

***Report & Findings:  
Fiscal Year 2008-2009***

***UNMET TRANSIT NEEDS  
IN CALAVERAS COUNTY***

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## Executive Summary

This report documents the Calaveras Council of Governments (CCOG) FY 2008/2009 unmet transit needs process to report any unmet transit needs as identified by the public, and to evaluate such needs based on 'reasonable to meet' criteria as adopted by the Council of Governments in June, 2008. Although many requests were deemed 'unreasonable to meet', all requests made during the Unmet Transit Needs process will play a key role in defining the short and long term improvements for Calaveras Transit. Once Unmet Transit Needs are documented they become an integral part of the transit planning process.

One Unmet Transit Need was identified, a mid-day run for Route 2 from Rail Road Flat to the Government Center in San Andreas. This need was determined reasonable to meet and will be addressed with the new iteration of Calaveras Transits' schedule.

## Introduction

### I. Overview of the Transportation Development Act

The Transportation Development Act (TDA) provides two major sources of funding for public transportation: the Local Transportation Fund (LTF) and the State Transit Assistance fund (STA). These funds provide a dedicated revenue source for the development and support of public transportation in California. Allocations are made to counties based on population, taxable sales, and transit performance. TDA funds are administered via the Regional Transportation Planning Agencies (RTPA). The California Department of Transportation (Caltrans), Division of Mass Transportation provides program oversight and ensures local planning agencies complete performance audits and an annual Unmet Transit Needs Report and Findings, as required for participation in the TDA program.

### II. Description of Funding Sources

#### A. Local Transportation Fund (LTF)

Revenue is derived from ¼ cent of the 7.25 cent retail sales tax collected statewide. Each year, the amount of tax collected in each county is returned by the State Board of Equalization via the respective county's designated Regional Transportation Planning Agency. RTPA administrative responsibilities include the following:

1. Apportionment – The determination of each area's anticipated share of LTF,
2. Allocation – The discretionary action which designates funds for a specific purpose to claimants within the area, and
3. Payment – The distribution of LTF funds as authorized by allocation instructions issued by the RTPA.

Although the TDA allows some areas of predetermined flexibility in the types of projects eligible for LTF funds, the foremost objective is the development of public transportation services. In rural areas where transit needs can be met

with less than the total available LTF, Article 8 claimants (i.e. a county or city) may request funds for certain non-public transportation related projects, including local streets and roads and facilities provided for the exclusive use of bicycles and pedestrians. The RTPA can not allocate funds for non-public transportation projects, however, until all reasonable to meet transit needs have been funded first.

The CCOG is the designated RTPA for Calaveras County. Within this area lie two eligible claimants: Calaveras County and the City of Angels (the only incorporated city in Calaveras County). In Calaveras, the County is the transit operator and Article 8 claimant.

**Summary of LTF Allocations: Purposes and Priorities**

<b>PRIORITY</b>	<b>PURPOSE</b>	<b>AMOUNT AVAILABLE</b>
1	TDA Administration	As necessary
2	Pedestrian and Bicycle Facilities	Up to 2% of remaining money
3	Transportation Planning and Programming	Up to 3% of remaining money
<b>Article 8 - Other Allocation</b>		
<b>(do not have any priority order after unmet transit needs are met)</b>		
3a	Public Transportation Service Contract	Up to area apportionment
3b	Local Streets and Roads	Up to area apportionment
	Bicycle and Pedestrian Projects	Up to area apportionment

**B. State Transit Assistance (STA)**

Revenue is derived from a portion of the statewide sales tax on gasoline and diesel fuel. Funds are appropriated to the State Controller by the Legislature, for allocation by formula to each RTPA. The formula allocates 50% of the funds according to population and the remaining 50% according to operator revenues from the prior fiscal year. STA allocations are deposited in each RTPA’s STA fund, and then allocated to eligible claimant(s) by resolution adopted by the RTPA’s governing board.

STA funds can only be used for projects directly related to public transportation; they may not be allocated to fund administration or streets and roads projects.

**III. Unmet Transit Needs Finding Process**

Under the TDA, each RTPA is required to produce and submit an Unmet Transit Needs Finding Report to Caltrans, Division of Mass Transportation. The purpose of this document is to ensure that the TDA’s primary intent is satisfied prior to any

allocation for non-public transportation purposes. An Unmet Transit Needs Finding Report should include the following elements:

- ✓ Consultation with the Social Services Transportation Advisory Council (SSTAC),
- ✓ Assessment of the size and location of identifiable groups likely to be transit dependent or transit disadvantaged,
- ✓ Analysis of existing public transportation services in meeting identified needs,
- ✓ Analysis of alternative public transportation services that would meet identified needs, and
- ✓ Determination of identified needs as reasonable or unreasonable to meet.

This report documents the CCOG's Unmet Transit Needs process for FY 2008/09.

## **1. Definitions of Unmet Transit Needs and Criteria for Determination of Transit Needs that are Reasonable to Meet**

As required by Public Utilities Code Section 99401.5, the Calaveras COG re-adopted the existing definition of "Unmet Transit Needs" that was originally adopted on April 14, 1999:

*Public transportation services, specialized transportation services, or facilities provided for the exclusive use of pedestrians and bicycles which are not currently available to identifiable groups likely to be transit dependent or transit disadvantaged, including individuals eligible for paratransit and other specialized transportation services (per Section 12143 of Title 42 of the United States Code) and persons of limited means, including recipients under the CalWORKS program.*

*Unmet transit needs specifically exclude: 1) minor operational improvements or changes, involving issues such as bus stops, schedules and minor route changes, which are being addressed by routine or normal planning processes; 2) improvements funded or scheduled for implementation in the fiscal year following the Unmet Needs Hearing; and, 3) future transportation needs.*

The Calaveras COG also re-adopted the existing criteria for "Unmet Needs that are Reasonable to Meet" that were originally adopted on April 14, 1999:

- A) Financial Feasibility. 1) The proposed transit service, if implemented or funded, would not cause the responsible operator or service claimant to incur expenses in excess of the maximum allocation of Transportation Development Act funds, State Transit Assistance, FTA Section 5311 funds, and other transit-specific grants as may become available. 2) The proposed transit service, if implemented or funded, would allow the responsible operator or service claimant to meet the required farebox revenue to operating cost ratio of 10%. 3) Proposed transit system expansion must be monitored and evaluated after 6 months of operation (or other approved period of review) by the COG Board.*

- B) Cost Effectiveness. Supporting data demonstrates sufficient ridership and revenue potential exists for the new, expanded or revised transit service to meet or exceed the required farebox revenue to operating cost ratios on a stand-alone basis. Furthermore, cost per passenger is reasonable when compared to the level of service provided; benefit accrued to the community and to existing service cost per passenger.*
- C) Community Acceptance. There is sufficient public support for the proposed transit service, as indicated through the annual public hearing process.*
- D) Equity. The proposed transit service will benefit the general public, the elderly and disabled population as a whole. Transit service will not be provided favoring one group at the exclusion of any other.*
- E) System Impact. It has been demonstrated to the COG Board that the proposed transit service combined with existing service will allow the system to meet or exceed performance standards such as cost per passenger trip, cost per vehicle service hour, passenger trips per vehicle service hour, passenger trips per service mile, on-time performance, and vehicle service hours per employee.*
- F) Operational Feasibility. There are adequate roadways and turnouts to safely accommodate transit vehicles.*
- G) Availability of Service Provider. A qualified contract operator is available to implement the service.*

## **2. Description of Current Public Transportation Services in Calaveras County**

Calaveras Transit assumed limited transit services provided by the Human Resources Council under the name Calaveras Stagecoach in October of 1999. Soon afterward, deviating fixed route service was made available throughout Calaveras County; including the communities of San Andreas, Angels Camp, Arnold, West Point, Mountain Ranch, Mokelumne Hill, Valley Springs, Murphys, and others in between. All deviating fixed routes operate Monday through Friday. Direct service to neighboring counties is also provided, including Tuolumne County (Columbia College), Amador County (Jackson), and San Joaquin County (Lodi).

One-way cash fare is \$1.50 (75¢ for seniors, students, and persons with disabilities). Inter-county service to Lodi is \$3.00 (\$1.50 for seniors, students and persons with disabilities) one way. All-day passes, books of tickets, and monthly passes may also be purchased. Free transfers are included between Calaveras Transit routes.

Key performance measures, including ridership and operating cost per passenger, continue to improve while system revenue strives to meet the required ten percent farebox recovery ratio. The Calaveras Transit Annual Report completed October 15, 2007 states that due to increased ridership on the fixed route system that Calaveras Transit has reached a farebox recovery ratio of 10.26%, bringing the recovery ratio into compliance with TDA guidelines for rural counties. The addition of the Bear Valley ski bus (weekends

only) has also continued to support the overall farebox recovery ratio for Calaveras Transit.

### **3. Unmet Transit Needs Public Participation Process**

CCOG Staff worked closely with the SSTAC, Calaveras County Public Works and MV Transportation to advertise and solicit public comment during the unmet transit needs process. The following community outreach efforts were held to collect feedback regarding the transit system:

- April 15, 2008          6:00 p.m.          Angels Camp, Fire Station

The “hearing” was held before the Council of Governments on:

- April 2, 2008          6:30 p.m.          San Andreas, Government Center

The “hearing” before the Council of Governments was advertised in the Calaveras Enterprise newspaper, as well as on transit vehicles (Attachment A). A one page, tri-fold document (unmet needs request form) was also created for distribution to various locations throughout the County (Attachment A). Completed forms were mailed to the CCOG with written comment or given to a Calaveras Transit employee. Comments were also received by e-mail, telephone and in-person at the CCOG and Transit offices. The SSTAC met on June 18th, 2008 to review the unmet needs requests received.

### **4. Identification and Qualification of Unmet Transit Needs**

All transit service requests, whether obtained from current customers or those excluded from existing services, must first comply with the locally adopted definition of an ‘unmet transit need’ before consideration in the transit planning process. Some comments are discarded because no specific unmet need is identified (identified as ‘not enough information’) or the request does not suggest any transit service be made available or improved in a specific manner. In other cases, closely related comments are merged under one heading (indicated by an asterisk ‘\*’).

## 5. “Reasonable to Meet” Determination

### Overview

Transit service requests meeting the requirements of an ‘unmet transit need’ are next qualified as ‘reasonable to meet’ according to the following predetermined criteria: financial feasibility, cost effectiveness, community acceptance, equity, system impact, operational feasibility, and the availability of a service provider. Adopted definitions of both an ‘unmet transit need’ and ‘reasonable to meet’ criteria are documented in Chapter 1 of this report. Unmet Transit Needs that were identified but determined *unreasonable to meet* strictly due to financial obstacles (i.e. insufficient buses and/or operating expenses) will be included as future phases of transit development. The implementation of future phasing should be triggered by the availability of adequate resources, public support, and all other ‘reasonable to meet’ criteria.

## 6. Social Services Transportation Advisory Council (SSTAC)

### Overview

The purpose of the Social Services Transportation Advisory Council is to provide broad representation of social services and transit providers representing the elderly, disabled and persons of limited means. Section 99238, of the TDA, requires the following representation on the SSTAC:

- One representative of potential transit users who are 60 year of age or older.
- One representative of potential transit users who have a disability.
- Two representatives of a local social service provider for seniors, including one representative who provides transportation.
- Two representatives of local social service providers for persons with disabilities, including one representative of a social service transportation provider, if one exists.
- One representative of a local social service provider for persons of limited means.
- Two representatives from the local consolidated transportation service agency, if one exists, including one representative from an operator, if one exists.

The CCOG may appoint additional members in accordance with TDA procedures:

“Members of the SSTAC shall be appointed by the CCOG, which shall recruit candidates for appointment from a broad representation of social service and transportation providers representing the elderly, persons with disabilities and persons of limited means. In appointing SSTAC members, the CCOG shall strive to attain geographic and minority representation among SSTAC members”.

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The responsibilities of the Social Services Transportation Advisory Council are as follows:

- To annually participate in the identification of transit needs in Calaveras County, including unmet transit needs that may exist and may be reasonable to meet by establishing or contracting for new public transportation or specialized transportation services or by expanding existing services;
- To annually review and recommend action by the CCOG, which finds by resolution that, a) there are no unmet transit needs, b) there are no unmet transit needs that are reasonable to meet, or c) there are unmet transit needs including needs that are reasonable to meet; and
- To advise the Calaveras Council of Governments on any other major transit issues.

The SSTAC met on June 18<sup>th</sup>, 2008 to discuss potential unmet transit needs that may exist in Calaveras County. The findings are listed below with supporting documentation for each request.

## **7. Service determination- Understanding the charts**

The following “reasonable to meet” determinations were made by the SSTAC on June 18<sup>th</sup>, 2008. The “X” indicates that the stated request “failed” to meet the “reasonable to meet” criteria for the reason corresponding to the box in which there is an “X”. To review each of the criteria please refer to pages three and four of this document. The request only needs to fail one of the adopted criteria to be eliminated. All requests have been delineated into categories that appropriately determine how the request will be addressed, why the request failed to be evaluated or how the current schedule already meets the requested action. Refer to pages three and four of this document for complete definitions of each criteria.



<i>Unmet Transit Need</i>		<i>Financial Feasibility</i>	<i>Cost Effectiveness</i>	<i>Community Acceptance</i>	<i>Equity</i>	<i>System Impact</i>	<i>Operational Feasibility</i>	<i>Availability of Service Provider</i>
<b>Not reasonable to meet</b>								
*1	Direct service route from West Point to Amador County, morning and evening	X	X	X				
2	Calaveras Transit should coordinate with the Sacramento Express bus (Amador)	X	X			X		
3	Calaveras Transit should provide service from West to San Andreas by 6:30am		X					
*4	Calaveras Transit should offer services on the weekend	X	X			X		
5	Calaveras Transit should service all Countywide events	X	X			X		
*6	Calaveras Transit should offer services on the hour	X	X			X		
7	Calaveras Transit should offer service direct to BART in Pleasanton	X	X	X				
8	Service between Angels Camp and San Andreas should be every 30 minutes	X	X			X		
9	Passengers should be able to travel with pets (if in a pet carrier)			X	X			
*10	Calaveras Transit should provide service to the County Faire for free	X	X	X	X			
11	Eliminate the long midday layover for customers in Moke Hill (from WP/SA)	X	X	X		X		
12	Provide service to Baldwin/Hartvickson St on Hwy 26	X	X			X		
*13	Eliminate 2-3 hour gaps in service	X	X			X		
14	Provide service from Copperopolis to Jamestown	X	X	X	X			
15	Mokelumne Hill connections to Columbia College- no 5pm service	X	X					
16	West Point run at 6am to get students to Columbia College by 8am	X	X	X		X		
17	Calaveras County needs Dial-a-Ride service	X	X	X		X		
18	Provide service to Jenny Lind	X	X	X		X		
19	Provide more service from Rancho Calaveras to San Andreas and Angels	X	X	X		X		
20	Service from Arnold to San Andreas by 7am should be available	X	X	X		X		
21	Evening run from Calaveras High School at 6:45pm to Valley Springs	X	X	X				

22	Calaveras Transit should connect with Amador's Sacramento X-Press bus	X	X	X		X		
*23	Calaveras Transit should service the new Mountain Oaks Charter School						X	
24	Service from Calaveras High School (6:45pm) to West Point on Tuesdays	X	X	X				
<b>Reasonable to meet</b>								
25	The "Request for Unmet Transit Needs" form that is posted to the CCOG website ( <a href="http://www.calacog.org">www.calacog.org</a> ) will be re-created to allow for writing directly onto the document							
*26	Railroad Flat needs service between the morning and evening runs							
<b>Need already being met</b>								
27	Request: Provide direct service from West Point to Amador County, morning and evening							
	Response: Residents of West Point can transfer at Mokelumne Hill for connecting service to Jackson in the morning and evening							
28	Request: Implement a Senior Citizen service from Mokelumne Hill to access "lunch program" (Senior Center) and Jackson							
	Currently this service is available from Moke Hill at 10:36am and 11:53am with return service leaving the Government Center at 1:30pm							
28	Request: Calaveras Transit should service more of La Contenta, Valley Springs							
	Response: Calaveras Transit currently services La Contenta, with a 3/4 of a mile deviation along the route or from a posted pickup location							
29	Request: Calaveras Transit should service all countywide events							
	Response: Calaveras Transit currently services Countywide events on charter and "special" service requests only							
*30	Request: Direct service from San Andreas to Columbia College							
	Response: The new Calaveras Tranist schedule (as of November 2007) includes mostly direct connections from San Andreas to Columbia College							
31	Request: Provide service from Valley Springs to Columbia College by 8am and returning to Valley Springs by 5:40pm							
	Response: Service is currently provided to Columbia College by 8am. Service is also provided in the evening, returning to Valley Springs by 6pm							
32	Request: We need specialized service for single mothers with a low income							
	Response: The core mission (of transit) according to the Transportation Development Act is to serve the "transit dependant", defined as: elderly, low-income, disabled, or otherwise disadvantaged							
<b>Not enough information</b>								
33	I want to go to K-Mart and Lodi, you need to change some of the times							
34	Add evening service							
35	Better marketing of Calaveras County residents ability to use Calaveras Transit to commute to work							

36	Provide better service to Lodi (and connections with other Valley transit agencies)
<b>Request to be addressed by Service Contractor</b>	
37	All Calaveras Transit buses should be clearly marked with the Calaveras Transit logo
38	Drivers should regulate passenger language
39	All Calaveras Transit buses should have bike racks available
40	Calaveras Transit should have a passenger emergency plan whereby customers who find themselves in an unanticipated situation can still access the bus without fare
*41	Some buses don't have seatbelts
42	Bus needs to run on time
43	What service is available to Vallecito residents (living off Parrots Ferry Road)
44	Mokelumne Hill to Columbia College- AM bus is late
45	Valley Springs bus should not go through the Marval shopping center, it wastes too much time (it should enter/exit further South on Hwy 12)

\* indicates that there were more than one request for this service

## 8. Summary of Necessary Service Enhancements and/or Modifications

The following 'unmet transit needs' deemed 'reasonable to meet' require initial planning to deliver these services in and around the County. The following summary of responses to transit service requests will be fully developed and begin implementation in the fiscal year 2009.

### **Finding**

**Pursuant to Section 99401.5 (c) of the Transportation Development Act, the Calaveras Council of Governments hereby declares a finding of unmet transit needs that are reasonable to meet** (see attachment C). A schedule modification to Route two will be implemented by July 1, 2009 to deliver a midday run from Rail Road Flat to the Government Center in San Andreas.

## **Attachment A**

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- **Unmet Transit Needs Public Hearing Notices**
- **Public Notice flyer**
- **Request for Public Comment, tri-fold document**

## **Attachment B**

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### **Calaveras COG Resolutions Adopting a Definition of “Unmet Transit Needs” and “Unmet Needs that are Reasonable to Meet”**

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## **Attachment C**

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### **Calaveras COG Funding of Unmet Transit Needs for FY 2008-2009 Board Resolution No. FY 08-43**

**Attachment D**

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**Calaveras COG  
Calaveras Transit Map**





