

STAFF REPORT



MEETING DATE:	12/9/14
SUBJECT:	Agreement for Consolidated Transportation Services Agency (CTSA) with Shasta Senior Nutrition Programs
AGENDA ITEM:	7
STAFF CONTACT:	Dave Wallace, Chief Fiscal Officer

SUMMARY:

The attached review of the Consolidated Transportation Services Agency (CTSA Review) is complete and ready for board acceptance. A new agreement with Shasta Senior Nutrition Programs (SSNP) for CTSA transit services is presented for approval.

STAFF RECOMMENDATIONS:

It is recommended that the board of directors:

1. Accept the CTSA Review prepared by the IBI Group; and
2. Approve an agreement with SSNP to continue to provide CTSA public transportation services through June 2016 at levels prescribed annually in SRTA's Transportation Development Act budget.

DISCUSSION:

Background – The California State Legislature enacted the Social Services Transportation Improvement Act of 1979 (Assembly Bill 120) to improve the quality of transportation services for low-mobility groups. The law also seeks to achieve cost savings through the coordination of various transit services by eliminating redundancies and by sharing resources. To achieve these goals, CTSAs were statutorily created. One or more CTSAs may be designated by SRTA. CTSAs may be a city, the county, a transit operator, a non-profit, or a private transportation provider. CTSAs have two primary responsibilities:

- 1) **Coordination of Services.** These range from facilitating information exchange and aligning services between providers to brokering and merging services.
- 2) **Operator or contractor of transit services.** CTSAs may provide safety-net public transportation for low-mobility groups who are generally outside of primary public transportation service areas such as RABA's.

CTSA services in Shasta County are currently provided by SSNP under a memorandum of understanding (MOU) with SRTA. SRTA provides CTSA oversight and must maintain a 'Coordinated Human Transportation Services Plan' pursuant to federal requirements. The California Transportation Development Act (TDA) provides for the allocation of up to 5% of Local Transportation Funds for CTSA services. In the Shasta region, this totals about \$325,000 annually.

Why Coordinate Public Transportation Services? – Not including church, school and taxi transportation services, there are about 33 transportation service providers in Shasta County which expend an estimated \$8 million annually. Coordination can minimize duplicative services and can provide more efficient and cost-effective transportation. For example, a RABA demand response vehicle, an SSNP vehicle and a Far Northern Regional Center contract vehicle may be seen providing service on the same street; each with their own fleet, drivers, maintenance, insurance and dispatchers. Even a modest SRTA investment dedicated to facilitate the coordination and pooling of resources could yield substantial savings.

CTSA Coordination of Services – SSNP wants to remain a transportation provider but is not interested in managing the coordination of all transit providers in the region. There is no known interest from other agencies even though SRTA could fully fund the effort. Two logical candidates, RABA and the Shasta County Department of Health and Human Services, were offered the role and declined.

The attached CTSA Review recommends a phased in approach to coordination that builds on existing opportunities while developing a better understanding of transportation needs in Shasta County. Absent another entity stepping forward, the consultant recommends that SRTA could perform the bulk of the coordination services using funds designated for TDA administration. SRTA does some level of coordination regardless, but assuming a more robust role poses some concern over available staff time and depends on the level of coordination desired. Staff will work with the Social Services Transportation Advisory Council (SSTAC) to recommend specific coordination actions to the board of directors at the February or April meeting. Staff is also considering a Federal Transit Administration grant to initiate coordination efforts.

CTSA Transportation Service – SSNP provides approximately 12,500 passenger-trips per year at a cost of \$26.39 per trip. Ridership is trending downward while costs are rising. The recent external audit cited deficiencies in the CTSA's compliance with the performance criteria and suggested that the MOU with SRTA contains vague and outdated performance measures that make it difficult for SRTA to monitor the effective delivery of CTSA services.

Only a city or county can directly provide CTSA transportation services under TDA law. However, a non-profit such as SSNP, if designated as a CTSA by SRTA, can contract with SRTA for transportation services. A proposed agreement with SSNP is attached. The agreement contains performance goals to improve accountability, efficiency and effectiveness. The CTSA Review emphasizes that appropriate levels of CTSA transit services should be determined based primarily on operating cost and the TDA subsidy per passenger-trip. The agreement expires on June 30, 2016, at which time the performance measures and progress would be reviewed. The board of directors could then renew the agreement or seek competitive proposals.

ALTERNATIVES:

The board can reject or modify the CTSA Review or the SSNP agreement. The board can seek competitive proposals for CTSA services immediately. Staff recommends this interim 18-month agreement to establish CTSA performance standards and determine their reasonableness. This would serve as the basis to competitively bid CTSA services in the future if the board so chooses.

OTHER AGENCY INVOLVEMENT:

SSNP has met with SRTA staff and concurs with the provisions in the agreement. The Technical Advisory Committee (TAC) concurs with the staff recommendation.

FINANCING:

The agreement would be funded with the 5% maximum Local Transportation Fund allocation made annually. The board of directors budgeted \$326,392 for CTSA services in the current fiscal year and will set next year's CTSA budget in June 2015. Next year's budget will run through the remaining term of the proposed agreement.



Daniel S. Little, AICP, Executive Director

Attachments: Agreement between the Shasta Regional Transportation Agency and Shasta
Senior Nutrition Programs
Coordination of CTSA Services Review dated November 20, 2014

AGREEMENT
Between the
SHASTA REGIONAL TRANSPORTATION AGENCY
and
SHASTA SENIOR NUTRITION PROGRAMS

THIS AGREEMENT is entered into effective December 9, 2014, between Shasta Senior Nutrition Programs (hereinafter referred to as SSNP) and the Shasta Regional Transportation Agency (hereinafter referred to as SRTA).

RECITALS

WHEREAS, SRTA and SSNP intend to provide transportation and coordination of public transportation services; and

WHEREAS, SRTA and SSNP intend to cooperate to ensure the timely development, adoption and implementation of integrated comprehensive regional plans and policies, as set forth by federal and state requirements; and

WHEREAS, SRTA and SSNP intend to cooperate to ensure continual satisfactory compliance with applicable Transportation Development Act (TDA) regulations; and

WHEREAS, SRTA and SSNP intend to ensure their respective cost accounting systems meet SRTA policies and TDA regulations; and

WHEREAS, SRTA designates SSNP as a Consolidated Transportation Services Agency (CTSA); and

WHEREAS, SRTA and SSNP intend to improve accountability of persons carrying out the duties prescribed in this AGREEMENT.

NOW, THEREFORE, IT IS MUTUALLY AGREED THAT:

1. AGREEMENT with SSNP

- a. This AGREEMENT constitutes an annual arrangement between SRTA and SSNP, and may be amended by mutual written AGREEMENT.
- b. This AGREEMENT includes appendices, "SSNP Scope of Work and Performance Standards" (Appendix A) and "SSNP Compensation" (Appendix B), hereinafter referred to as Appendices A and B, respectively, This AGREEMENT includes, only as applicable, "Special Conditions" (Appendix C) hereinafter referred to as Appendix C. This Appendix

C will be used to outline requirements for other funds not subsumed under TDA regulations under this AGREEMENT.

- c. SRTA's maximum payment obligation to SSNP is limited to those funds identified in Appendix B. The maximum obligation shall be determined on an annual basis by the SRTA Board of Directors.
- d. This AGREEMENT supersedes the Memorandum of Understanding dated December 16, 2010, between SRTA and SSNP.

2. Scope of SSNP Responsibilities

- a. SSNP shall be responsible for the complete performance of the work and performance standards described in Appendix A.
- b. SSNP's Executive Director or designee shall coordinate all work described in Appendix A with the SRTA Executive Director or designee. SRTA shall not be obligated to make payments to SSNP until SSNP Project Manager has carried out the responsibilities described herein and in compliance with Sections 6 through 8 of this AGREEMENT.
- c. SSNP shall maintain an oversight structure and process at its governing board level. This oversight may be in the form of the existing board or new committee, such as a Budget and Personnel Committee, Audit Committee or Finance Committee to oversee compliance with the applicable TDA regulations cited herein.

3. Personnel

Personnel employed by SSNP to perform the work described in Appendix A shall be employed consistent with Sections 12, 13 and 14 of this AGREEMENT.

4. Time of Performance

The services provided pursuant to this AGREEMENT shall begin upon signing of the AGREEMENT by SRTA and SSNP and shall continue until June 30, 2016.

5. Materials to be Furnished to SSNP

- a. SRTA shall provide SSNP with a right to use (without charge by SRTA) information, data, reports, records, and maps which are in the possession of or readily available to SRTA, for the purposes of carrying out work under this AGREEMENT. However, SRTA's proprietary information or otherwise confidential or privileged materials shall not be provided to SSNP, unless authorized by SRTA's legal counsel.
- b. At the option of SRTA and if allowable under federal and state grant requirements, SRTA may procure equipment, software, or other materials for use by SSNP, only for purposes

of carrying out work described under this AGREEMENT. SSNP agrees to comply with all license AGREEMENTs for software or other materials procured by SRTA for use by SSNP.

- c. All equipment, software, or other materials provided to SSNP under this AGREEMENT shall remain the property of SRTA and shall be returned to SRTA upon project completion or termination.

6. Payment of SSNP Invoices

- a. SSNP will file an annual TDA Article 4.5 claim with SRTA. For ease in administration, SRTA will receive the monthly claim amount from the Shasta County Auditor- Controller and remit funds to SSNP based on SSNP's invoices to SRTA.
- b. Is contingent upon receipt by SRTA of the above documentation provided by SSNP, consistent with Sections 7 through 9 of this AGREEMENT. Payment to SSNP is further contingent upon SRTA's determination that the performance of SSNP meets TDA regulations and SRTA standards.
- c. Reimbursement from SRTA shall be made monthly

7. Matching Funds

- a. SSNP will have a goal of a match as specified in Appendix A. The match may consist of additional donations, additional fare box over the 10% goal or other grants that provide CTSA transportation services.

8. Cost Principles

- a. SSNP agrees to be bound by and shall also require its Contractors to comply with the following:
 - i. Code of Federal Regulations (CFR) Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards, shall be used to determine the allow-ability of individual project cost items; and
 - ii. The federal administrative procedures in accordance with 49 CFR, Part 18, "Uniform Administrative Requirements for Grants and Cooperative AGREEMENTs to State and Local Governments".
- b. Any costs for which SSNP receives payment or credit that is determined by a subsequent audit or other review by either SRTA, Caltrans, or other state or federal authorities to be unallowable under, but not limited to, 2 CFR Part 200; 48 CFR Chapter 1, Part 31; or

49CFR, Part 18, shall be repaid by SSNP within thirty (30) days of SSNP receiving notice of audit findings.

- c. All costs charged to this AGREEMENT by SSNP shall be supported by properly executed payrolls showing labor (wage) rates per hour, time records, and invoices and vouchers evidencing in proper detail the nature of the charges. These costs shall comply with the cost principles cited above in paragraph 8a of this AGREEMENT.
- d. SSNP agrees to furnish documentation to SRTA to support this requirement that its AGREEMENTs with a Contractor contain provisions requiring adherence to this Section in its entirety.
- e. Indirect costs are permitted under an audited indirect cost plan.

9. Written and Electronic Versions of Work Products and Related Materials

- a. SSNP shall provide copies of all of its deliverables, as well as support data created pursuant to the Scope of Work, to SRTA in electronic format. Hard copies will also be provided upon SRTA request. Related materials, including any reports, newsletters, or other written materials, will also be provided in hard copy and/or electronic format, upon SRTA request.
- b. The electronic versions of all written materials, data files, and accompanying graphics or images shall, when printed or otherwise displayed, appear in the identical format, location, quality, and state of replicating in which they appear in the hard copy versions.
- c. Materials in the electronic version shall be presented to SRTA in a medium pre-approved in writing by the SRTA Project Manager. For reports, this would typically be in Microsoft Word and Adobe Acrobat formats.
- d. SRTA shall be free to copyright material developed under this AGREEMENT. The applicable federal and/or state funding agency may reserve a royalty-free, nonexclusive and irrevocable license to reproduce, publish or otherwise use, and authorize others to use, work products funded under this AGREEMENT for government purpose.

10. Records Retention and Audits

- a. SSNP shall maintain, and shall require that its Contractor maintain, all source documents, books, and records connected with their performance of work initiated under this AGREEMENT and each annual SRTA audit for a minimum of three (3) years from the date of final payment to SSNP, or until audit resolution is achieved, whichever is later, and shall make all supporting information available for inspection and audit by

representatives of SRTA, the state, the Bureau of State Audits, or the federal government upon request. Copies will be made and furnished by SSNP upon request, at no cost to SRTA.

- b. SSNP shall establish and maintain, and shall require that its Contractor establish and maintain, an accounting system conforming to Generally Accepted Accounting Principles (GAAP) to support Invoices which segregate and accumulate the costs of work elements by line item (i.e. direct labor, other direct costs, subcontractors, etc.) and enable the determination of incurred costs at interim points of completion, and provide support for reimbursement payment vouchers or invoices.
- c. SSNP agrees to include all costs associated with this AGREEMENT and any amendments thereto to be examined in the annual audit and in the schedule of activities to be examined under an annual audit.
- d. For the purpose of determining compliance with Title 2, California Government Code, Chapter 6.5, Article 2, Section 8546.7, SSNP and its contractors shall each maintain and make available for inspection all books, documents, papers, accounting records, and other evidence pertaining to the performance of such contracts and/or AGREEMENTs, including, but not limited to, the costs of administering those various contracts and/or AGREEMENTs. All of the above referenced parties shall make such contracts and/or AGREEMENTs available at their respective offices at all reasonable times during the entire period of the contract duration and for three (3) years from the date of final payment to SSNP or until audit resolution is achieved for each annual SRTA audit, whichever is later. The State, the California State Auditor, or any duly authorized representative of the State, shall each have access to any books, records, and documents that are pertinent to the fulfillment of the contracts/ and/or AGREEMENTs for audits, examinations, excerpts, and transactions, and SSNP and its sub-SSNPs shall furnish copies thereof if requested.
- e. Neither the pendency of a dispute nor its consideration by SRTA or the state will excuse SSNP from full and timely performance in accordance with the terms of this AGREEMENT.
- f. SSNP agrees to furnish documentation to SRTA to support this requirement that its AGREEMENTs with a Contractor contain provisions requiring adherence to this Section in its entirety.

11. Equal Employment Opportunity/Nondiscrimination

- a. In the performance of work undertaken pursuant to this AGREEMENT, SSNP for itself, its assignees, and successors in interest, shall affirmatively require that its employees and Contractor shall not unlawfully discriminate, harass or allow harassment, against any employee or applicant for employment because of sex, race, color, ancestry, religious creed, national origin, physical disability (including HIV and AIDS), mental disability, medical condition (including cancer), age (over 40), marital status, denial of family and medical care leave, and denial of pregnancy disability leave.
- b. SSNP shall ensure that the evaluation and treatment of their employees and applicants for employment, as well as their contractors, are free from such discrimination and harassment. SSNP shall comply with the provisions of the Fair Employment and Housing Act (Government Code, Section 12900 et seq.) and the applicable regulations promulgated thereunder (California Code of Regulations, Title 2, and Section 7285.0 et seq.). The applicable regulations of the Fair Employment and Housing Commission implementing the Government Code sections referenced above, are incorporated into this AGREEMENT by reference and made a part hereof as set forth in full. SSNP shall give written notice of their obligations under this clause to labor organizations with which they have collective bargaining or other labor AGREEMENTs.
- c. In the event of SSNP's noncompliance with the nondiscrimination provisions of this AGREEMENT, SRTA shall impose such contract sanctions as it, the DOT, or other applicable funding agency may determine to be appropriate, including, but not limited to:
 - i. Withholding of payments to SSNP under this AGREEMENT until SSNP complies; and/or
 - ii. Cancellation, termination or suspension of the AGREEMENT, in whole or in part.
- d. SSNP shall permit access to all records of employment, employment advertisements, application forms, and other pertinent data and records by the State Fair Employment Practices and Housing Commission or any other agency of the State of California designated by the State to investigate compliance with this section.
- e. SSNP shall include the provisions of this Section in every AGREEMENT with its contractor(s). SSNP shall take such action with respect to any such AGREEMENT as SRTA, the DOT, or other applicable funding agency may direct as a means of enforcing such provisions, including sanctions for noncompliance.

12. Conflict of Interest

SSNP and its officers, employees, and agents (including a Contractor) that perform work under this AGREEMENT shall comply with federal and state conflict of interest laws, regulations and policies, and applicable provisions of SRTA's Conflict of Interest Policy.

13. Independent Contractor

SSNP and its officers, employees, and agents shall be independent contractors in the performance of this AGREEMENT.

14. Disputes

- a. Should either party to this AGREEMENT bring legal action against the other (formal judicial proceeding, mediation or arbitration), the case shall be handled in Shasta County, California, and the party prevailing in such action shall be entitled to a reasonable attorney's fee which shall be fixed by the judge, mediator, or arbitrator hearing the case and such fee shall be included in the judgment, together with all costs.
- b. Neither the pendency of a dispute nor its consideration by SRTA or the state will excuse SSNP from full and timely performance in accordance with the terms of this AGREEMENT.

15. Hold Harmless

- a. SSNP shall defend, indemnify and hold SRTA, its officers, agents and employees harmless from and against any and all liability, loss, expense or claims or damages arising out of the performance of this AGREEMENT, but only in proportion to and to the extent such liability, loss, expense, or claims for injury or damages are caused by or result from the negligent or intentional acts or omissions of SSNP, its officers, agents or employees.
- b. SRTA shall defend, indemnify and hold SSNP, its officers, agents and employees harmless from and against any and all liability, loss, expense or claims or damages arising out of the performance of this AGREEMENT, but only in proportion to and to the extent such liability, loss, expense, or claims for injury or damages are caused by or result from the negligent or intentional acts or omissions of SRTA, its officers, agents or employees.
- c. SSNP further agrees to reimburse SRTA for claims, demands, costs or liability associated with the incomplete performance of work contained in Appendix A, in the event that SSNP terminates this AGREEMENT in accordance with Section (20).(a). herein.

16. Noncompliance

In addition to such other remedies as provided by law, in the event of noncompliance with any grant condition or specific requirement of this AGREEMENT, this AGREEMENT may be terminated.

17. Termination of AGREEMENT

- a. Termination for Convenience: Either party may terminate this AGREEMENT at any time by giving written notice to the other party of such termination at least ninety (90) calendar days before the effective date of such termination. In such event, all finished or unfinished documents and other materials as described in the AGREEMENT shall be returned to SRTA at its option. SSNP shall return at the option of SRTA, all equipment, software, or other materials provided to SSNP under this AGREEMENT. If this AGREEMENT is terminated by SRTA, as provided herein, SSNP shall be reimbursed for expenses incurred prior to the termination date, in accordance with Section 6 through 8 of this AGREEMENT.
- b. Termination for Cause: If through any cause, SSNP shall fail to fulfill in a timely and proper manner its obligations under this AGREEMENT, or if SSNP violates any of the covenants, AGREEMENTs, or stipulations of this AGREEMENT, SRTA shall thereupon have the right to terminate the AGREEMENT by giving not less than ten (10) calendar days written notice to SSNP of the intent to terminate and specifying the effective date thereof. SRTA shall provide a reasonable opportunity for SSNP to cure prior to termination. Upon termination, all finished or unfinished documents, data, studies, surveys, drawings, maps, models, photographs, reports or other materials prepared by SSNP under this AGREEMENT shall be provided to SRTA. At the option of SRTA, SSNP shall return all equipment, software, or other materials provided to SSNP under this AGREEMENT. SSNP shall be entitled to receive compensation for all work satisfactorily completed, in SRTA's judgment, in accordance with Appendix A prior to the effective date of termination.

18. Environmental, Resource Conservation, and Energy Requirements

SSNP recognizes that many federal and state statutes imposing environmental, resource conservation and energy requirements may apply to the Project. SSNP agrees to adhere to any such federal and state requirements.

19. Insurance Requirements

- a. SSNP shall provide general liability insurance with a combined single limit of \$1,000,000 per occurrence and \$2,000,000 general aggregate for personal and bodily injury,

including death, and broad form property damage. All such policies shall name SRTA, its Board of Directors, employees and agents, as additional insureds. The insurance certificate and additional insured endorsement shall be provided to SRTA prior to execution of this AGREEMENT. The certificate of insurance shall include a waiver of subrogation in favor of SRTA.

- b. At all times during the performance of the work under this AGREEMENT, SSNP shall maintain one million dollars (\$1,000,000) per occurrence in automobile liability insurance for bodily injury and property damage, including coverage for owned, non-owned and hired vehicles, in a form and with insurance companies acceptable to SRTA.
- c. At all times during the performance of the work under this AGREEMENT, SSNP shall maintain workers' compensation and employer's liability coverage in compliance with applicable statutory requirements. The certificate of insurance shall include a waiver of subrogation in favor of SRTA.
- d. All insurance policies shall contain a provision for thirty (30) days advance written notice by the Insurer(s) to SRTA of any cancellation. All policies shall contain a provision stating that the SSNP's policies are PRIMARY insurance and that insurance of SRTA or any named insureds will not be called upon to contribute to any loss. All insurance policies are to be placed with Insurers with a current A.M. Best rating of no less than an "A-" policyholders rating and a financial rating of not less than Class V.

20. Assignment and Subcontracting

- a. SSNP shall not assign, sublet or transfer (whether by assignment or novation) this AGREEMENT or any rights under or interest in this AGREEMENT without the written consent of SRTA, which may be withheld for any reason, provided however, that claims for money due to SSNP from SRTA under this AGREEMENT may be assigned to a bank, trust company or other financial institution without such approval. Notice of such assignment or transfer shall be promptly furnished to SRTA in writing.
- b. Nothing contained herein shall prevent SSNP from employing independent professional associates, sub-contractors and sub-contractors as contractors may deem appropriate to assist in the performance of services hereunder. SSNP shall not enter into any AGREEMENT to perform subcontracted work in connection with this AGREEMENT

without first obtaining SRTA's written approval as to the scope of work and the sub SSNP.

- c. If SSNP subcontracts any of the work to be performed under this AGREEMENT; SSNP shall be as fully responsible to SRTA for the acts and omissions of SSNP's sub-contractor and of the persons employed by the sub-contractor as contractor is for the acts and omissions of persons directly employed by SSNP. Nothing contained in this AGREEMENT shall create any contractual relationship between any sub-contractor of a contractor and SRTA. Any subcontract in excess of \$25,000, entered into as a result of this AGREEMENT, shall contain all of the provisions stipulated in this AGREEMENT to be applicable to the sub-contractor. SSNP shall bind every sub-contractor and every sub-contractor of a contractor to the terms of this AGREEMENT, unless specifically noted to the contrary in the subcontract in question, approved in writing by SRTA.

21. Certification Regarding Debarment, Suspension, and Other Responsibility Matters

- a. Debarment and Suspension certification is required for all procurements exceeding \$25,000. The Federal Transit Administration (FTA) shall be informed of any certification exceptions. A certificate, entitled "Certifications Regarding Debarment, Suspension, and Other Matters," will be submitted by SSNP at the signing of this AGREEMENT.
- b. SSNP certifies, to the best of its knowledge and belief, that SSNP and its principals:
 - i. Are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any federal department or agency;
 - ii. Have not within a three-year period preceding this proposal or AGREEMENT been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (federal, state, or local) transaction or contract under a public transaction; violation of federal or state antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;

- iii. Are not presently indicted for or otherwise criminally or civilly charged by a governmental entity (federal, state, or local) with commission of any of the offenses enumerated in paragraph (2.) above; and
 - iv. Have not within a three-year period preceding this proposal or AGREEMENT had one or more public transactions terminated for cause or default.
- c. Should SSNP be unable to certify to any of the statements above, SSNP shall attach an explanation to this AGREEMENT.

22. Notice

Any notice or notices required or permitted to be given pursuant to this AGREEMENT may be personally served on the other party by the party giving such notice, or may be served by certified mail, return receipt requested, to the following addresses:

Shasta Regional Transportation Agency
Attn: Daniel S. Little, AICP, Executive Director
1255 East Street, Suite 202
Redding, CA 96001

Shasta Senior Nutrition Programs
Attn: Debbie McClung, Executive Director
100 Mercy Oaks Drive
Redding, CA 96003

IN WITNESS WHEREOF, the parties hereto have executed this AGREEMENT on the day and year first herein written above:

Shasta Regional Transportation Agency:

Daniel S. Little, AICP, Executive Director

Date:

John Kenny, SRTA Legal Counsel

Date:

Shasta Senior Nutrition Programs:

Duly authorized SSNP signatory

Date:

Appendix A – SSNP Scope of Work and Performance Standards

It is the intent of SRTA to maintain a CTSA service that optimizes all transportation resources in a community, particularly those other than traditional fixed route systems. SRTA intends to promote a CTSA transportation service that:

1. Provide service links intra-community origins and destinations.
2. Respond to a transportation need currently not being met in the community of the claimant.
3. Integrate with existing transit services, where appropriate.
4. Be in compliance with AB 120 by improving the effectiveness, efficiency and quality of the travel services being delivered while avoiding service overlaps.
5. Pursue grants to increase service and minimize the TDA subsidy per passenger trip.

SSNP shall:

1. Supply vehicles, personnel, fuel, maintenance and operations necessary to provide transportation services in Shasta County outside of the RABA demand response service area. Except for major holidays, the service hours, at a minimum, shall be Monday thru Friday, for an average of eight hours daily. The service area, at a minimum, shall include those areas identified in the Transit Needs Assessment as Palo Cedro, Happy Valley, Millville, Burney, Fall River Mills, Igo-Ono, Cottonwood, and the outlying areas of Redding, Anderson and Shasta Lake City. SSNP may provide services with both the trip origin and destination within the RABA service area with prior written permission from SRTA finding that the service meets all other CTSA criteria and cannot reasonably be provided by RABA. Such findings may also be included in SRTA's annual unmet needs documentation or by the SRTA Board of Directors. For all other trips with both the origin and destination within the RABA service area, SSNP will not be reimbursed using CTSA funds. SSNP may elect to deny service to a passenger or area where the cost of the trip would be unreasonable. SSNP has authority to set all fares and may charge a higher fare for certain areas.
2. Provide curb-to-curb or door-to-door services primarily to individuals over the age of sixty and any disabled individual over eighteen. Any Individual under sixty will be served when space permits and subject to licensing restrictions of SSNP drivers.

3. Unless otherwise provided, submit monthly reports which contain the following:
 - a) Operating cost by type, including depreciation and total personnel cost for drivers and fleet maintenance, and cost for CTSA administration by employee
 - b) Itemized costs and specific work performed pursuant to Item 7 (incentives) below.
 - c) Total operating costs broken down by fund source: TDA share, fare box revenue and other grants
 - d) Service Hours
 - e) Operating Days
 - f) Service Miles
 - g) Passenger Trips
 - h) The Average Rate of Occurrence of Passengers Each Hour of the Operating Day
 - i) Denied Trips and Reasons for Denial (quarterly)
 - j) Number of Missed Trips (a failure of the vehicle to show up) and no-shows (when the vehicle arrived on time and the rider did not show up or cancel in advance) (quarterly)
 - k) Originations and Destinations of Passenger Trips (quarterly)
 - l) Log of Passenger Complaints and Resolution or Actions Taken (quarterly)
4. Strive to attain the following performance goals:
 - a) 2012-13 Fare Box Ratio- 5.21%, Goal- 10% (the TDA minimum for rural service)
 - b) 2012-13 Passengers per Hour- 1.88, Goal- 2.48
 - c) 2012-13 Costs per Service Hour-\$46.96, Goal \$47.07
 - d) 2012-13 Subsidy per Trip- \$24.96, Goal \$18.99
 - e) 2012-13 Passengers per Service Mile- .14, Goal .18
 - f) Denied Trips- Goal TBD in FY 15/16
 - g) Number of Complaints-Goal TBD in FY 15/16
 - h) Number of Missed Trips- Goal TBD in FY 15/16
 - i) Match of CTSA Operations budget from non-TDA or Fare Box Resources, Operations 2012-13 20%, Goal 25%
 - j) Vehicle purchases from 100% non-TDA resources unless a grant requires a particular match.
5. Update and maintain a website containing all appropriate information of the services provided.

6. Submit an annual claim for its share of Transportation Development Act (TDA 4.5) funds. TDA 4.5 funds are allocated each fiscal year by the SRTA Board of Directors. The SRTA may elect to fund less than five (5%) of Local Transportation Funds for CTSA services. SRTA reserves the right to withhold all payments to SSNP pending receipt of a satisfactory monthly and annual report on performance goals, progress and any planned improvements, or SSNP's correction of any material deficiencies noted during an audit.
7. The following incentives are available:
 - a. SRTA will reimburse for the following administrative efforts and shall not include the costs associated with them as operating expenses for purposes of computing progress in meeting performance goals:
 1. Costs to integrate and coordinate dispatching and/or maintenance with RABA
 2. Costs to develop a volunteer driver program
 3. Costs to develop an on-line reservation and fare payment system
 4. To apply for, and administer, other grants to support CTSA operations
 5. To coordinate with other transportation providers for the merger of transportation services
 6. SRTA and SSNP may develop other incentives subject to mutual approval
8. Provide fiscal audits within 180-days from the close of the fiscal year. SRTA may grant a 90-day extension upon request from SSNP. Audits shall include certification that the claimant is compliant with TDA section 6666 and 6667.
9. Provide for coordination of public transportation with the support of SRTA staff. Support shall consist of participation in the SSTAC, hosting CTSA meetings, if needed, and coordinating SSNP's own services with other organizations as directed by SRTA and through the Coordinated Transit Plan.

SRTA shall:

1. Monitor and evaluate transportation coordination initiatives to ensure compliance with AB 120 requirements.
2. Reimburse SSNP monthly for operating expenses for transportation services to the extent funds are available to SRTA.
3. As a part of the annual TDA budget process, evaluate SSNP's performance and develop recommendations for improvements.

Appendix B – SSNP Compensation

SSNP shall be reimbursed as follows:

1. For the period July 1, 2014 to June 30, 2015 - \$326,392. Reimbursement will be monthly and distributed according to the claim instructions approved by the SRTA board. A reconciliation after year end will be made to adjust claim amounts to actual costs.
2. For the period July 1, 2015 to June 30, 2016 - For ease of administration and to ensure compliance with the provisions of this agreement, SSNP's claim for CTSA funds shall be remitted directly to SRTA in the SRTA Board of Director's allocation instructions. Reimbursement from SRTA to SSNP will be based on SSNP's monthly invoices of costs for service. The total reimbursement cannot exceed the SRTA board's approved annual allocation.

Appendix C

In addition to compliance with the provisions of the grant specified within the agreement, the sub-recipient must adhere to all other applicable provisions of the following grants.

- ☐ Master Fund Transfer Agreement (for recipients of Federal Planning (PL) and FTA 5303 funds) - Attached
- ☐ Planning Programming & Monitoring (PPM)
- ☐ Safe Routes to School (SR2S)
- ☐ Strategic Growth Council Sustainable Communities Planning Grant (Prop 84)
- ☒ Transportation Development Act (1971 Mills-Alquist-Deddeh Act – SB 325)
Statutes enacted by the California Legislature through June 2014
- ☒ Transportation Development Act Regulations



Shasta Regional Transportation Agency

COORDINATION OF CTSA SERVICES REVIEW



November 20, 2014

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1. INTRODUCTION

Shasta Regional Transportation Agency (SRTA) currently distributes Transportation Development Act (TDA) funds to Shasta Senior Nutrition Programs (SSNP) as the Consolidated Transportation Services Agency (CTSA). SRTA is reviewing the CTSA program and has engaged the IBI Group to review current CTSA functions and the effectiveness of existing community transportation services.

The objectives of the *SRTA Coordination of CTSA Services Review* are to:

- Assess the type of agency/organization(s) in the best position to administer the coordination of services; and
- Recommend performance measures to determine the effectiveness of CTSA coordination activities.

The scope of this *Coordination of CTSA Services Review* includes the following tasks:

1. The assessment of areas for improved coordination of services, including CTSA transit services, other transit services, and support functions such as maintenance;
2. The identification of potential participating organizations and services they could offer;
3. The feasibility of combining services under a single provider and utilizing technology to obtain and allocate fares to provide the best possible combined transit services;
4. The identification of organizations that can provide actual coordinated services; and
5. The applicable performance measures for a provider of combined transit services.

This document is organized into the following sections:

2.0 Why Coordinate – a definition of CTSAs and an overview of the potential benefits and levels of transportation services coordination.

3.0 Current Shasta CTSA Framework – an overview of Shasta County's current CTSA structure and functions.

4.0 Potential CTSA Models for Shasta County – an overview of current public and agency transportation service providers in, and potential CTSA Models for Shasta County. The models discussed in Section 4.0 assume a focus on near term coordination efforts such as a one stop transportation information call center for the provision of information on mobility alternatives currently available and the facilitation of joint interagency procurement of equipment, technology, IT services, fleet maintenance, insurance, etc. Longer term coordination functions such as transit training, driver and staff sensitivity training, the broadening of local volunteer driver initiatives, and a centralized trip broker could be identified through the development of a *Shasta County Mobility Management Plan*.

5.0 Potential CTSA Performance Measures – performance measures to determine how well a CTSA is meeting its intended objectives. The scope of a CTSA's responsibilities and objectives will be determined by SRTA (with stakeholder input (SSTAC) based on legislative requirements defined in the **Social Services Transportation Improvement Act**¹ (AB 120). Performance measures will be established and amended as CTSA and coordination objectives evolve.

6.0 Review Conclusions and Next Steps – phased approach to finalize a CTSA model for Shasta County. Next steps will include the establishment of a near term coordination administrative

¹ State of California, Assembly Bill No. 120 (1979).

structure, the updating of the *Shasta County Coordinated Human Transportation Plan*, and the recommended development of a Shasta County Mobility Management Plan.

2. WHY COORDINATE

2.1 What is a CTSA



Consolidated Transportation Services Agencies (CTSAs) are designated by county transportation commissions (CTCs), local transportation commissions (LTCs), regional transportation planning agencies (RTPAs), or metropolitan planning agencies (MPOs) under auspices of the AB 120 to achieve the intended transportation coordination goals of that Act. The goal of AB 120 is to *“to improve transportation service required by social service recipients by promoting the consolidation of social service transportation services”*.

In California a CTSA, as designated at the county level, is a formalized organization responsible to implement a transportation plan that promotes cost effectiveness in the delivery of county public and social service agency transportation services through service coordination. The range of options for CTSA designation as defined in law are:

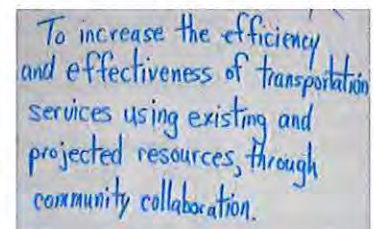
1. A public agency, including a city, county, operator [transit operator], any state department or agency, public corporation, or public district, or a joint powers entity created pursuant to Title 21, Chapter 3, Article 7, Section 6680 of the California Government Code.
2. A common carrier of persons as defined in Section 211 of the Public Utilities Code, engaged in the transportation of persons, as defined in Section 208.
3. A private entity operating under a franchise or license.
4. A nonprofit corporation organized pursuant to Division 2 (commencing with Section 9000) of Title 1, Corporations Code.

In Shasta County, SRTA is responsible to: develop and update a coordinated human transportation plan; create a CTSA; and provide oversight to make sure the CTSA is fulfilling the goals of the *Social Services Transportation Improvement Act*. SRTA is able to designate CTSA functions to one or more individual agencies, or directly assume coordination functions in-house. Although SRTA can take role in coordinating transportation services in Shasta County, it cannot be formally designated as the CTSA for Shasta County.

SRTA completed the *Shasta County Coordinated Human Transportation Plan* and adopted it on June 26, 2007. SRTA plans to update this plan in 2014-15.

2.2 Potential Benefits of Coordination

Service coordination can range from: the simple collaborative efforts to share resources and information and client referrals for service; to, the full administrative and operational consolidation of transportation providers. The *Shasta County Coordinated*



To increase the efficiency and effectiveness of transportation services using existing and projected resources through community collaboration.

Human Transportation Plan identified four levels of coordination:

- 1. Communication:** Involves recognizing and understanding problems, and discussing possible solutions between individuals from various agencies who are in a position to influence transportation developments within their jurisdiction.
- 2. Cooperation:** Involves working together in a cooperative way, with individuals or agencies retaining their separate identities. This can be sharing of training resources, vehicle procurement or fuel contracts, or arranging a ride for a client using a different service.
- 3. Coordination:** Involves bringing together independent agencies to act together to provide a smooth interaction of separate transportation systems. Individual provider funds, equipment, facilities, and services are used in concert to enhance delivery and efficiency of services. Agencies retain their individual identities.
- 4. Consolidation:** Involves joining together or merging agencies for mutual advantage. This is a fully integrated system, and individual agency identity is no longer maintained.

A range of efficiency and service quality benefits from coordination were introduced in the AB 120.

The following benefits were defined in the Act:

- Combined purchasing of necessary equipment so that some cost savings through larger number of unit purchases can be realized².
- Adequate training of vehicle drivers to insure the safe operation of vehicles. Proper driver training should promote lower insurance costs and encourage use of the service.
- Centralized dispatching of vehicles so that efficient use of vehicles results.
- Centralized maintenance of vehicles so that adequate and routine vehicle maintenance scheduling is possible.
- Centralized administration of various social service transportation programs so that elimination of numerous duplicative and costly administrative organizations can occur. Centralized administration of social service transportation services can provide more efficient and cost effective transportation services permitting social service agencies to respond to specific social needs.
- Identification and consolidation of all existing sources of funding for social service transportation services can provide more effective and cost efficient use of scarce resource dollars. Consolidation of categorical program funds can foster eventual elimination of unnecessary and unwarranted program constraints.

Additional benefits from coordination range from:

- Meeting legislative requirements.
- Operating cost savings by minimizing service overlap and duplication.

² This can include the joint procurement of management reporting and trip scheduling software, IT support services and computer hardware, as well as other intelligent transportation technologies.

- The effective accommodation of unmet transportation needs through a centralized trip broker. *The focus of many transportation coordination efforts is on serving the mobility needs of seniors, persons with disabilities and the low income.*
- Effective demand management through a centralized mobility management including the delivery of transit training programs to shift paratransit riders to fixed route options, a centralized call center for information on available transportation alternatives, and the coordination of supplemental programs such as volunteer driver programs or taxi scrip programs.
- Joint procurement of insurance coverage including umbrella and supplemental coverage to increase liability coverage.

3. CURRENT SHASTA CTSA FRAMEWORK



The Shasta Senior Nutrition Programs (SSNP) has been the designated CTSA for Shasta County since 1995. Recently, SSNP was formalized as the CTSA through a Memo of Understanding (MOU) between SRTA and SSNP signed December 16, 2010. SSNP is a non-profit organization providing transportation services for disabled persons aged 18 years and older and elderly aged 60 years and older living outside the Redding Area Bus Authority (RABA) Demand Response service area.

Under the terms of the current M.O.U., SSNP's CTSA responsibilities include:

- Supply vehicles, personnel, fuel, maintenance and operations necessary to provide transportation services to the extent of TDA funds available to the CTSA.
- Coordinate public transportation services for the overall improvement of public transportation service in the region.
- Provide monthly meetings for local transit providers on transit issues and coordination of transit services.
- Participates in transportation forums.
- Prepares letters of referral for 5310 grant applications.
- Attend Social Services Transportation Advisory Council (SSTAC) meetings.
- Submit monthly reports on ridership and operating data, and any documents required for state and federal audit and reporting requirements.
- Submit an annual claim and budget for TDA funds prior to the April SRTA Board meeting. Funds are limited to five-percent of local Transportation Fund revenue.
- Provide fiscal audits within 180-days from the close of the fiscal year. The SRTA may grant a 90-day extension upon request from the CTSA. Audits shall include certification that the claimant is compliant with TDA section 6666 and 6667.
- Apply for grants to offset capital and operational costs.

Under the terms of the M.O.U., SRTA's CTSA responsibilities include:

- Disburse the monthly TDA allocation to the CTSA based on the current fiscal year TDA claim instructions, and to the extent funds are available to the SRTA.
- Provide technical support and assistance on grant applications submitted by the CTSA to the Federal Transit Administration.
- Propose priority order for projects to be listed in a financially constrained Transportation Improvement Program.

In its role as CTSA, SSNP provides demand response service to persons with disabilities aged 18 and older and the elderly aged 60 and older outside the urban boundaries of the RABA service area, and refers eligible service requests from persons living within the RABA service area to RABA for accommodation. SSNP also operates a subscription run for the Far Northern Regional Center as well as the 44 Shuttle providing one daily round trip to and from Redding, serving the communities of Shingletown, Millville and Palo Cedro. Non-disabled and members of the general public under the age 60 as well as youth and children living within the SSNP service area are not eligible for SSNP demand response service.

Public transportation service area gaps exist for the population living in the rural areas beyond the SSNP and RABA service areas, as well as for the non-disabled population under the age of 60 as well as disabled youth and children under the age of 18 living within the SSNP. The scale of unmet needs beyond the RABA service area has yet to be quantified prior to determining how best to serve these needs. The quantification of travel need could be incorporated into the *Shasta County Coordinated Human Transportation Plan* update.

At this time, CTSA coordination efforts do not seem to go beyond the ongoing service referrals between SSNP and RABA to formally and consistently involve the wide range of agency and private transportation service providers in the County.

4. POTENTIAL CTSA MODELS FOR SHASTA COUNTY

This section provides an overview of potential CTSA and social service coordination beyond Shasta County's current CTSA structure. Section 4.1 provides a summary of social service and public transportation providers in Shasta County. Sections 4.2 through 4.7 provide potential models for a CTSA in Shasta County. These hypothetical models are provided for illustrative purposes only. As this document was in preparation, both SSNP and Shasta County's Health and Human Services Agency (HHSA) declined any intention of hosting an expanded CTSA role in the County, because of other program priorities. RABA management indicated that before committing to a formal CTSA role they would need to assess the impacts of this on their current service priorities and organization.

Under AB-120, there is no mandated requirement to form a CTSA at the county level. However, AB-120 does encourage the coordination of transportation services within a county. Counties currently without CTSA's include Alameda, Contra Costa, Lassen, Marin, San Francisco and Solano.

4.1 Overview of Social Service Transportation Providers in Shasta County

There is currently a wide range of public and private transportation providers in Shasta County accommodating local travel within the County and regional inter-county travel. Many of these services operate independent of one another. SRTA has prepared and distributed a brochure titled, *Need A Ride* – offering a guide to the services available and contact information for 2-1-1 Shasta. 2-1-1 Shasta provides for an extensive transportation database organized by service type and detailed information on the purpose of the service, type of vehicles used, eligibility, fee structure and service area. 2-1-1 Shasta transportation information is available through their call center or website <http://211norcal.org/shasta/>.

Section 4.3 provides additional detail of 2-1-1 Shasta call center and database information.

Table 4.1 provides an overview of service providers referenced in the SRTA *Need A Ride* brochure. Additional agencies providing client oriented services or travel assistance through volunteer driver or voucher programs are listed on the 2-1-1 Shasta website. This includes several home health care providers who provide travel assistance if needed by their clients.

Table 4.1: Transportation Services Available to the Public in Shasta County

Type of Service	Service	Coverage
Public Transit	RABA	Local coverage within Redding urbanized area. General public.
	Burney Express	Operated by RABA along HWY 299 between Redding and Burney. General public.
	Sage Stage	Operated by Modoc Transportation Agency along HWY 299 between Alturas and Redding, serving Burney. General public.
	44 Express	Operated by SSNP along HWY 44 between Redding and Shingletown with service to Millville and Palo Cedro. Seniors aged 60+ and persons with disabilities aged 18+.
	Trinity Transit	Operated by Trinity County along HWY 299 between Weaverville and Redding. General public.
	Susanville Rancheria Public Transit	Operated by Susanville Rancheria along HWY 36 & I- 5 between Susanville and Redding. General public.
Public Demand Response	RABA	ADA complementary paratransit service within RABA service area. ADA eligible persons with disabilities.
	SSNP	Demand response service within SSNP service area. Seniors aged 60+ and persons with disabilities aged 18+.

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COORDINATION OF CTSA SERVICES
DRAFT – FOR DISCUSSION

Non-emergency Medical Transportation	Care-A-Van	Operated in conjunction with Medical Home Care Professionals. Medi-Cal eligible non-emergency medical transportation company with wheelchair and gurney equipped vans.
	Merit Medi Trans	Operates wheelchair accessible vans for non-emergency medical trips. No eligibility restrictions - Distance based fees.
	Precious Cargo	Operates wheelchair accessible vans for non-emergency medical trips. No eligibility restrictions - Distance based fees.
	Quality Medi-Ride	Operates wheelchair accessible vans for non-emergency medical trips. Persons with disabilities - Distance based fees.
	Mercy Outreach Van	Operated by Dignity Health in conjunction with Mercy Medical Center (Redding) from Burney, Red Bluff and Weaverville.
	Veterans Affairs	Shuttle bus service operated by VA for VA out-patient clinic visits. Restricted to VA clients for VA clinic out-patient visits.
	Pit River Health Services	Operated by Pit River Rancheria to transport Native Americans to medical appointments.
	Redding Rancheria	Operated by Redding Rancheria to transport Native Americans to medical appointments.
Taxi Companies	ABC Cab	Taxi service for local Redding area trips as well as from Redding to destinations throughout Northern California. General public - distance based fares.
	Redding Yellow Cab	General taxi services operated from Redding. General public - distance based fares.
	Day and Nite Cab	General taxi services in Shasta county. General public - distance based fares.
Inter-city Bus	Greyhound	Scheduled intercity bus serving communities along I-5 corridor. General Public - distance based fares.
Airport Shuttle	First Class Shuttle	Airport shuttle service between Redding and Sacramento and San Francisco Airports, and charters. General public.

Transportation providers can participate in a CTSA or coordinated service initiative by listing their services with a CTSA or mobility management office and ensure that information regarding service coverage (service area, schedules and hours of service), eligibility and flexibility on what segments of the population they can and are willing to carry, rates, booking procedures, and fleet mix are updated as changes occur. The priority focus of transportation providers is the delivery or operation of the specific service(s) they are mandated to provide.

Under AB 120 private or public transportation providers could assume a CTSA coordination role. However, most transportation providers would find it difficult to assume the role of a CTSA as defined in AB 120 or serve as a centralized mobility manager. Many transportation providers structure themselves to effectively serve their specific core or primary markets and may find it challenging to serve a broader base of specialized markets.

SSNP³ and RABA may be the exceptions to this. Both provide a broad base of “public” transportation services and both have demand response dispatch centers for the processing of trip requests and the scheduling of trip requests to services. Both would need to express a willingness to meet the State requirements for a CTSA, secure the technology and hire the staff required to support a broader base of service coordination, amend annual operating budgets accordingly, and the scope of services defined in their current M.O.U (SSNP) and JPA (RABA). Further consideration of SSNP’s continued role as the CTSA is discussed in the following Section 4.2. A discussion of RABA assuming the CTSA role is provided in Section 4.4.

It is also important to note that, in compliance with AB 120, a CTSA must seek competitive bids for the services from vendors SRTA directly contracts with to provide transportation. However this does not apply to established services that a CTSA coordinates with to find rides for persons requesting services through the CTSA. For example this would not apply to referrals to program alternatives listed in the 2-1-1 Shasta database.

Outside of transportation service providers, a social service agency with a broad service mandate such as the Shasta County Health and Human Services Agency (HHSA) could potentially provide a host platform for a CTSA. Many social service agencies have a fairly narrow mandate based on serving a specific clientele. HHSA’s mandate is much broader based. A discussion of HHSA assuming the CTSA role is provided in Section 4.6.



In developing a CTSA, SRTA could:

- Designate responsibilities to a single entity;
- Divide functions amongst a number of separate organizations; or
- Assume certain coordination functions in-house and contract with a private provider, such as a third party broker to serve as a one stop call center or trip broker.

4.2 Status Quo



Although SSNP has declined the intention to expand its role as the CTSA for Shasta County, a hypothetical status quo scenario has been outlined with SSNP continuing to provide demand response services to the elderly and persons with disabilities aged 18 years and older, as well as the 44 Express SSNP could expand its coordination role by tapping into the 2-1-1 Shasta transportation database information.

Under a status quo scenario, this expanded role could be accomplished by:

³ While SSNP is currently designated as the Shasta County CTSA, it would need to staff up to assume the full range of CTSA functions as defined in the *Social Services Transportation Improvement Act*.



- Developing a close working relationship with 2-1-1 Shasta call center staff (similar to the its existing one with RABA) to refer inquiries or requests for service from Shasta residents or social service agency clients not eligible for SSNP services or traveling outside the SSNP service area, or
- Directly serve as a one-stop transportation information call center by using the 2-1-1 Shasta website database to provide information on available transportation options to individuals or agencies.

An expanded call center role would, depending on the volume of calls, require an additional full or part time dispatch position. This expanded information role assumes ongoing outreach within the community to market this coordination service and the ongoing updating of 2-1-1 Shasta database information. SSNP would also be willing to work closely with SRTA to facilitate the implementation of additional coordination functions as defined in future updates of the *Shasta County Coordinated Human Transportation Plan*.

Under the Status Quo scenario, SRTA could assume other coordination roles such as the facilitation of joint procurements of equipment and services for public transportation and social service agency transportation providers, coordinating the updating of 2-1-1 Shasta transportation database, and taking the lead in funding research and grant writing.

4.3 SRTA Assumes Coordination Role

In this scenario, SRTA would assume a lead and more active transportation coordination role in Shasta County, without assuming a formal CTSA role. The current CTSA would be dissolved. SRTA would assign specific CTSA responsibilities to individual entities. SRTA would:



- Continue to “contract” with RABA and SSNP to operate their respective suites of service.
- Establish a formal relationship with 2-1-1 Shasta to serve as the one stop transportation information call center for Shasta County. Direct SRTA support could include the provision of funding to train 2-1-1 Shasta call center resource specialists as mobility needs specialists and funding support for additional call center staff (as need is demonstrated).
- Conduct the regular updating of the 2-1-1 Shasta transportation alternatives database.
- Actively conduct outreach with the general public and social service agencies to market the availability of 2-1-1 Shasta transportation information.
- Formalize the SSTAC as stakeholder group to define, develop and evaluate coordination initiatives in Shasta County.
- Update the *Shasta County Coordinated Human Transportation Plan* and develop a Shasta County Mobility Management Plan.
- Monitor and evaluate transportation coordination initiatives to ensure compliance with AB 120 requirements.
- Actively conduct funding research and provide grant writing support to public and social service agency transportation providers.
- Assume other coordination roles such as the facilitation of joint procurements of equipment and services for public transportation and social service agency transportation providers.

In the near term, SRTA will require to hire a dedicated in-house Transportation Coordinator⁴ to undertake SRTA's direct coordination activities and to provide oversight of those coordination activities and service operations provided to SRTA under a contractual arrangement. As additional mobility management functions are identified through a Mobility Management Plan, SRTA could contract with other public agencies, not for profits or private entities to provide the necessary services or programs.

4.4 RABA Assumes CTSA Role

Through its JPA agreement, RABA provides fixed route and ADA paratransit to several jurisdictions in Shasta County. With its relatively broad based service mandate⁵, RABA could provide the objectivity to coordinate and/or operate a wider range of transportation services in the County. This would require an expansion of RABA functions and responsibilities under its current JPA⁶. Under this possible scenario, RABA would:

- Formally become the CTSA through a contractual agreement with SRTA.
- Continue to provide its current fixed route and paratransit services.
- Contract with SSNP to operate its current set of services⁷.
- Develop a close working relationship with 2-1-1 Shasta call center staff (similar to the existing one with SSNP) to refer inquiries or requests for service from Shasta residents or social service agencies for services that RABA does not directly provide. As an alternative RABA could directly serve as a one stop transportation information call center by using the 2-1-1 Shasta website database to provide information on available transportation options to individuals or agencies. This latter alternative would provide a more direct service to those seeking transportation.
- Conduct the regular updating of the 2-1-1 Shasta transportation alternatives database.
- RABA's current dispatch center could serve as platform for a county-wide trip broker⁸, matching individual or agency trip requests with available transportation providers.
- Actively conduct outreach with the general public and social service agencies to market the availability of 2-1-1 Shasta transportation information.
- Formalize the SSTAC as stakeholder group to define, develop and evaluate coordination initiatives in Shasta County.
- Monitor and evaluate transportation coordination initiatives to ensure compliance with AB 120 requirements.
- Actively conduct funding research and provide grant writing support to public and social service agency transportation providers.

⁴ Depending on what would work best for SRTA, the transportation coordinator position could be filled as either a contract or in-house staff position.

⁵ Under its JPA arrangement RABA provides public transit and paratransit services to the communities of Redding, Anderson and Shasta Lake. In addition it operates the Burney Express.

⁶ RABA management indicated that before committing to an expanded CTSA role they would have to assess the potential impacts on their current service priorities and organization.

⁷ As a CTSA, RABA would have to contract to SSNP through a competitive bid process, unless SSNP remained an independent transportation program and RABA simply referred potential riders to it.

⁸ If identified as a direction in the Shasta County mobility Management Plan.

In the near term, RABA would require approval from its JPA members and a new Transportation Coordinator position to undertake its new CTSA activities and to provide oversight of those coordination activities and service operations provided to RABA under a contractual arrangement. If it was to eventually assume a broader mobility management trip broker function it would have to add an additional dispatch position. SRTA would provide TDA funding to support CTSA activities as well as contracted transportation services.

SRTA would not require additional staffing under this scenario. However, there would be a requirement to clearly state CTSA responsibilities and expectations in a contractual agreement, support new CTSA activities with additional funding, and audit CTSA performance to ensure compliance with AB 120 requirements.

4.5 2-1-1 Shasta Serving as a Mobility Information Call Center

2-1-1 Shasta currently provides a centralized call center providing information on transportation services available to the public. Transportation services are organized in the 2-1-1 Shasta database into a series of relevant categories such as:

- Public Transportation
- Senior Transportation
- Medical Appointment Transportation
- Transportation Vouchers
- Disabled and Handicapped Transportation



Individuals and social service agencies seeking information on what transportation alternatives are available can either, telephone the 2-1-1 Shasta call center and have a staff person provide information, or they can go to the 2-1-1 Shasta website and independently search for potential transportation alternatives that meet their specific needs. ***Those requesting information are still responsible to call potential service providers and make their own arrangements.*** The transportation services data are organized by service type with detailed information on the purpose of the service, type of vehicles used, eligibility, fee structure and service area. It includes public services, social service transportation providers, private operators, volunteer driver programs and voucher programs. Assuming it is regularly updated, the 2-1-1 Shasta database provides a significant mobility resource.

Under this scenario, 2-1-1 Shasta would formally provide the CTSA function of a one stop transportation information call center. Adopting this CTSA role would require a contractual agreement between SRTA and 2-1-1 Shasta. SRTA would also have to assume a commitment to either directly conduct database updates or supporting 2-1-1 Shasta in-house updates through additional funding. 2-1-1 Shasta may also require funding for transportation need training for their staff. 2-1-1 Shasta would only serve as the transportation information call center while other CTSA activities would be assumed by other entities.

4.6 Health and Human Services Agency Assuming Formal CTSA Role

Shasta County's Health and Human Services Agency (HHSA) provides or coordinates a wide range of health and social service support programs within the County. The HHSA vision states: "Healthy people in thriving and safe communities"

Its mission statement clearly supports a commitment to social well-being: "Partnering with communities to protect and improve health and well-being."



Transportation is a means to an end. Effective access to goods, services and activities within the community is essential to social well-being. Access to the programs provided or supported by HHSA is critical to the effectiveness of these programs supporting well-being. HHSA's involvement in the effective coordination of transportation fits well with HHSA's mission to "improve health and well-being". As was the case with SSNP, HHSA has confirmed that as a result of other program priorities, they are not be able to assume a CTSA role for Shasta County at this time.

If HHSA assumed a CTSA role, HHSA would:

- Formally become the CTSA through a contractual agreement with SRTA.
- Contract with SSNP to operate its current set of services⁹.
- RABA would continue to operate as an independent operation outside the CTSA, receiving TDA funds directly from SRTA.
- Develop a close working relationship with the 2-1-1 Shasta call center staff to refer inquiries or requests for service from Shasta residents or social service agencies, or directly serve as a one stop transportation information call center by using the 2-1-1 Shasta website database to provide information on available transportation options to individuals or agencies.
- Conduct the regular updating of the 2-1-1 Shasta transportation alternatives database.
- Actively conduct outreach with the general public and social service agencies to market the availability of 2-1-1 Shasta transportation information.
- Formalize the SSTAC as stakeholder group to define, develop and evaluate coordination initiatives in Shasta County.
- Monitor and evaluate transportation coordination initiatives to ensure compliance with AB 120 requirements.
- Actively conduct funding research and provide grant writing support to public and social service agency transportation providers.
- Assume other coordination roles such as the facilitation of joint procurements of equipment and services for public transportation and social service agency transportation providers.

In the near term, HHSA would require departmental and County Board approval to expand its current mandate and an additional Transportation Coordinator to undertake its new CTSA activities and to provide oversight of those coordination activities and service operations provided to HHSA under a contractual arrangement. Additional staff would also be required if HHSA assumed the one stop transportation information call center in-house. SRTA would provide TDA funding to support CTSA activities as well as contracted transportation services.

SRTA would not require additional staffing under this scenario. However, there would be a requirement to clearly state CTSA responsibilities and expectations in a contractual agreement,

⁹ As a CTSA, RABA would have to contract to SSNP through a competitive bid process.

support new CTSA activities with additional funding, and audit CTSA performance to ensure compliance with AB 120 requirements.

4.7 Other Social Service Providers

During the preparation of the current *Shasta Coordinated Transportation Plan (2007)*, 225 social service provider agencies and organizations were contacted. Of those providing feedback: 24 provided transportation for the clients through local providers; and 15 provided client transportation directly in-house. A list of agencies and organizations is provided in Appendix C of the *Shasta Coordinated Transportation Plan (2007)*.

Those agencies providing transportation of their clients may express interest in assuming a formal CTSA role in Shasta County or be willing to review the possibility of assuming one or several coordination function such as managing a volunteer driver reimbursement program, travel training or trip coordination. Potential coordination functions have yet to be defined in a mobility management plan.

Social service providers and organizations should be contacted again during the proposed updating of the *Shasta Coordinated Transportation Plan* and surveyed to determine any interest amongst the various agencies or organizations in assuming a broader transportation coordination role in Shasta County.

5. POTENTIAL CTSA PERFORMANCE MEASURES

5.1 Monitoring and Measuring CTSA Activities

At a minimum, CTSA performance measures must be designed to assess whether or not a designated CTSA is meeting the basic requirements defined in AB 120 that have been assigned to it. SRTA would have to clearly define CTSA or coordination expectations in contractual documentation and monitor follow through. Expectations could be defined in CTSA objectives such as:

- Facilitate joint procurements of equipment and services for public transportation and social service agency transportation providers.
- Directly provide transportation services.
- Collaborate with other service providers to avoid service duplication and the strategic accommodation of unmet needs.
- Actively support one stop transportation information call center initiatives through referrals and/or marketing outreach.
- Conducting funding research and securing grants for public and/or social service agency transportation providers in Shasta County.
- Collaborating with transportation providers in neighboring Counties to maximize coverage and minimize service overlaps.



With coordination efforts it may be unrealistic to set actual performance measures such as cost savings targets or number of referrals per year. In monitoring it might be more practical to clearly identify specific processes to be followed as well as expectations for follow-up documentation. This

will assist to confirm or validate that the processes are being followed. Processes could include staff procedures, the dedication of staff hours and a schedule of outreach sessions, joint procurement coordination meetings, and service planning meetings. Documentation of agendas, meeting minutes and the results from coordination initiatives (operating cost savings or the number of activity meetings) would be mandatory. Audits could be conducted on a quarterly or annual basis (depending on SRTA staff resources).

Potential criteria to measure the effectiveness of a CTSA could include but not be limited to:

- The number of trips successfully coordinated by the CTSA.
- The average operating cost of trips coordinated.
- The CTSA's cost to administer each trip coordinated.
- The percentage of requested trips that were successfully accommodated (a ratio of accommodated trips to trips that could not be accommodated).
- The number of coordination meetings hosted by the CTSA.
- Any demonstrable cost savings through the coordination of trips (through a centralized mobility management trip broker).
- The number of persons travel trained to use fixed route transit (as part of a paratransit demand management strategy).
- The number of monthly and annual transportation calls handled by the Shasta 2-1-1 call center.
- The number of monthly and annual visits to the Shasta 2-1-1 web-based transportation resources database.

Actual CTSA performance criteria would depend on the activities assumed by the CTSA and would be documented in the performance expectations of contract documentation.

5.2 Measuring Transportation Service Performance

Actual measurable performance standards can be set for transportation services provided through a CTSA using TDA funds. Transportation programs like RABA and SSNP need a set of service objectives and policy statements to guide operations and planning. Generally these are developed under the direction of the transportation program's management team.

For monitoring purposes objectives and policies need to be supported by measurable efficiency and service quality performance standards and benchmarks. Also, service design standards are necessary for the orderly expansion of services. In the case of ADA complementary paratransit services, policy standards are required to ensure compliance with ADA regulations. Objectives, policies and standards are documented in short range transit plans (SRTP) or transit development plans (TDP).

5.3 Measuring Performance of Transportation Services

Once approved, SRTPs and TDPs list transportation performance standards for local public transportation services. These usually include minimum farebox recovery ratios, passengers

carried per revenue hour, passengers carried per revenue mile, the operating cost of a one-way passenger trip, the subsidy cost per one way passenger trip and on time performance expectations.

Performance standards approved in SRTP or TDP documents should form the basis for evaluating services provided under a CTSA. When comparing a range of services provided or coordinated under a CTSA, **the critical efficiency benchmark for deciding which service is most appropriate, for a particular mobility need, is the operating cost or subsidy cost per one way passenger trip.** The comparison of the cost per one way passenger trip allows a CTSA or mobility management coordinator to decide which service mode in its mix of alternatives would be the less expensive to assign to a particular trip or transportation request. To illustrate this concept – when deciding how to serve a single nonemergency medical trip request in a rural area east of Redding, would it more efficient to send out a demand response bus (paid at an hourly rate) or assign the trip to a volunteer driver reimbursed on a mileage or gas voucher basis. This assumes that a volunteer driver program exists.

One of the central reasons for service coordination under a CTSA is to select cost efficient alternatives (lower cost per passenger trip) and to avoid service overlaps. Therefore the cost per one way passenger trip offers a strong performance benchmark for assessing alternatives and to decide which service alternative should be assigned to a specific need. This assumes that the particular alternative meets the travel requirements of the passengers to be served (based on disability and/or the level of driver assistance required).

Ancillary considerations in measuring performance specific to CTSA operations includes: the net impact on administrative overhead for participating agencies; the ability to generate revenue through the “selling” of available capacity and hence, maximize productivity (within prescribed service standards); and the ability to leverage available technologies such as automated scheduling, etc.

The further refinement of specific measures will be addressed in consort with participating agencies within the context of preparing the *Shasta County Coordinated Human Transportation Plan* update. As previously mentioned, CTSA specific measures will complement performance measures prepared in a SRTP update.

6. REVIEW CONCLUSIONS & NEXT STEPS

This *SRTA Coordination of CTSA Services Review: Preliminary Summary Report* provides an overview of CTSA requirements and the various levels of possible coordination. Much of this has already been documented by SRTA in the 2007 *Shasta County Coordinated Human Transportation Plan*.

Following an initial review of the potential CTSA framework models outlined in Section 4 of this report, HHSA because of current priorities, expressed an unwillingness to assume the CTSA role in Shasta County. SSNP also indicated that they were not able to assume the broader range of CTSA responsibilities. SSNP indicated that they wished to no longer be the designated Shasta County CTSA in order to concentrate on providing services to their current client base. In separate discussions, RABA indicated a willingness to review a possible expanded dispatch role, including the scheduling and dispatching of other agency trips. A final decision by RABA would be based on a detailed analysis of the impacts on its current service delivery and resources.

6.1 Building on What Exists

In Section 4.0 a number of possible CTSA frameworks were reviewed. A number of key factors that affect SRTA's next steps include:

1. A formal CTSA is not required to satisfy the county-wide coordination requirements of AB 120.
2. A key building block of coordination already exists in Shasta County – the 2-1-1 Shasta transportation database.



The 2-1-1 Shasta database appears to provide a comprehensive list of potential transportation options available in the County. By tapping this database, individuals and/or social service agencies who are unable to use existing RABA or SSNP services, might be able to find an existing alternative to meet an “unmet” mobility needs. A more effective use of this database for the referral of those needing transportation with those providing a service could provide a consistent mix of alternatives.

6.2 A Phased Approach

The consultants suggests a strategy for SRTA that builds on existing opportunities while developing a better understanding of transportation needs in Shasta County, a broader range of coordination possibilities and the potential for centralized mobility management initiatives.

Near Term Action:

RABA:

- Continue to operate fixed route and paratransit services under the current JPA.

SSNP:

- Continue to independently operate their current set of transportation services and no longer serve as Shasta County's CTSA.

SRTA:

- Assume a lead and more active transportation coordination role in Shasta County, without assuming a formal CTSA role (Section 4.3).
- SRTA establish a Transportation Coordinator position to undertake SRTA's direct coordination activities and to provide oversight of those coordination activities and service operations provided to SRTA under a contractual arrangement.
- Assess resource requirements to establish 2-1-1 Shasta as the official one stop transportation information call center for Shasta County.
- If feasible, establish 2-1-1 Shasta as the official one stop transportation information call center for Shasta County¹⁰ through a formal agreement.
- Conduct or coordinate the regular updating of the 2-1-1 Shasta transportation alternatives database.
- Actively conduct outreach with the general public and social service agencies to market the availability of 2-1-1 Shasta transportation information.
- Formalize the SSTAC as a stakeholder advisory committee to SRTA, to provide input on public transportation needs in Shasta County. Membership should be in keeping with

¹⁰ If not feasible to establish 2-1-1 Shasta as the official one-stop transportation information call center, establish the call center in-house using the 2-1-1 transportation services data to assist individuals and social service agencies to connect with appropriate transportation providers and programs.

SSTAC membership requirements defined in PUC Section 99238 of the Transportation Development Act. Membership should be drawn from agencies and organizations representing or providing services to the elderly, persons with disabilities and the low income. Membership can include actual elderly individuals and persons with disabilities who use public transit services in Shasta County. SRTA will be responsible to appoint representatives to the SSTAC, set meeting agendas and record formal SSTAC input. The advisory role of the SSTAC should include the identification of needs through the unmet needs hearing process, potential public transportation service enhancements and prioritized initiatives to be included in mobility management plan.

- As required conduct a SSTAC workshop for new members to outline the role of the SSTAC and the importance of their input into the definition of public transportation needs and input in the development of cost effective strategies to accommodate needs.
- Monitor and evaluate transportation coordination initiatives to ensure compliance with AB 120 requirements.
- Actively conduct funding research and provide grant writing support to public and social service agency transportation providers.
- Facilitate joint procurements of equipment and services for public transportation and social service agency transportation providers.
- Update the *Shasta County Coordinated Human Transportation Plan*. Include an update of social service agencies and organizations either providing transportation for their clients or in need of transportation of their clients. Pole the contacted agencies to determine interest in assuming a broader-based transportation coordination role in Shasta County.
- Develop a mobility management plan in conjunction with SSTAC and social service stakeholder input to determine additional coordination and potential transportation service enhancements and establish a prioritized implementation plan.
- Conduct unmet transportation needs hearings as required under TDA and using TDA definitions of “*unmet needs that are reasonable to meet*” develop strategies through a mobility management plan to efficiently meet these needs. SRTA will determine and recommend which unmet needs are reasonable to meet and the strategies to meet these needs.

Mobility management initiatives could include:

- The establishment of a centralized independent trip broker that activity arranges transportation for individuals and social service agency clients.
- The establishment of a centralized travel training program to move paratransit users to fixed route services.
- The coordination of an expanded volunteer driver program to provide coverage for trips not served by RABA and SSNP.
- The dissemination of elderly driver safety program

information to encourage the elderly to remain independent as drivers and passengers.



The actual range of possible mobility management initiatives would depend: on Shasta County priorities, the willingness of social service agencies and transportation providers to collaborate; and funding ceilings.

6.3 Next Steps



The immediate next steps include the finalization of recommendations by SRTA staff and IBI team members in parallel with funding and technology plans, the development of potential contractual documentation, scope and expectations, and the development of scope for the update of the *Shasta County Coordinated Human Transportation Plan* and development of a mobility management plan.

The following provides a link to the recently completed Solano County Mobility Management Plan. The mobility management elements developed in the plan reflects Solano County priorities and organizational realities. It is interesting to note that the Solano Transportation Authority (STA) decided to assume a stronger coordination role without establishing a CTSA at this time. The one-stop transportation information call center is being integrated into STA's Solano Napa Commuter Information (SNCI) office and that programs such as the proposed ADA certification and travel training are to be contracted out under STA oversight.

<http://www.sta.ca.gov/Content/10060/MobilityResources.html#mmp>