from Lake Transit, Area Agency on Aging, Live Oak Senior Center, and Paratransit Services. In Lower Lake, there were fourteen people in attendance, including representatives from the Department of Rehabilitation, Highlands Senior Center, Live Oak Seniors, Lake APC, and the Department of Social Services. Transit riders were represented at each workshop.

Workshop Approach

Both workshops were conducted in the same format and included the following elements:

- **Introductions.** Each workshop began with introductions by the consulting team, followed by group introductions. Participants were asked to identify what organization they were associated with, along with how they found out about the workshop and what they expected to get out of the workshop.
- **Brief presentation.** Following introductions, a brief Power Point presentation was delivered that provided general information about the planning process, discussed the three primary funding sources subject to this plan, and summarized the unmet transportation needs that were identified for Lake County.
- **Confirmation of unmet needs and presentation of strategies.** A handout was provided to workshop participants that listed all of the unmet transportation needs (as discussed in the presentation) and an initial set of potential strategies to meet those needs. The unmet transportation needs were first reviewed to ensure they were represented accurately, and to provide the opportunity to add new unmet needs. Each potential strategy was then described in detail and workshop participants were asked to suggest additional strategies as applicable.
- **Prioritization of strategies.** Participants were presented a set of draft evaluation criteria (discussed in the following section) and asked to keep the criteria in mind when prioritizing the potential strategies. The initial list of potential strategies was displayed on a large print-out that was posted on the wall. Additional strategies identified during the workshop were added to the list before the prioritization exercise. Each person was then given five votes, and were asked to “vote” for strategies they felt best met the unmet transportation needs in Lake County. Participants could vote for a single strategy, or distribute their votes among multiple strategies. The purpose of this exercise was to visually indicate which strategies are supported by those attending the workshop, and to reach consensus on which strategies are considered most important to pursue.
- **Workshop summary.** Following the prioritization exercise, the consulting team provided a recap of the workshop and discussed the next steps. All participants were encouraged to contact the consulting team if they had questions or wanted the plan to include additional needs and/or strategies.

Evaluation Criteria

One of the requirements of this plan, per SAFETEA-LU planning guidance, is to prioritize potential strategies. To provide assistance to stakeholders and workshop participants in ranking strategies, a draft set of evaluation criteria was developed. The evaluation criteria were not intended to be rigorously applied to all strategies in the workshop setting, but rather to help guide each participant in deciding which strategies best meet the identified needs in the county.

Three draft evaluation criteria were developed:

1. **Strategy meets documented need.** How well does the strategy address transportation gaps or barriers identified through the Coordinated Public Transit-Human Services Transportation Plan? The strategy should:
 - Provide service in a geographic area with limited transportation options
 - Serve a geographic area where the greatest number of people need a service
 - Improve the mobility of clientele subject to state and federal funding sources (i.e. low-income, elderly, and persons with disabilities)
 - Provide a level of service not currently provided with existing resources
 - Preserve and protect existing services
2. **Feasibility of implementation.** How likely is the strategy to be successfully implemented? The strategy should:
 - Be eligible for SAFETEA-LU or other grant funding
 - Result in efficient use of available resources
 - Have a potential project sponsor with the operational capacity to carry out the strategy
 - Have the potential to be sustained beyond the grant period
3. **Coordination.** How would the strategy build upon existing services? The strategy should:
 - Avoid duplication and promote coordination of services and programs
 - Allow for and encourage participation of local human service and transportation stakeholders

Stakeholders and workshop attendees were presented the draft evaluation criteria to assist them in prioritizing the strategies identified for Lake County.

Identification of Strategies

Prior to convening the workshops, the unmet transportation needs presented in Chapter 5 were organized into six broad categories:

- Unserved or underserved areas (service not available where it is needed)
- Lack of availability (service not available when it is needed)
- Capital improvements
- Cost of transportation is difficult for some people to afford
- Additional information and marketing programs
- Program policies and requirements

A list of potential strategies was then developed that corresponded directly to the identified unmet transportation needs identified in Chapter 5. The potential strategies were based on an expansion or modification of services currently provided in Lake County or strategies that have been implemented elsewhere and may be suitable in Lake County. The list of potential strategies was not intended to represent all possible strategies appropriate for Lake County and workshop participants were encouraged to suggest additional strategies, modify strategies or eliminate strategies from consideration.

The strategies are presented in Figure 6-1 and are organized into the six broad categories of unmet transportation needs. Workshop participants clarified or added several additional unmet transportation needs and then made modifications to several suggested strategies and added 8 new strategies to the list. The unmet needs and/or strategies that were added or modified are highlighted in the table in ***italic and bold typeface***.

The number of “votes” received as a result of the prioritization exercise conducted at each workshop is reflected in the far right-hand column of the chart.

Figure 6-1 Strategies and Prioritization¹²

Unmet Transportation Needs	Strategies	Workshop Prioritization		
		Lower Lake	Lakeport	Total
Address Unserved or Underserved Areas				
<ul style="list-style-type: none"> • Service needed from outlying areas into Clearlake and Lakeport • Service needed between rural communities • Service needed for agricultural workers • Inter-county service is needed to Sonoma, Napa, Mendocino and Sacramento Counties • <i>Need for specialized medical and dental trips</i> 	Establish a usable transit network to operate between Clearlake, Lakeport and outlying communities	4	0	4
	Institute new service to operate between smaller communities not currently well served through existing services	4.5	1	5.5
	Institute employment transportation services to outlying counties with greatest trip volumes	0	0	0
	Institute vanpool or shuttle service to address agricultural worker transportation needs	0	0	0
	<i>Provide out of county medical trips</i>	4.5	4	8.5
	Expand dial-a-ride services for seniors in the communities of Middletown, Clearlake Oaks, Lucerne, Kelseyville, Nice	0	1	1
	<i>Develop a pilot project between local CTSA and AAA to initiate senior-based services where it is not now available</i>	0	14	14
Address Service When it is Needed				
<ul style="list-style-type: none"> • More frequent service needed for existing Lake Transit Service routes • Extended service hours evenings and weekends for Lake Transit • Casinos are large employers not served during off-peak hours • Community college students need more direct service • <i>Commuters need more express bus service</i> 	Increase frequency of Lake Transit service	8.5	6	14.5
	Extend service hours for Lake Transit	4	8	12
	Seek collaboration with local casinos to partner in providing late-night shuttle or van service for casino employees	0	1	1
	<i>Establish commute bus express service</i>	0	0	0

¹² Unmet needs and/or strategies added or modified by workshop participants are highlighted in ***italic and bold typeface***.

Unmet Transportation Needs	Strategies	Workshop Prioritization		
		Lower Lake	Lakeport	Total
Capital Improvements				
<ul style="list-style-type: none"> • Need to improve access to the bus stop for persons with mobility impairments • Need for benches, shelters • Need to replace vans and vehicles that serve the elderly, disabled, and low-income populations • <i>Need to expand or replace fleet with vehicles that are more fuel efficient and meet air quality standards</i> • <i>Need to adapt existing vehicles to meet air quality standards</i> • <i>Need for more and safer bicycle paths</i> • <i>Some existing accessibility-related equipment doesn't work well</i> 	Develop capital improvement program specific to improve mobility for low-income persons and for the elderly and persons with disabilities; identify high priority locations for capital improvements	8	3	11
	Develop van replacement schedule in coordination with local non-profit and public agencies	3	0	3
	Develop capital improvement program specific to elderly and persons with disabilities; identify high priority locations for capital improvements	0	0	0
	Develop vehicle replacement schedule in coordination with local non-profit and public agencies	0	0	0
	<i>Develop designated bike lanes that can also be used for electric scooters and wheelchairs</i>	0	0	0
	<i>Coordinate efforts to develop strategies to meet air quality standards</i>	0	0	0
	<i>Improve existing equipment</i>	0	5	5
Address Issues of Affordability				
<ul style="list-style-type: none"> • Some low-income persons could benefit from having access to an automobile • Increasing cost of gas is discouraging volunteers • Cost of using transit is difficult for low-income families with several people using transit 	Establish car loan programs, or other incentives (i.e. insurance, maintenance) to allow for improved access to autos	0	0	0
	Increase mileage reimbursement rates for volunteer drivers and caregivers	2.5	2	4.5
	Provide subsidies for discount pass applications or for use of fixed route transit and paratransit for persons who cannot afford the cost	2.5	4	6.5
Address Need for Outreach, Marketing				
<ul style="list-style-type: none"> • Lack of awareness of available services by human service agency staff • Need for clearinghouse of information options for the 	Provide additional outreach and training for human service agency staff	0	0	0
	Through a Mobility Management Program, establish a central clearinghouse and information center	0	0	0

Unmet Transportation Needs	Strategies	Workshop Prioritization		
		Lower Lake	Lakeport	Total
<ul style="list-style-type: none"> public • Need for better maps and transit information at stops and transfer points • People don't know how or are afraid to use transit 	Upgrade maps and information provided at transit centers	0	0	0
	Initiate a travel training program and offer classes or workshops to senior centers or other groups of interested potential users	2.5	2	2.5
Policies or Other Strategies to Address Coordination				
<ul style="list-style-type: none"> • Some persons with disabilities need a higher level of service (door through door) than what is provided on deviated fixed route service • <i>Need to preserve and protect existing funding and advocate for new funding</i> 	Allow for more individualized service for those who need it (i.e. provide an escort, provision of door-through-door service, etc.)	4	0	4
	<i>Work with local CTSA, CalACT and local stakeholders to advocate for transit funding</i>	5	1	6

Highest Priority Strategies

Based on the prioritization process that took place in the two workshops, as well as a qualitative comparison of each strategy with the evaluation criteria, the following section provides a discussion about the highest priority strategies in Lake County as identified by workshop participants.

No single strategy emerged among the range of those proposed as most viable or highly desired to pursue. Stakeholders did indicate their interest in pursuing expansions for Lake Transit by providing additional service hours and by providing more frequent services. Those that ranked as high priorities are indicated below:

- **Increase frequency of Lake Transit** This strategy was ranked highly in both workshops. This strategy directly addresses the need to provide service more frequently in order to avoid long waits between trips, or to better connect with other routes or services.
- **Extend Service Hours for Lake Transit.** This strategy complements that of increasing frequency—stakeholders would like to see additional service hours in the evenings and/or in the morning to meet the travel needs of students, workers, or others who need to use public transit past 7:00 pm, when most routes no longer operate.
- **Develop Capital Replacement Program.** This strategy recognizes the need for local programs to coordinate efforts to identify locations needing capital improvements, such as making access to transit more available for persons with disabilities, replacing and expanding fleets, etc. In addition, some recent air quality standards may impact existing non-profit providers who will need to take steps to ensure they are in compliance with these standards.
- **Initiate Pilot Program with CTSA and local AAA to provide services to seniors.** The local AAA is interested in collaborating with the local CTSA (currently Lake Transit) to test a new approach that would provide services to seniors in outlying communities not currently served by transit.

Chapter 7. Implementation Plan for Recommended Strategies

This chapter presents a conceptual implementation plan for the highest ranked strategies in Lake County, which are:

- Increase frequency of Lake Transit
- Extend service hours for Lake Transit.
- Initiate a pilot program with CTSA and the local AAA to provide services to seniors in outlying areas
- Develop a countywide capital replacement program

Figure 7-1 provides a “snapshot” summary of implementation steps needed to advance the highest ranked strategies. It is important to note that these “strategies” are not fully defined, nor does this implementation plan necessarily reflect actual projects or programs that may be carried out by local sponsors. Rather, it highlights some project assumptions and presents options should those sponsors wish to pursue grant funding through Caltrans or other sources.

Each of the strategies would, to some extent, address the unmet transportation needs as defined through this planning process. Therefore, they are all included for reference in the Plan. Figure 7-2 summarizes other potential strategies.

Chapter 7 also introduces other strategies for Lake County stakeholders to consider that could advance coordination efforts, which include:

- Access to jobs and employment
- Volunteer programs
- School transportation
- Medicaid non-emergency medical transportation
- Consolidated maintenance programs
- Consolidated driver training programs

Chapter 7 concludes with a discussion of effective program administration and oversight, including the development of performance monitoring standards.

Implementation Steps for Highest Priorities

Two of the highest ranked strategies address improvements to Lake Transit fixed route services—namely, the need to increase the frequency of Lake Transit routes, and the need to extend service hours for Lake Transit. Such expansions of service are planned for the near future, and discussed in the draft Lake County Transit Development Plan (TDP) Study. The TDP was commissioned by the Lake County/City Area Planning Council to ensure that future improvements in public transit services will reasonably meet the needs of area residents and visitors. The study is based upon a detailed analysis of transit demand and existing public

transportation services in the county. This analysis was used as the basis of an extensive series of alternatives, which were in turn used to develop the financially-constrained short-range transit plan.

Lake Transit will use this TDP as a guide to implement the recommended service enhancements over the next five years. Therefore, it is important that assumptions or alternatives documented in this Coordinated Public Transit – Human Services Transportation Plan be consistent with commitments made in the TDP. Furthermore, since enhanced fixed route services will result in increased operating expenses, implementation of these improvements depends on identification of additional revenues, some of which may be available through the funding sources that are the target of this plan.

Increase Frequency of Lake Transit

Increasing the frequency of public transit can make travel more convenient for passengers by reducing their wait time and can also result in improved on-time performance if buses are at capacity. The TDP suggests several alternatives for increasing the frequency of Lake Transit, as described below. These alternatives represent the most feasible options for increasing frequency.

Add Third Clearlake Route

Presently, the two routes operating within Clearlake are often at capacity, resulting in problems meeting on-time performance standards. Adding another route would increase capacity and address reliability issues. Estimated annual cost for this service enhancement is \$53,220.

Add Route 3 Morning and Afternoon Runs

Adding morning and afternoon runs on Route 3 would enhance commuter service into Napa County and would provide a daily round-trip connection with Napa Transit Route 11 into Santa Rosa. The estimated annual cost to provide this service is \$13,830.

Add Route 7 Morning Run

Route 7 carries passengers outside the county into Ukiah. Adding a morning run would cost about \$30,000 annually, and would result in enhanced service for commuters traveling to Mendocino County.

Add Route 1 hourly service

An issue that has recently been raised and discussed by the Lake Transit Board of Directors is that of enhancing Route 1, which travels along Highway 20, to hourly service. To do so would result in additional costs of about \$111,000 annually.

Add commuter service on Routes 1 and 4

Another alternative is to increase the frequency of commuter service on Routes 1 and 4, which would result in an estimated operating cost of about \$20,000 annually; however, this alternative would result in the need to purchase two additional vehicles at a cost of \$450,000.

Extend Service Hours for Lake Transit

The TDP identified and discussed several alternatives to extend service for Routes 5 and 6, which are local routes serving Clearlake, and which together comprise nearly 50% of the system

ridership. Extending service hours for fixed route services also triggers a parallel requirement to increase service hours for complementary paratransit services as required by the Americans with Disabilities Act (ADA). These assumptions are summarized below.

Extend Weekday Service until 8 PM

At present, the last local route departure from any particular stop is at 6:15 PM on Route 5, ending at 6:55 PM. Extending the service weekday by one hour would lessen the sense of urgency Yuba College students and workers may currently feel to catch the last bus, and make transit service a viable option for persons with later commute times. The local route service is operated 249 weekdays per year; extending service by one hour on Routes 5 and 6 would increase the hours by 500 and the mileage by 6,970 miles. Increased paratransit would require an additional 250 hours and 1,990 miles of service. A mechanic who could also answer the radio would need to be on duty. As a whole, these services would cost a total of \$26,320 per year, or an estimate of \$20,840 when considering anticipated fare revenues.

Extend Weekday Service until 10 PM

To provide an even greater level of convenience for passengers, weekday service could be extended to 10:00 PM on weekdays, which would accommodate night classes at Yuba College, some of which let out at 9:40 PM. However, evening ridership on similar transit systems is typically a very small percentage of daytime ridership. It would result in a subsidy requirement of \$71,680 per year.

Provide Saturday service until 10 PM

Providing evening service on Saturdays would result in greater flexibility for passengers, particularly to access recreational opportunities. Providing three additional hours of service in the evening on Saturday would cost an estimated \$7,800 for fixed route service and \$8,800 for paratransit, or \$16,600 annually.

Implement Sunday service

Interest in Sunday service has been expressed by riders and stakeholders. While the typical level of ridership on Saturday is half of a typical weekday, and Sunday ridership half of Saturday, Lake County might experience higher ridership on Sundays given the recent interest expressed by riders and stakeholders.

Providing Sunday fixed-route service in Clearlake would also require operating complementary paratransit service, as well as the cost for a dispatcher and mechanic. This service would generate an additional 760 riders per year, for a total annual ridership associated with Sunday service of 7,290. Together, these services would have an annual operating cost of \$58,500.

Initiate Pilot Program with CTSA and local Area Agency on Aging (AAA) to provide services to seniors

Currently, the local AAA and Lake Transit are working together to plan for a pilot project that would be stationed out of the Live Oaks Senior Center. The service would operate fixed route services to bring seniors from four communities not currently served by dial-a-ride into the senior center for meals. During the rest of the day, the vehicle would be available to provide on-call services for elderly persons or those with disabilities. If the program can successfully recruit volunteer drivers, services could also be provided evenings and weekends.

A vehicle would be donated by the Ukiah Senior Center to support the program.

The AAA will apply for a New Freedom grant to support, in part, operation of the new program. A projected two-year operating budget is as follows:

Funding Source	Estimated Amount
New Freedom (FTA Section 5317)	\$90,000
Lake Transit (TDA)	\$45,000
AAA	\$8,000
Live Oak Senior Center	\$37,000
TOTAL	\$180,000

Next steps to advance the program include completing and submitting the grant application, confirming and documenting commitment of local match funds, and developing a more detailed operations plan and program budget.

Develop Capital Improvement Program

Implementation of this strategy entails a collaborative approach among local human service transportation providers and/or sponsors to develop a county-based or regional capital improvement program. The primary benefit to developing a capital improvement program is that it allows service providers relying on limited funding sources to mutually plan for and prioritize their capital needs, and to establish a rationale for developing a long-term schedule and process for making capital improvements.

Components of a capital improvement program would include:

- Identification and prioritization of transit facilities and equipment 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 non-profit 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

As the county's CTSA, it is recommended that Lake Transit assume a lead role in developing a countywide capital improvement program. This approach assumes no additional staffing or planning costs would be needed; rather, it would build on and enhance current local efforts.

Other Opportunities to Coordinate

This section of the report discusses other potential strategies to improve the status of providing transportation in Lake County. Figure 7-2 summarizes other strategies identified by stakeholders and confirmed, through the stakeholder workshops, that they are viable options for Lake County transportation partners to pursue. The matrix suggests a timeframe for implementation based on whether it is feasible to implement in the short-term (between 6-12 months), medium term (1-3 years) or long-term (full implementation anticipated beyond three years). Realistically, the feasibility of implementation depends on whether funding can be identified to support them. In many cases, funding new programs could come at the expense of cutting existing services unless new funds can be identified.

In addition to those identified in the Lake County workshops, the chapter presents strategies for local stakeholders to consider with respect to:

- Access to Jobs and Employment
- Volunteer Programs
- Pupil Transportation
- Medicaid Non-Emergency Medical Transportation
- Consolidated Maintenance Programs
- Consolidated Driver Training Programs

Figure 7-1 Implementing High Priority Strategies

Strategy (to address need/gap)	Proposed Lead Agency	Implementation Timeframe	Order of Magnitude Costs (Capital or Operating)	Potential Funding Sources	Next Steps
Increase Frequency of Lake Transit	Lake Transit	Short-Medium Term	\$20,840-\$71,680 per year	TDA	Adopt TDP, program funds
Extend Service Hours for Lake Transit	Lake Transit	Short-Medium Term	\$14,000-\$110,000 annually in operating costs, depending on alternative.	TDA , JARC, if extended hours provide access to jobs	Adopt TDP, program funds
Initiate Pilot Program with AAA and CTSA to expand service for seniors in Lake County	AAA	Short-Medium Term	\$180-\$200,000 for operating expenses to support 2 year pilot project	New Freedom	Submit grant application for New Freedom funds Develop operating plan and program procedures Confirm match fund sources
Develop Capital Improvement Program	Lake Transit	Short-Term	Some Staffing and/or Planning Resources Needed	N/A	Identify partner agencies, assign lead agency to initiate planning efforts

Figure 7-2 Implementing Other Potential Strategies

Strategy (to address need/gap)	Timeframe	Comments
Provide out-of-county medical trips	Medium-Long-term	While, from an operational perspective, this strategy could be implemented in the short-term, additional revenues need to be identified to expand services for more lengthy out-of-county trips.
Institute new service to operate between smaller communities not currently well served through existing services	Short- Medium term	Again, implementing this strategy would not be complicated, and could be accomplished by expanding Lake Transit services. However, new revenues need to be identified.
Seek collaboration with local casinos to partner in providing late-night shuttle or van service for casino employees	Short-Medium-term	Lake Transit is already supported, in part, by the Robinson Rancheria. It is possible that the Rancheria would be willing to entertain expanding this arrangement, especially if JARC funds were sought.
Initiate a travel training program and offer classes or workshops to seniors or other groups of interested potential users to teach people how to access and use the transit system (i.e. how to read schedules, buy tickets, board buses, etc.) Lake Transit customer service representatives and volunteers could provide mobility training and help improve access to and distribution of transit information, as well as respond to customer requests for information.	Short-Medium-term	This is a relatively low-cost strategy that could have a large pay-off. It would require dedicating a staff person to conduct outreach and initiate a travel training program. Many model programs already exist and could be used as a starting point.
Promote public transit to the community to increase awareness of the service, particularly to the low income, disabled and elderly populations. Promotion could include outreach to key groups, including senior centers, employers, and clients of social service providers.	Short-term	This strategy was suggested by members of the SSTAC, who are well positioned to take a lead role in conducting outreach, along with transit agency staff.
Develop designated bike lanes that can also be used for electric scooters and wheelchairs	Long-term	This strategy would benefit bicyclists and pedestrians in wheelchairs. It is a more costly strategy, however, in that it would entail road construction, environmental reviews, etc.
Increase mileage reimbursement rates for volunteer drivers and caregivers	Short-term	This would be a relatively low-cost solution to encourage additional volunteer drivers. It would require staff to administer a program.

Strategy (to address need/gap)	Timeframe	Comments
Provide subsidies for discount pass applications or for use of fixed route transit and paratransit for persons who cannot afford the cost	Low-Medium-term	This strategy is easy and straightforward to administer. It would require participation on the part of social service agencies to establish guidelines and to subsidize the cost of a transit pass.
Allow for more individualized service for those who need it (i.e. provide an escort, provision of door-through-door service, etc.)	Medium-Long term	This strategy can be implemented by Lake Transit, with additional resources, or by a local social service agency as part of its client-based services.
Work with local CTSA, CalACT and local stakeholders to advocate for transit funding	Short-term	This is an ongoing activity that is most effective when entered into collaboratively by transit operators, social service agencies, customers and other stakeholders with a vested interest in improving the status of public transportation.

Program Administration and Oversight

Effective program administration is crucial to ensure the ongoing success of a new program or project. As a first step, a project sponsor or lead agency needs to be designated to manage the project. The lead agency would most likely be responsible to:

- 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

For each of the highest ranked strategies, a lead agency is suggested; however, in some cases another agency or organization could serve in this capacity. The lead agency should have the administrative, fiscal and staffing resources necessary to both implement and sustain the program over time. In Lake County, the APC will play a fundamental role in program administration, through the allocation of TDA funds to various programs and services. The APC is also the agency responsible for adoption of the final Coordinated Plan, and as the local CTSA, Lake Transit may also appropriately assume a lead coordination role for some activities.

Decision Making Process

In addition to staff administering the program or service, a more formal decision making process will need to be in place to ensure effective program oversight. As mentioned, the APC is responsible to allocate and disburse state transportation funds, and will adopt this Coordinated Plan. The SSTAC advises the APC on various transportation issues and concerns. By definition, the SSTAC is comprised of a wide variety of stakeholders, including users of transit, and those representing the elderly and persons with disabilities. The SSTAC is appropriately the entity, within Lake County, to provide input as new services are considered and/or implemented. The SSTAC in Lake County is very active and meets on a monthly basis and on a regular basis to provide an advisory role to the Lake County APC.

Guidelines for Transportation Provider Agreements and Service Standards

Developing service agreements and monitoring system performance criteria are important tasks for transportation providers. Service agreements should include the following basic monthly and year-to-date operating and performance data:

- Revenue Hours
- Deadhead Hours (Non-Revenue Hours)
- Passengers (including a breakdown by categories such as fare type, transfers, multi-ride tickets, etc)
- Passenger Fares
- Revenue Miles

- Deadhead Miles (Non-Revenue Miles)
- Operating Costs
- Operating Cost/Passenger
- Operating Cost/Hour
- Farebox Recovery Ratio
- On-Time Performance or Ride Time
- Accidents/Incidents/Passenger Complaints/Driver Issues
- Vehicle Issues
- Road Calls
- Out of service
- Maintenance activities
- Missed Runs or Service Denials

Agencies are encouraged to develop and adopt a set of standards and benchmarks that can be monitored and measured to provide a framework for effectively managing and evaluating transit and paratransit services. While specific standards can vary depending on the service and operating environment, industry practice generally uses the standards to monitor efficiency, and service quality and reliability.

Efficiency standards use operational performance data to measure the performance of a transit system. Monitoring operational efficiency and productivity requires data such as operating cost, farebox revenue recovery, vehicle revenue miles, vehicle revenue hours and boardings (passenger trips).

Many rural agencies do not have the staff resources to collect and analyze a broad range of performance data. Therefore the recommended efficiency performance standards are limited to key indicators that will provide agencies with a good picture of how well service is doing. Recommended efficiency performance for fixed route and paratransit services include:

- Operating Cost per Passenger: Calculated by dividing all operating and administrative costs by total passengers (with passengers defined as unlinked trips).
- Operating Cost per Revenue Hour: Calculated by dividing all operating and administrative costs by the total number of vehicle revenue hours (with revenue hours defined as time when the vehicle is actually in passenger service).
- Revenue to Non-Revenue Hour Ratio: Non-revenue hours include deadheading between the garage and the location where the buses go in and out of scheduled service. This is a relevant measure because of some of the potential long-distance deadheading required in rural counties. Non-revenue hours can also include paid operator time before and at the end of their shift (vehicle checks, sign in time and time spent refueling buses etc.) and the time to deliver replacement buses when a bus is taken out of service because of an accident or breakdown. Note that revenue to non-revenue hour measurement is difficult to apply to contracted services because contractors are not normally required to track non-revenue hours of operation.

- **Passengers per Revenue Hour:** Calculated by dividing the total number of passengers (unlinked trips) by the total number of vehicle revenue hours. The number of passengers per hour is a good measure of service productivity.
- **Farebox Recovery Ratio:** Calculated by dividing all farebox revenue by total operating and administrative costs. Farebox recovery evaluates both system efficiency (through operating costs) and productivity (through boardings). Farebox recovery ratio benchmarks are critical to the establishment of passengers per revenue hour benchmarks and benchmarks for design standards.

Local fixed route and dial-a-ride services also measure and monitor **reliability standards**. Recommended reliability standards for fixed route and paratransit services include:

- **On-Time Performance:** Can be monitored by road supervisors. No bus shall depart a formal time point before the time published in the schedule. Dial-a-ride and demand response service should pick up passengers within the policy pick-up window established for the service.
- **Passenger Complaints/Passengers Carried:** Requires the systematic recording of passenger complaints.
- **Preventable Accidents/Revenue Mile Operated:** Operator training efforts should increase as the number of preventable accidents increases. While there should be no preventable accidents, a benchmark should be established to permit some flexibility in the evaluation of training efforts.
- **Road Calls/Revenue Mile Operated:** 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

Other Opportunities to Coordinate

Access to Jobs and Employment

Providing access to jobs and employment is a critical function of public transportation. For persons without access to an automobile, availability of transit can mean the difference in self sufficiency. As mentioned in Chapter 1, this plan addresses, in part, the need for low-income persons to access employment or training activities. Through SAFETEA-LU, federal transportation dollars (FTA Section 5316) are available to support access to jobs projects.

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

Within Lake County, strategies to provide additional service hours or to improve frequency of Lake Transit ranked highest among local program stakeholders. A number of alternatives suggested in this plan and in the TDP would provide new or enhanced commuter service for persons traveling within Lake County, or into Napa or Mendocino Counties, These service

enhancements are viable candidates for JARC funds if it can be demonstrated that providing the service would directly serve low-income persons needing access to jobs.

Volunteer Transportation Programs

There currently are no programs in Lake County utilizing volunteer drivers to provide transportation for clients.

Many rural counties have developed high functioning volunteer driver programs to supplement public transit, especially to support residents who live in outlying areas or who need non-emergency medical transportation. Program administration is the key to the successful implementation and ongoing viability of volunteer programs, thus the need for an individual or community agency to be the champion is critical.

The issue of agency liability frequently is raised as an obstacle to the implementation of volunteer driver programs. Efforts are underway through agencies such as Nonprofits United to create special insurance packages for individuals or agencies that offer an initial layer of coverage when a volunteer is operating a vehicle. This would supersede the coverage provided by the individual or agency when not in volunteer service. Early indications from Nonprofits United are that such coverage may be on the horizon.

The Beverly Foundation offers online resources for volunteer driver programs at www.beverlyfoundation.org. Additional information is available at the Agency Council on Coordinated Transportation in the State of Washington, which has a manual for starting and maintaining volunteer transportation programs. It addresses the liability issues and provides forms and templates for agencies. The manual is available at www.wsdot.wa.gov/transit/training/vdg/default.htm

Becoming a Medi-Cal NEMT Provider

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 many rural counties there are no Medi-Cal NEMT providers. Some rural counties are served by an NEMT provider in another county with very limited availability of service. By becoming a Medi-Cal NEMT provider, the 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 necessary 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.

Coordinating/Integrating School Bus and Public Transportation Services

Student Transportation in Lake County

In Lake County, there are six school districts. Home-to-school student transportation operations during the academic year is provided by both school-district operated bus fleets and fleets operated by private carriers under contract to some local school districts. The home-to-school transportation and transportation to after-school programs is completely separate from the public transportation system, although high school students do use the public transit to access after-school jobs, especially with the public transit system linking high schools to employment opportunities.

The coordination/integration of student transportation and public transportation services is fraught with obstacles. These include legislative and institutional barriers; restricted funding requirements and reporting requirements; attitudes and perceptions about student safety; vehicle design, and operational issues.

In California,¹³ there are no state statutes or regulations that prohibit using school buses to transport non-pupils. Indeed, from the state perspective, the use of school buses and in particular the co-mingling 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 the local districts, which traditionally have focused attention very specifically on the provision of transportation for students.

¹³ 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.

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

California Utility Vehicle

School buses are not designed to carry the general public, and transit buses are not necessarily designed for children. As a result, in the 1990s, the CDE initiated the development of an ADA-accessible hybrid utility vehicle merging currently available technology from both school bus and transit industry vehicles. The integrated passenger-school bus, known as the California Utility School Bus, is intended to meet the needs of the entire passenger transportation industry. Currently, the CDE uses the vehicle in their Bus Driver Instructor Training Program and takes it to educational conferences and industry trade shows. Interest in this vehicle has remained dormant for some time, but recently has increased because of the upswing in coordination planning. In future years, the CDE envisions the flexible Utility School Bus as a vehicle that can be used for the transportation of both students and the general public.

Summary and Next Steps

This draft final Coordinated Public Transit-Human Services Transportation Plan is simultaneously submitted to Caltrans and to the local project sponsor, the Lake County/City Area Planning Council. The draft plan will be available for public review and comment prior to its adoption, no later than September 30, 2008. The consultant team will review and summarize comments received on the draft plan, and will revise the draft plan accordingly.

Grant applications for FTA Sections 5310, 5316 and 5317 (for rural areas of the state) are due to Caltrans no later than August 29; in turn, Caltrans will certify that projects it funds through those programs are derived from this coordinated plan. Such certification may be based on completion of the draft plan prior to its full adoption by the local project sponsor.

Updates to the Coordinated Plans are required every four or five years, (i.e., four years in air quality nonattainment and maintenance areas and five years in air quality attainment areas). However, Caltrans may choose to update the coordinated plans to align with the competitive selection process based on needs identified at the local level.

APPENDIX A

PUBLIC WORKSHOP MATERIALS

Coordinated Transportation Plan
For Seniors, People with Disabilities and
Persons with Limited Income in Lake County

COMMUNITY WORKSHOP

YOU ARE INVITED TO ATTEND ONE OF TWO WORKSHOPS:

LAKEPORT

Tuesday, May 20, 2008, 10:00 -11:30 AM
Umpqua Bank Board Room (2nd floor)
805 11th Street, Lakeport

LOWER LAKE

Tuesday, May 20, 2008 1:30-3:00 PM
Lake Transit – Lamkin-Sanchez Ops Center
9240 Highway 53, Lower Lake



Help to shape the future of transportation for seniors, people with disabilities and persons with limited incomes in Lake County

- Learn about the Coordinated Public Transit-Human Services Transportation Plan
- Share your views about community transportation needs and priorities
- Recommend strategies to improve local and regional mobility
- Find out about federal transportation funds that may be available to agencies in Lake County

Who should attend?

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

For More Information

Terri Persons

Lake County/City Area Planning Council

(707) 263-7799

personst@dow-associates.com



Contact the Lake County/City Area Planning Council Staff at least three business days prior to workshop to request language interpretation assistance or alternative information formats at the workshop.



Lake County Coordinated Plan
Workshop Invitees

Agency	Contact Person	City
ACS	Judy Page	
Adventist Health Redbud Community Hospital (AHRCH)	Kendall Fults Margaret Walker	Clearlake
Big Brothers & Big Sisters of Lake County	Judy Graham	Lakeport
California Human Development Corporation (CHDC)	Sandra Zapata	Lakeport
Catholic Charities	Hedy Montoya	Middletown
Clearlake Chamber of Commerce		Clearlake
Clearlake Community College		Clearlake
Community Development Services (CDS)	Jeff Lucas	Lakeport
Department of Rehabilitation	Nina Presmont, MS	Lakeport
Drug Abuse Alternative Center (DAAC)	Rose Weaver	Clearlake
Easter Seals of Lake County	Mary Borjon	Lakeport
Employment Development Department (EDD)	Belinda Nash Tina Fincher	Lakeport
Elem Indian Colony	Delbert Thomas Jr.	Clearlake Oaks
Goodwill Industries	Todd Metcalf	Lakeport
Habematolel Pomo of Upper Lake	Carmella Icay Johnson John Hancock (Environmental Director)	Upper Lake
Highlands Senior Center	Linda J. Burton	Clearlake
Inter Tribal Council of California (ITCC)	Diane Askew	Nice
Lake County Alcohol and Other Drug Services (AODS)	Laura Solis	Lakeport
Lake County Board of Supervisors	Gary Lewis	Lakeport
Lake County Childcare Planning Council	Susan Perry	Clearlake
Lake County Community Action Agency (LCCAA)	Georgina Lane	Clearlake
Lake County Probation Department	Brad Barnwell	Lakeport
Lake County Department of Social Services (LCDSS)	Pat Shuman	Lower Lake
Lake County Department of Mental Health	Ruth Lincoln	Lakeport
Lake County Office of Education (LCOE)	Bill Corneilson Missy Hill	Lakeport
Lake County Transit Authority (LCTA)	Mark Wall	Lakeport
Lake County Tribal Health Consurtium	Michael Icay	Lakeport

Lake County Coordinated Plan
Workshop Invitees

Agency	Contact Person	City
Lakeport Chamber of Commerce	Melissa Fulton	Lakeport
Lakeside Health Clinic (Mendocino Community Health Clinic)	Jerry Chaney	
Latino Coalition	Ester Tarin-Flores	Lakeport
Middletown Rancheria	Jose' Simon III	Middletown
North Coast Opportunities (NCO)		
Rural Communities Child Care	Terry Sedrick	Lakeport
Parents & Community for Kids (PACK)	Rosa Rayhmer	Middletown
People Services	Ilene Dumont	Lakeport
Redbud Healthcare District	Board of Directors	Clearlake
Robinson Rancheria	Clara Wilson	Nice
Scotts Valley Band of Pomo	JoAnn Wright	Kelseyville
Sunrise Special Services	Annie Barnes	Upper Lake
Sutter Lakeside Community Services	Rae Eby-Carl Gloria Maxwell	Lakeport
Sutter Lakeside Hospital	James Huston	Lakeport
United Way of Sonoma, Mendocino, Lake	Bob Jordon	Ukiah
Wine Grape Commission	Shannon Gunnier	Lakeport
Work Incentive Act	Arlene Rose	Lakeport
	Karen MacDougall	Kelseyville
Adventist Health Redbud Community Hospital	Margaret Walker	Clearlake
Area Agency on Aging	Susan Era	
Big Valley Rancheria	Valentino Jack, Chairperson	Lakeport
California Human Development Corp.	Sandra Zapata	Lakeport
California Department of Rehabilitation	Nina Presmont	Lakeport
Catholic Charities	Hedy Montoya	Middletown
Clearlake Community College	Byron Bell	Clearlake
Community Development Services	Jeff Lucas	Glenhaven
Dept. of Rehabilitation	Nina Prestmon	Lakeport
Drug Abuse Alternative Center	Rose Weaver	Clearlake
Easter Seals of Lake County	Joel Witherell	Lakeport
Elem Indian Colony	Raymond Brown, Chairperson	Clearlake
Highlands Senior Service Center	Linda Burton, Director	Clearlake
Inter Tribal Council of California	Diana Askew	Lakeport
Kelseyville Seniors, Inc.	Marilyn Westfall	Kelseyville

Lake County Coordinated Plan
Workshop Invitees

Agency	Contact Person	City
NCCC, Inc. / Workforce Investment Act	Pam Tellez	Lakeport
Lake County Childcare Planning Council	Susan Perry	Clearlake
L.C. Community Action Agency	Georgina Lahne	Clearlake
L.C. Department of Mental Health	Peggy Health	Lakeport
L.C. Department of Social Services	Pat Shuman	Lower Lake
L.C Office of Education	Phil Kirby	Lakeport
Lake Family Resource Center	Rae Eby-Carl	Lakeport
Lake Transit Authority	Mark Wall, Program Manager	Visalia
Lakeport Senior Center	Marilyn Johnson	Lakeport
Lakeside Health Center	Jerry Chaney	Ukiah
Live Oaks Senior Center	Pat Grabham, Director	Clearlake Oaks
Mendocino College	Mark Rawitsch, Dean	Lakeport
Middletown Rancheria	Jose Simon, III, Chairperson	Middletown
Middletown Senior Citizens, Inc.	Jackie Spiker, Director	Middletown
North Coast Opportunities	Terry Sedrick	Lakeport
North Bay Veterans	Marcy Orosco	Lakeport
Paratransit Services	Jim Crouch	
People Services, Inc.	Ilene Dumont, Director	Lakeport
Redwood Coast Regional Center	Madrone Callier	Lakeport
Robinson Rancheria	Tracy Avila, Chairperson	Nice
Scotts Valley Rancheria	Don Arnold, Chairperson	Lakeport
Sunrise Special Services	Annie Barnes	Upper Lake
Transit User	Dixie Porter	
Transit User	Marshall Francis	
United Way	Bob Jordan	Ukiah
Upper Lake Rancheria	Carmella Icaay-Johnson, Chair	Upper Lake
Upper Lake Senior Support Services		Upper Lake
Yuba Community College	Deb Ehrhardt	Clearlake

Friday, May 9, 2008
FOR IMMEDIATE RELEASE

Contact: Lisa Davey-Bates, Lake County/City Area Planning Council, 707-263-7799

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

Lake County Human Service-Public Transportation Coordination Plan Community Workshops	
Lakeport	Tuesday, May 20, 2008, 10:00-11:30 AM Umpqua Bank Board Room (2 nd Floor) 805 11 th Street, Lakeport
Lower Lake	Tuesday, May 20, 2008 1:30-3:00 PM Lake Transit Lamkin-Sanchez Operations Center 9240 Highway 53, Lower Lake

For information on transit service to the workshops, contact Lake Transit at (707) 994-3384

The Lake County/City Area Planning Council (APC), in cooperation with Caltrans, is sponsoring two transportation workshops in Lake County. Organizations and residents are encouraged to attend to discuss strategies to improve transportation services throughout Lake County for low-income residents, seniors and people with disabilities.

The workshops are being held to develop the Lake County Human Service-Public Transportation Coordination Plan. Sponsored by Caltrans, the Plan's goal is to improve mobility for county residents and visitors through better coordination of services among transportation providers and human service agencies in Lake County. "Community input is very important for developing an effective plan. We want the plan to accurately reflect the needs and priorities of the community," states Lisa Davey-Bates, Executive Director of the Lake County/City Area Planning Council.

The Plan will identify transportation improvements to help residents travel to medical appointments, classes, day care, jobs and other destinations. The Coordination Plan will also identify transportation services needed to help people connect to other transportation services, like Greyhound or Amtrak. During the workshops, which are scheduled to last approximately 1.5 hours, participants will help prioritize transportation needs and strategies based on community priorities. Several exercises are planned so community members can explore different ways to improve local transportation services.

For agencies seeking federal transportation funds, information will be available on three grant programs: 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 Lake Transit Authority 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.

Caltrans commissioned the Human Service-Public Transportation Coordination Plan in coordination with the Lake County/City Area Planning Council to identify transportation needs and gaps, and define opportunities for better coordination and improved service. An Existing Conditions Report, prepared in March 2008, presents findings from interviews with transit customers, transportation providers, community representatives and local agencies. The Report also includes an analysis of community demographics and transportation data, and a review of regional issues. The Report will be available at the workshops.

For more information about the Lake County Human Service-Public Transportation Coordination Plan and the community workshops, please contact Lisa Davey-Bates with the Lake County/City Area Planning Council at 707-263-7799 or at daveybatesl@dow-associates.com.

Lake County Coordinated Transportation Plan
Community Workshops Sign-In Sheet

Lower Lake, May 20, 2008

<u>Name</u>	<u>Organization</u>	<u>Phone #</u>	<u>Email</u>
Jim Crouch	Paratransit Services	707-994-3384	jim.crouch@mchsi.com
Mark Wall	Lake Transit	707-263-7868	mark@markwall.com
Shane Idland	Department of Rehabilitatio	707-263-4936	sidland@dor.ca.gov
Sandy Idland	Department of Rehabilitatio	707-263-0527	slidland@dor.ca.gov
Bev Bergstrom	AAA	707-274-1207	
Pat Grabham	Live Oak Seniors	707-998-1950	liveoakpat@mcbs.com
Pam Mills	Arbor Education and Trainir	707-995-9012	pmills@arboret.com
Kathy Harrison	Social Services	707-9954290	kmorrison@dss.co.lake.ca.us
Jean Bowers	Social Services	707-995-4221	jbowers@dss.co.lake.ca.us
Lori Sweeney	AAA	707-463-7950	sweeneyl@mcdss.org
Terri Persons	Lake APC	707-263-7799	personst@dow-associates.com
G. Marshall Francis	Rider	707-994-3782	por-to-gee-power@prodigy.net
Linda Burton	Highlands Senior Center	707-994-3051	hssc@lake.org

Lakeport, May 20, 2008

Dixie Lee Porter	Retired	707-263-9271	
Mark Wall	Lake Transit	707-263-7868	mark@markwall.com
Terri Persons	Lake APC	707-263-7799	personst@dow-associates.com
James Blue Wolf	NCCC, Inc. WIA	707-262-3434	jbluewolf@ncem.org
Jim Crouch	Paratransit Services	707-994-3384	jim.crouch@mchsi.com
Helen Clemons	Live Oak Senior Center	707-998-1950	liveoakpat@mchsi.com
Bev Bergstrom	AAA	707-274-1207	
Mary Frances Goerndt	AAA	707-274-8800	mgoerndt@hotmail.com
Ilene Dumont	People Services		

Workshops invite ideas to improve transportation services

Contributed by Editor
Wednesday, 14 May 2008

LAKE COUNTY – The Lake County/City Area Planning Council (APC), in cooperation with Caltrans, is sponsoring two transportation workshops in Lake County.

Organizations and residents are encouraged to attend to discuss strategies to improve transportation services throughout Lake County for low-income residents, seniors and people with disabilities.

The Lake County Human Service-Public Transportation Coordination Plan community workshops will be held on Tuesday, May 20. In Lakeport, the workshop will take place from 10 a.m. to 11:30 a.m. in Umpqua Bank's second floor board room, 805 11th St., Lakeport. The Lower Lake workshop will be held from 1:30 p.m. to 3 p.m. at the Lake Transit Lamkin-Sanchez Operations Center, 9240 Highway 53.

For information on transit service to the workshops, contact Lake Transit at (707) 994-3334

The workshops are being held to develop the Lake County Human Service-Public Transportation Coordination Plan. Sponsored by Caltrans, the plan's goal is to improve mobility for county residents and visitors through better coordination of services among transportation providers and human service agencies in Lake County.

"Community input is very important for developing an effective plan. We want the plan to accurately reflect the needs and priorities of the community," states Lisa Davey-Bates, executive director of the Lake County/City Area Planning Council.

The plan will identify transportation improvements to help residents travel to medical appointments, classes, day care, jobs and other destinations. The coordination plan also will identify transportation services needed to help people connect to other transportation services, like Greyhound or Amtrak.

During the workshops, which are scheduled to last approximately one and a half hours, participants will help prioritize transportation needs and strategies based on community priorities. Several exercises are planned so community members can explore different ways to improve local transportation services.

For agencies seeking federal transportation funds, information will be available on three grant programs: Job Access Reverse Commute, 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 Lake Transit Authority 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.

Caltrans commissioned the Human Service-Public Transportation Coordination Plan in coordination with the Lake County/City Area Planning Council to identify transportation needs and gaps, and define opportunities for better coordination and improved service. An Existing Conditions Report, prepared in March 2008, presents findings from interviews with transit customers, transportation providers, community representatives and local agencies. The report also includes an analysis of community demographics and transportation data, and a review of regional issues. The report will be available at the workshops.

For more information about the Lake County Human Service-Public Transportation Coordination Plan and the community workshops, please contact Lisa Davey-Bates with the Lake County/City Area Planning Council at 707-263-7799 or at daveybates@dow-associates.com.

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APPENDIX B

CONSOLIDATED VEHICLE MAINTENANCE

Consolidated Vehicle Maintenance

In the course of conducting this study, no specific facility needs for vehicle maintenance and operations were identified. As mentioned, both Lake Transit and People Services operate maintenance facilities for vehicles they own. Through these programs, there may be opportunities to assist other non-profit agencies, such as senior centers, needing to maintain their vehicles. The goal of a consolidated maintenance program is 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.

The important role a dedicated maintenance program can play to the social service community is clear. Human service agencies in rural areas, typically small nonprofit organizations operating very few vehicles, often rely on local vendors with little experience with transit vehicles and specialized equipment.

Other benefits include:

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

Human service agencies most frequently utilize their vehicles during normal business hours (Monday through Friday, 8:00 AM – 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 non-profit 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.

The maintenance provider routinely obtains garage keepers 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.

APPENDIX C

CONSOLIDATED DRIVER TRAINING PROGRAMS

Consolidated Driver Training Programs

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. Consolidated programs that coordinate this effort have the potential to provide a more efficient, cost effective method of driver training, and can also enhance driver awareness and passenger safety.

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 (CDL).

Basic Requirements for a Commercial Drivers License

To receive a California Commercial Drivers License, applicants must:

- Be 18 years old or older and not engaged in interstate commerce activities; or be 21 years old or older to engage in interstate commerce activities
- Be a resident of the State of California
- Submit a completed CDL application
- Pass a drug and alcohol screening test
- Pass a physical exam and submit an approved medical form completed by an approved medical practitioner
- Pass a vision test
- Pass a knowledge (law) test
- Pass a performance (pre-trip and driving) test

Specific basic and ongoing training requirements, as well as the class of license and type of endorsement, are triggered by the type of vehicle to be operated. These are detailed in Figure 1.

Figure 1 California Special Drivers License Requirement

Vehicle Type	Maximum Passenger & Driver	License Required	Endorsement Required	Original Training	Renewal Training (Annual)	Testing Required
Car, Minivan		Class C “regular” drivers license	N/A	N/A	N/A	N/A
Paratransit Vehicle	10	Class C “regular” drivers license	N/A	4 hr Safe Operation 4 hr Special Transportation	4 hr Safe Operation 4 hr Special Transportation	N/A
Paratransit Vehicle	24	CDL ¹ A or B	P ²	4 hr Safe Operation 4 hr Special Transportation	4 hr Safe Operation 4 hr Special Transportation	Drug Medical Written Pre-trip BTW ³
GPPV ⁴	24	CDL A or B	P	12 hr classroom 8 hr Certified Defensive Driving 20 hr BTW	2 hr refresher training	Drug Medical Written Pre-trip BTW
Transit VTT		CDL A or B	P	15 hr classroom 20 hr BTW	8 hr per training period (classroom/BTW)	Drug Medical Written
School Bus		CDL A or B	P, S ⁵	20 hr classroom 20 hr BTW	10 hr (Classroom.BTW)	Drug Medical Written First Aid (written) Pre-trip BTW
School Pupil Activity Bus		CDL A or B	P	15 hr classroom 20 hr BTW	10 hr (Classroom/BTW)	Drug Medical Written Pre-trip BTW

California Department of Education

¹ Commercial Drivers License

² Passenger Endorsement

³ Behind the Wheel

⁴ General Public Passenger Vehicle (operated by a public transit agency not a nonprofit agency)

⁵ School Bus Endorsement

As illustrated by Figure 1, 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.

Often, small organizations in rural communities do not have certified driver trainers on staff and are unable to provide on-site training. New employees are required to have their CDL upon hire, which can mean lengthy trips to certified training/testing locations. Available training in other subject areas may also be limited.

Agencies with a large driver staff and high turnover often offer initial training classes on an ongoing basis (e.g. monthly or quarterly)., Rural agencies tend to provide classes on an as needed basis when filling a specific vacancy, in some cases as infrequently as once every two years. This type of scheduling can make it difficult to coordinate with other organizations that need to respond quickly to employment needs. Opportunities could be available, however, to coordinate renewal training by preparing an annual schedule of classes in which all interested parties may participate.

A consolidated program could be implemented in rural areas that would meet the highest level 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.

Variations in licenses, endorsements, and training for drivers necessitate a well designed approach if consolidated training is to be effective. The CTSA could provide the leadership to achieve such coordination in both initial operator training and renewal training. Course content and scheduling are paramount issues to be resolved if public transit, private and nonprofit agencies are to benefit.

