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OAKLAND

2019 JUN 27 PM 8:46

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: Paratransit Measure B & BB Funds
For Fiscal Year 2019-2020

DATE: June 3, 2019

City Administrator Approval

Date: 6/27/19

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To:

- 1) Accept And Appropriate Direct Local Program Distribution Funds In The Amount Of \$1,287,604 Measure B And \$1,317,530 Measure BB For Fiscal Year 2019-2020 From The Alameda County Transportation Commission To Provide Paratransit Services; And**
- 2) Execute Agreements For Paratransit Services For Fiscal Year 2019-2020 In Amounts Of: \$600,000 To Friendly Transportation, Inc., \$75,000 To St. Mini Cab Corporation, \$400,000 To Quality Transit, LLC, \$100,000 To Bell Transit Corporation, \$25,000 To One Access Medical Transportation, LLC, \$30,000 To Driver/Owner Leasing Co., Inc. And \$375,000 To Bay Area Charters, Inc.; And**
- 3) Execute A Grant Agreement With The City Of Emeryville In An Amount Not To Exceed \$100,000 For Paratransit Services In The Amount Of \$50,000 For Fiscal Year 2019-2020 And \$50,000 For Fiscal Year 2020-2021; And**
- 4) Accept And Appropriate Any Additional Direct Local Distribution Funds That May Become Available For Fiscal Year 2019-2020 And Amend The Aforementioned Agreements Within Terms Without Returning To City Council.**

EXECUTIVE SUMMARY

As the City of Oakland is an eligible recipient of Measure B and Measure BB funds, staff is seeking City Council approval to receive and administer the revenue from the Alameda County Transportation Commission (Alameda CTC) in the amount of \$2,605,134 to provide non-mandated (due to absence of Federal regulations) paratransit services aimed at improving the mobility of seniors and persons with disabilities within respective service areas through the Oakland Paratransit for the Elderly and Disabled (OPED) Program.

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BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland began operating city-based paratransit services in 1978 with State Transportation Development Act (TDA 4.5) funds to assist frail-elderly and adult persons with disabilities who experience public transportation access challenges.

In November 1986, Alameda County voters approved the Measure B half-cent sales tax initiative dedicated for expansion of mass transit systems, improved highway infrastructure, local street and road improvement, bicycle and pedestrian safety and expanded special transportation for seniors and people with disabilities. The Alameda County Transportation Authority (ACTA) was formed to administer the funds as outlined in the Measure B Expenditure Plan through 2002. The City of Oakland was an eligible recipient of Measure B funds and utilized the source to supplement its existing services.

The Americans with Disabilities Act (ADA), effective July 26, 1990, mandates that all public transit operators provide complementary or corresponding paratransit services for persons who cannot use fixed-route transit due to a disability. Therefore, in 1994, to fulfill the ADA requirements, Alameda-Contra Costa Transit District (AC Transit) and San Francisco Bay Area Rapid Transit (BART), major public transit operators in this service area, formed the East Bay Paratransit Consortium (EBPC) and developed a Coordinated Paratransit Plan. Thus launched East Bay Paratransit as the primary ADA paratransit provider in Alameda County.

In December 1996 the City of Oakland began offering supplemental paratransit services solely funded by Measure B. The program was designed to meet the needs of Oakland and Piedmont residents who require assistance beyond the parameters of the EBPC program.

In November 2000, voters approved the reauthorization of Measure B through 2022 to be administered by the Alameda County Transportation Improvement Authority (ACTIA) and then later by the newly-formed Alameda County Transportation Commission (Alameda CTC) as of July 2010.

In November 2014, voters approved Measure BB, a supplemental half-cent sales tax for transit funding to run concurrently with Measure B through 2022 and then transition to a whole-cent Measure BB initiative through 2045. The City of Oakland also receives Measure BB funding as an eligible recipient.

The specialized transit Measure B and Measure BB funds have historically been divided among the four zones of Alameda County (North, Central, South and East) by legislation, and allocated to the respective cities and eligible transit agencies on a formula basis developed by the Paratransit Planning and Advisory Committee (PAPCO) and as adopted by the Alameda CTC.

ANALYSIS AND POLICY ALTERNATIVES

The City of Oakland is currently under Master Funding Agreement #A16-0061 (Agreement) with Alameda CTC for the period July 1, 2016 to June 30, 2026. The Agreement authorizes Alameda CTC to allocate the Direct Local Distribution (DLD) funds derived from Measure B and Measure BB as described in their respective voter-approved expenditure plans.

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Staff submitted the Fiscal Year (FY) 2019-2020 Program Plan to Alameda CTC staff on March 28, 2019 which outlines the City's plan for next year service provision as an eligible recipient of Measure B and Measure BB funds to provide specialized transportation services for seniors and persons with disabilities. Oakland has successfully provided these services prior to and since the passage of Measure B in 1986.

The Alameda CTC Paratransit Program Implementation Guidelines provide program eligibility and fund usage guidelines, definitions, additional requirements, and guideline adoption details that the City has complied with successfully over the years. The City has appropriate policies, procedures and accounting systems in place to comply with all Alameda CTC rules for the sole purpose of providing the transportation services described in this report.

Staff does not foresee any significant concerns or key issues that will adversely impact the OPED Program to function at full capacity for the upcoming fiscal year and continue to offer effective and valuable transportation services.

The Request for Proposals/Qualifications (RFP/Q) requirement is not applicable because the agreements herein are not professional services contracts. The City of Oakland enters reimbursement agreements, on a non-exclusive basis, with any taxi company that has a minimum fleet of five or more vehicles; van, shuttle or charter bus companies with adequate fleet capacity and design to provide specialized transportation services for seniors, frail-elderly and adult persons with disabilities; companies permitted to provide service in Oakland; and companies that meet the City's other requirements for providing paratransit services.

Each recommended taxi, wheelchair accessible van, shuttle, or charter company herein meets all applicable laws and regulations and complies with City contracting requirements such as possession of appropriate business permits, proof of vehicle insurance, workers' compensation insurance, drug and alcohol testing for drivers, hire and in-service driver trainings, and other outlined conditions. Staff has determined that the recommended companies providing taxi, accessible van, shuttle and/or charter services meet all necessary requirements.

Over the years, smaller taxi providers have approached staff about participating, but deemed themselves unable to be successful due to small fleet sizes, lack of 24-hour dispatch capabilities, insurance requirements, etc. They have also been unsuccessful in partnering with other small companies to form co-ops. In relation to van services, there are other Oakland operators, but they have their own business niche and do not have the interest to provide services through OPED.

Alameda CTC had a call for transportation projects during FY 2016-2017 for five-year funding that yielded no respondents interested in providing new or expanded transportation services in Oakland, which translates into no additional or unsought resources to serve the OPED client base.

OPED staff conducted its own Request for Interest (RFI) during early 2018 and attracted one new vendor, One Access Medical Transportation, that launched a pilot same-day and door-through-door assistance wheelchair van service in August 2018, and the company has expressed interest in continuing service in the new program year.

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Driver/Owner Leasing Co., Inc., recently approached staff to provide expanded taxi scrip service and they are included herein to begin service in July 2019.

Services will continue to be available city-wide to eligible applicants. At the time of this report, client enrollment was 1,927, reflected in **Table 1** below:

Table 1: FY 2018-2019 OPED Registered Client Demographics

OPED Unduplicated Client Count											
Zip	Clients	Percent	Race*							Gender	
			AA	A/PI	C	H	NA	O	UN	M	F
94601	113	5.9	67	11	11	18	2	4	0	41	72
94602	112	5.8	32	25	52	1	0	2	0	17	95
94603	71	3.7	57	3	6	2	0	3	0	20	51
94605	160	8.3	126	9	15	2	0	6	2	53	107
94606	131	6.8	64	37	23	2	0	4	1	36	95
94607	157	8.1	65	81	5	2	1	2	1	48	109
94608	85	4.4	64	10	7	0	0	3	1	19	66
94609	75	3.9	51	4	14	0	1	5	0	24	51
94610	186	9.7	40	34	99	4	0	8	1	40	146
94611	385	20.0	37	171	151	9	0	17	0	106	279
94612	219	11.4	42	113	54	3	0	5	2	68	151
94618	48	2.5	6	10	28	1	0	3	0	9	39
94619	67	3.5	25	13	18	5	0	6	0	20	47
94620	2	0.1	1	0	0	0	0	1	0	0	2
94621	92	4.8	68	5	4	10	0	4	1	25	67
Others	24	1.2	10	2	7	0	0	3	2	7	17
TOTALS	1927	100	755	528	494	59	4	76	11	533	1394

*(AA) African American; (A/PI) Asian /Pacific Islander; (C) Caucasian; (H) Hispanic; (NA) Native American; (O) Other; (UN) Unidentified

FISCAL IMPACT

The FY 2019-2021 Proposed Biennial Budget for OPED Program includes appropriations in FY 2019-2020 for Measure B direct local program distribution funds in the amount of \$1,287,604 and projected fare revenue in the amount of \$115,000 in Measure B Paratransit – ACTC Fund (2213), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED Administration Project Award (23371), OPED FY 2019-2020 Measure B Project (1004533), Empowering Seniors & People With Disability Program (YS14).

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The FY 2019-2021 Proposed Biennial Budget for OPED Program includes an appropriation in FY 2019-2020 for Measure BB direct local distribution funds in the amount of \$1,317,530 in Measure BB Paratransit – ACTC Fund (2216), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY 2019-2020 Administration Project Award (23372), OPED FY 2019-2020 Measure BB Project (1004534), Empowering Seniors & People With Disability Program (YS14).

The funding for OPED contracts is included in the FY 2019-2020 Proposed Policy Budget under the Human Services Department (HSD). Approval of the resolution will authorize agreements with the following paratransit providers for the not-to-exceed amounts specified below:

• Friendly Transportation, Inc.	\$600,000
• St. Mini Cab Corporation	\$ 75,000
• Quality Transit, LLC	\$400,000
• Bell Transit Corporation	\$100,000
• One Access Medical Transportation, LLC	\$ 25,000
• Driver/Owner Leasing Co., Inc.	\$ 30,000
• Bay Area Charters, Inc.	\$375,000
• City of Emeryville	\$100,000

The amounts are based on the analysis of FY 2018/19 performance trends of each respective company at the time of this report and the projected service levels for Driver/Owner Leasing Co., Inc. and the City of Emeryville.

If additional funds become available for the same purpose, within the existing term, staff is seeking authorization to accept and appropriate funds for the OPED program and amend the agreements herein without returning to City Council within the duration of the grant term.

PUBLIC OUTREACH / INTEREST

Program status and activities are continually captured and made available to the public annually by the Alameda CTC through the following requirements:

- Annual article publication in a mass generated print or electronic medium;
- Submission of a year-end program compliance report and independent audit that is accessible to the public;
- Participation in Paratransit Technical Advisory Committee (ParaTAC) meetings that are open to the public; and,
- Participation and attendance at Paratransit Advisory and Planning Committee (PAPCO) meetings that are open to the public.

Staff also continues to attend and participate in meetings held by the Mayor's Commission on Persons with Disabilities and the Mayor's Commission on Aging as necessary. Annual presentations are made for these respective commissions for outreach and feedback from the commissioners and the public that is considered in annual program planning.

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Additional consumer input has been derived through verbal and written feedback, as well as information solicited through OPED's annual participant survey process.

COORDINATION

In preparation of this report and associated resolution, the Budget Bureau, Human Services Department Administration and Human Services Department Budget & Fiscal Services have been consulted.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Independent of staff evaluation, OPED relies on informal feedback from many of the riders through office visits, phone calls, and letters that informs staff of unmet needs, customer service experiences, and overall impressions of the program.

In addition, staff conducts an annual mail survey of riders to gain additional qualitative information. The survey was developed for the collection of information for City Council, Alameda CTC and PAPCO. The survey for FY 2018-2019 will be conducted throughout the month of May 2019. The FY 2017-2018 survey results are provided in **Table 2** below and are based on 481 client returns providing feedback for Friendly Transportation, Inc.; St. Mini Cab Corporation; Quality Transit, LLC; and Bay Area Charters, Inc.:

Table 2: FY 2017-2018 Paratransit Survey Summary

1) Common purpose of trips?	Shopping	Medical	Social	Recreation	Other
	23%	77%	39%	13%	2%
2) Wait time to request a ride?	< 10 min	> 10 min	-	-	-
	72%	28%	-	-	-
3) Rides on time?	Always	Mostly	Sometimes	Seldom	Never
	27%	52%	19%	2%	-
4) Vehicles clean & good condition?	Always	Mostly	Sometimes	Seldom	Never
	36%	50%	13%	1%	-
5) Drivers helpful/friendly?	Always	Mostly	Sometimes	Seldom	Never
	33%	44%	20%	3%	-
6) Satisfaction with service?	Excellent	Very Good	Good	Fair	Poor
	38%	39%	17%	5%	1%

Most of the low marks stem from taxi scrip program enrollees. Staff plans to share the feedback with the taxi companies in summary form such that the results can be shared with the drivers with the intent to improve service. Although the results represent a small percentage, it is still important that the taxi drivers know they are being evaluated and the information is being publicly reported.

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Friendly Transportation, Inc. is a multiyear contractor providing taxi and van services. St. Mini Cab Corporation became sole owner of Veterans Cab during FY 2015-2016 of which taxi and van services were provided. Prior, Veterans Cab was contracted through Veterans Transportation, Inc. for taxi and van services. Bell Transit Corporation was previously a subcontractor for St. Mini Cab Corporation for van services during FY 2016-2017, but became an independent entity during FY 2017-2018; thus, cab services were provided through Veterans Cab and van services through Bell Transit. Quality Transit, LLC has been a contractor since FY 2014-2015 and Bay Area Charters, Inc. has been a contractor since FY 2015-2016.

Assessment of these contractor services for FY 2018-2019 will be made available in the next contracting year, but the current contractors have performed well in the past and are highly recommended by staff moving forward into FY 2019-2020. Driver/Owner Leasing Co., Inc. doing business as Yellow Cab Company will be transitioned in and closely evaluated by staff.

SUSTAINABLE OPPORTUNITIES

Economic: Funds from Measure B and Measure BB will be used for agreements with local vendors to provide services. Vendors will subscribe to the City's Living Wage Ordinance.

Environmental: The Paratransit Program encourages shared ride transportation that reduces the emission of carbon dioxide into the atmosphere and lessens traffic congestion, reduces fuel consumption, improves commute times and reduces the frequency of costly road repairs.

Social Equity: Paratransit funds will make services accessible for residents who due to age or disability would not be able to have access. Access to services will improve the quality of life for paratransit participants.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To 1) Accept And Appropriate Direct Local Program Distribution Funds In The Amount Of \$1,287,604 Measure B And \$1,317,530 Measure BB For Fiscal Year 2019-2020 From The Alameda County Transportation Commission To Provide Paratransit Services; And

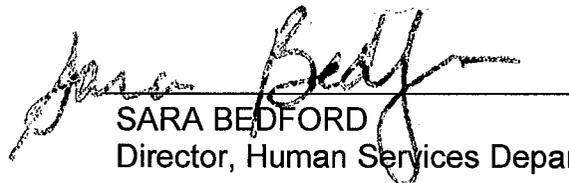
2) Execute Agreements For Paratransit Services For Fiscal Year 2019-2020 In Amounts Of: \$600,000 To Friendly Transportation, Inc., \$75,000 To St. Mini Cab Corporation, \$400,000 To Quality Transit, LLC, \$100,000 To Bell Transit Corporation, \$25,000 To One Access Medical Transportation, LLC, \$30,000 To Driver/Owner Leasing Co., Inc. And \$375,000 To Bay Area Charters, Inc.; And

3) Execute A Grant Agreement With The City Of Emeryville In An Amount Not To Exceed \$100,000 For Paratransit Services In The Amount Of \$50,000 For Fiscal Year 2019-2020 And \$50,000 For Fiscal Year 2020-2021; And

4) Accept And Appropriate Any Additional Direct Local Distribution Funds That May Become Available For Fiscal Year 2019-2020 And Amend The Aforementioned Agreements Within Terms Without Returning To City Council.

For questions regarding this report, please contact Scott Means, Aging and Adult Services Manager at 510-238-6137.

Respectfully submitted,


SARA BEDFORD
Director, Human Services Department

Reviewed by: Scott Means, Manager
Aging and Adult Services Division

Prepared by: Hakeim McGee, Supervisor
Oakland Paratransit for the Elderly & Disabled

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July 9, 2019

Macanlay
City Attorney's Office

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OAKLAND

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RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR TO:

1) ACCEPT AND APPROPRIATE DIRECT LOCAL PROGRAM DISTRIBUTION FUNDS IN THE AMOUNT OF \$1,287,604 MEASURE B AND \$1,317,530 MEASURE BB FOR FISCAL YEAR 2019-2020 FROM THE ALAMEDA COUNTY TRANSPORTATION COMMISSION TO PROVIDE PARATRANSIT SERVICES; AND

2) EXECUTE AGREEMENTS FOR PARATRANSIT SERVICES FOR FISCAL YEAR 2019-2020 IN AMOUNTS OF: \$600,000 TO FRIENDLY TRANSPORTATION, INC., \$75,000 TO ST. MINI CAB CORPORATION, \$400,000 TO QUALITY TRANSIT, LLC, \$100,000 TO BELL TRANSIT CORPORATION, \$25,000 TO ONE ACCESS MEDICAL TRANSPORTATION, LLC, \$30,000 TO DRIVER/OWNER LEASING CO., INC. AND \$375,000 TO BAY AREA CHARTERS, INC.; AND

3) EXECUTE A GRANT AGREEMENT WITH THE CITY OF EMERYVILLE IN AN AMOUNT NOT TO EXCEED \$100,000 FOR PARATRANSIT SERVICES IN THE AMOUNT OF \$50,000 FOR FISCAL YEAR 2019-2020 AND \$50,000 FOR FISCAL YEAR 2020-2021; AND

4) ACCEPT AND APPROPRIATE ANY ADDITIONAL DIRECT LOCAL DISTRIBUTION FUNDS THAT MAY BECOME AVAILABLE FOR FISCAL YEAR 2019-2020 AND AMEND THE AFOREMENTIONED AGREEMENTS WITHIN THE TERMS WITHOUT RETURNING TO CITY COUNCIL

WHEREAS, voters in Alameda County passed Measure B in November 1986, reauthorized Measure B in November 2000 and passed Measure BB in November 2014, thereby providing sales tax revenues for paratransit services; and

WHEREAS, Measure B and Measure BB funds will be required by the City of Oakland for Fiscal Year (FY) 2019-2020 for the purpose of providing subsidized transportation by taxi or by van to the elderly and persons with disabilities who have limited access or are deemed unable to use public transit; and

WHEREAS, the City of Oakland is an eligible recipient for Alameda County Measure B and Measure BB funds; and

WHEREAS, the City of Oakland's FY 2019-2021 Proposed Biennial Budget for FY 2019-2020 includes Measure B fund appropriation in Measure B Paratransit – ACTC Fund (2213), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY 2019-2020 Administration Project Award (23371), OPED FY19-20 MEASURE B Project (1004533), Empowering Seniors & People With Disability Program (YS14); and

WHEREAS, the City of Oakland's FY 2019-2021 Proposed Biennial Budget for FY 2019-2020 includes Measure BB fund appropriation in Measure BB Paratransit – ACTC Fund (2216), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY 2019-2020 Administration Project Award (23372), OPED FY19-20 MEASURE BB Project (1004534), Empowering Seniors & People With Disability Program (YS14); and

WHEREAS, the RFQ/RFP process is not applicable because these agreements are not professional services contracts and the City of Oakland enters into agreements on a non-exclusive basis, with any taxi company with a minimum fleet of five or more vehicles; service entities, van, shuttle or charter bus companies with adequate fleet capacity and design to provide specialized transportation services seniors, frail elderly and adult persons with disabilities; companies permitted to provide service in Oakland; and companies that meet the City's other requirements for paratransit services; and

WHEREAS, the City desires to maintain this service without interruption; and

WHEREAS, the City lacks the fleet, the equipment and the support structure to operate this service with City employees and has never provided or operated such a service; and

WHEREAS, all of the companies for which agreement authorization is being requested meet the City's requirements for paratransit services; and

WHEREAS, the City wishes to enter into agreements with the following paratransit providers for the amounts as specified below:

- Friendly Transportation, Inc. \$600,000
- St. Mini Cab Corporation \$ 75,000
- Quality Transit, LLC \$400,000
- Bell Transit Corporation \$100,000
- One Access Medical Transportation, LLC \$ 25,000
- Driver/Owner Leasing Co., Inc. \$ 30,000
- Bay Area Charters, Inc. \$375,000
- City of Emeryville \$100,000

; now, therefore, be it

RESOLVED: That the City Administrator or designee is hereby authorized to accept and appropriate FY 2019-2020 Measure B direct local program distribution funds in the amount of \$1,287,604 for the Oakland Paratransit Program to be deposited into Measure B – Paratransit – ACTC Fund (2213), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY 2019-2020 Administration Project Award (23371), OPED FY 2019-2020 Measure B Project (1004533), Empowering Seniors & People With Disability Program (YS14); and be it

FURTHER RESOLVED: That the City Administrator or designee is hereby authorized to accept and appropriate FY 2019-2020 Measure BB direct local program distribution funds in the amount of \$1,317,530 for the Oakland Paratransit Program to be deposited into Measure BB – Paratransit –ACTC Fund (2216), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY 2019-2020 Administration Project Award (23372), OPED FY 2019-2020 Measure BB Project (1004534), Empowering Seniors & People With Disability Program (YS14); and be it

FURTHER RESOLVED: That should additional Measure B and/or Measure BB funds become available during FY 2019-2020 for paratransit services, the City Administrator is authorized to accept and appropriate those funds to Measure B/Measure BB – Paratransit –ACTC Fund (2213 and 2216), Oakland Paratransit for the Elderly and Disabled Organization (75621), Empowering Seniors & People With Disability Program (YS14) and amend the FY 2019-2020 agreements to increase the amount of the agreements without returning to Council; and be it

FURTHER RESOLVED: That the City Administrator is authorized to enter into agreements with the following paratransit providers in the amounts as specified below:

- Friendly Transportation, Inc. \$600,000
- St. Mini Cab Corporation \$ 75,000
- Quality Transit, LLC \$400,000
- Bell Transit Corporation \$100,000
- One Access Medical Transportation, LLC \$ 25,000
- Driver/Owner Leasing Co., Inc. \$ 30,000
- Bay Area Charters, Inc. \$375,000
- City of Emeryville \$100,000

; and be it

FURTHER RESOLVED: That estimated fees to be collected in the amount of \$115,000 by Oakland Paratransit for the Elderly and Disabled (OPED) in conjunction with van voucher sales, taxi scrip sales and other service fares for OPED transportation services have been appropriated in the Proposed Biennial Policy Budget FY 2019-2021 in accordance with the terms of the existing agreements, for the exclusive use of OPED to Measure B Paratransit – ACTC Fund (2213), Oakland Paratransit for the Elderly and Disabled Organization (75621), OPED FY19-20 Measure B Project (1004533), Empowering Seniors & People With Disability Program (YS14); and be it

FURTHER RESOLVED: That the City Administrator or designee is hereby authorized to conduct all negotiations, execute and submit all documents including but not limited to applications, agreements, amendments, modifications, and payment requests, to conduct all related actions that may be necessary for the completion of the delivery of Measure B and Measure BB taxi and van service to the elderly and disabled; and be it

FURTHER RESOLVED: That the Office of the City Attorney will approve the proposed agreements as to form and legality and copies will be on file in the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - FORTUNATO BAS, GALLO, GIBSON MCELHANEY, KALB, REID, TAYLOR, THAO AND
PRESIDENT KAPLAN

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____

LATONDA SIMMONS
City Clerk and Clerk of the Council of the
City of Oakland, California