



CITY OF OAKLAND

AGENDA REPORT

TO: Elizabeth Lake,
Acting City Administrator

FROM: Greg Elliot,
Interim Human Services
Director

SUBJECT: Oakland Paratransit for the Elderly
and Disabled Program (OPED)
Measure BB Funds For FY 26-27

DATE: June 22, 2026

City Administrator Approval


Betsy Lake (Jul 2, 2026 12:11:57 PDT)

Date: Jul 2, 2026

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution:

- 1. Accepting And Appropriating Direct Local Program Distribution Measure BB Funds In The Amount of \$3,202,298 For Fiscal Year (FY) 2026-2027 From The Alameda County Transportation Commission For Oakland Paratransit For The Elderly and Disabled Program To Provide Access To Specialized Transportation Services;**
- 2. Awarding Agreements For Paratransit Services For FY 2026-2027 In The Amounts of \$900,000 (Five Rivers Transit Solutions, Inc.), \$600,000 (Quality Transit, LLC.), \$350,000 (Bay Area Charters, Inc.), \$25,000 (One Access Medical Transportation), And \$75,000 (GoGo Technologies, Inc.);**
- 3. Awarding Grant Agreements In The Amount of \$50,000 (City of Emeryville) For Paratransit Services And \$300,000 (Service Opportunity for Seniors) For Meal Delivery Services To Isolated And Dependent Elderly And Disabled Persons; And**
- 4. Authorizing The City Administrator To Accept and Appropriate Any Additional Direct Local Distribution Funds That May Become Available For FY 2026-2027 And Amend The Aforementioned Agreements To Increase The Amounts Within The Limits Of The Funding.**

EXECUTIVE SUMMARY

The City of Oakland is an eligible recipient of Measure BB funds. Staff is seeking City Council approval to accept and administer revenues from the Alameda County Transportation Commission (ACTC) in the amount of \$3,202,298 to provide non-mandated (due to the absence of Federal regulations) paratransit services aimed at improving the mobility of seniors and

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persons with disabilities within respective service areas through the Oakland Paratransit for the Elderly and Disabled Program (OPED).

BACKGROUND / LEGISLATIVE HISTORY

The City of Oakland began providing paratransit services in 1978, using State Transportation Development Act (STDA 4.5) funds to aid frail seniors and adults with disabilities who have difficulty accessing public transportation.

In November 1986, Alameda County voters approved Measure B, a half-cent sales tax initiative. This measure aimed to expand mass transit systems, improve highway infrastructures, fund local street and road improvements, enhance bicycle and pedestrian safety, and expand special transportation for seniors and persons with disabilities or disabling health conditions. Subsequently, the Alameda County Transportation Authority (ACTA) was formed to administer the funds as outlined in the Measure B Expenditure Plan through 2002. As a Measure B fund recipient, Oakland used the funds to supplement its existing services.

The Americans with Disabilities Act (ADA), effective July 26, 1990, mandates all public transit operators to 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, the Alameda-Contra Costa Transit District (AC Transit) and the 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, the East Bay Paratransit was launched as the primary ADA paratransit provider in Alameda County and the adjacent West Contra Costa County.

Building on these developments, the City of Oakland began offering supplemental paratransit services in December 1996, funded solely 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 renewed Measure B through March 31, 2022. It was administered by the Alameda County Transportation Improvement Authority (ACTIA), and as of July 2010, by the newly formed Alameda County Transportation Commission (ACTC).

In November 2014, voters approved Measure BB, a supplemental half-cent sales tax to fund transit. This tax operated alongside Measure B until March 31, 2022, after which it transitioned to a whole-cent Measure BB initiative from April 1, 2022, through March 31, 2045. During this period, the City of Oakland remains eligible to receive Measure BB funding.

Measure B and Measure BB specialized transit funds have historically been divided among Alameda County's four zones (North, Central, South, and East). Funds are then allocated to cities and eligible transit agencies through legislation, using a formula developed by the Paratransit Planning and Advisory Committee (PAPCO) and adopted by the ACTC. This approach will continue with Measure BB funding alone in the proposed FY 2026–2027 spending plan. This plan is consistent with the FY 2025–2026 plan adopted by Resolution No. 90900 C.M.S., which maintains the same funding distribution methodology while updating current fiscal year funding amounts to reflect Measure BB allocation and current program and service needs.

ANALYSIS AND POLICY ALTERNATIVES

Programming

The City of Oakland is under a new Master Program Funding Agreement (MPFA) with the Alameda County Transportation Commission (ACTC) for the period July 1, 2026, to June 30, 2036. The new MPFA remains largely unchanged, except for the removal of the reference to the Measure B program (which expired in 2022) and the move to sole funding by Measure BB. The Agreement authorizes the ACTC to continue allocating Measure BB direct local distribution (DLD) funds and to potentially receive other funds administered by ACTC through its biannual competitive funding opportunities.

In March 2026, staff submitted the *FY 2026-27 Annual Paratransit Program Plan Application for Measure BB Funding* to ACTC (**Attachment A**). On April 27, 2026, the plan was approved by ACTC's Paratransit Advisory and Planning Committee. The plan outlines the City's service provision as an eligible recipient of Measure BB funds to provide specialized transportation services for seniors and persons with disabilities. Oakland has successfully coordinated these services since Measure B passed in 1986.

The ACTC Paratransit Program Implementation Guidelines outline eligibility, funding use, definitions, requirements, and adoption details. The City has complied with these over the years. It has policies, procedures, and accounting systems in place to comply with all ACTC rules for coordinating the transportation services described in this report.

Contracting

As in previous years, the Request for Proposals/Qualifications (RFP/Q) requirement is inapplicable to OPED vendors because the agreements herein are not professional services agreements. The City of Oakland reimburses vendors for the services they provide to the public at large with DLD funding received from the ACTC.

The City of Oakland enters reimbursement and grant agreements, on a non-exclusive basis, with qualified transportation companies: taxi and wheelchair-accessible van (WAV) companies with a minimum fleet of five or more vehicles, shuttle or charter bus companies with adequate fleet capacity and design, supplemental services, or companies who are qualified, capable, and permitted to provide specialized transportation services for seniors, frail elders, and adults with disabilities in Oakland.

Over the years, smaller taxi providers have approached staff about contracting but have been deemed ineligible due to small fleet sizes, lack of 24-hour dispatch, and insurance requirements. They have also been unsuccessful in partnering with other small companies to form co-ops. For example, St. Mini Cab Corporation (dba Veterans Cab) suspended services with OPED during FY 2019-20 due to business feasibility. In the same fiscal year, Driver/Owner Leasing Co., Inc., approached staff to provide expanded taxi service; however, the company ultimately decided not to pursue an agreement. Nevertheless, staff continue to seek alternative transportation companies to expand opportunities for Oaklanders.

It should be noted that competition from Transportation Network Companies (TNCs) such as Uber and Lyft has significantly impacted the taxi industry, leading many taxi companies to close. COVID-19 also impacted taxi companies and TNCs alike, as shelter-in-place and social distancing measures caused business demand to plummet. Access to more taxis has rebounded significantly since the pandemic, but not as robustly as before.

Furthermore, OPED's primary taxi partner is shifting away from a traditional taxi fleet. They are moving toward a sedan-based service system, more like TNCs. Over the next five years, OPED may need to adapt procurement, contracting, fare subsidy mechanisms, and performance monitoring frameworks to align with this evolving model.

To provide additional same-day transportation option for Oakland seniors and adults with disabilities, the City contracted with GoGo Technologies, Inc., dba GoGo Grandparent, to launch a pilot TNC service during FY 2020-21. The partnership continues to date.

GoGo Grandparent operates a call center for Oakland's clients aged 70+ who do not have or have difficulty using smartphones, or who face other key barriers to hailing Uber or Lyft rides. Upon receiving a call from a client, the GoGo Grandparent call center staff contacts Uber or Lyft and coordinates the rides for the caller. OPED currently applies an \$8.00 subsidy to the first eight rides each month with a carry-forward rule, so no subsidies are lost month to month. The program has continued in strong standing since its inception, with the potential for expansion.

Regarding wheelchair-accessible vans (WAVs) and shuttle services, there are a limited number of operators in Oakland with adequate fleets and dispatch capabilities to provide these specialized services. Most known companies have their own independent business focus and function; thus, many have declined to provide services through OPED. Staff are reviewing information from a new potential WAV provider and will begin vetting to ensure the provider meets the agreement guidelines for receiving an FY 2026-27 reimbursement agreement. Periodically, the City of Oakland conducts an informal Request for Interest (RFI) process to seek new transportation partnerships. One Access Medical Transportation was identified during such a process and launched a pilot in August 2018 for door-through-door WAV service, which has continued to date. OPED staff plan to post another RFI for taxi and WAV operators in FY 2026-27.

The ACTC is another potential source for identifying additional transportation contract opportunities. The agency conducts a countywide call for transportation projects through its Discretionary Grant Program approximately every 4 years. The next call for projects will be officially released following the ACTC Commission on May 28, 2026. The deadline for project applications will be Monday, July 27, 2026, with funding made available in FY 2027-28.

As noted, the City of Oakland aims to continually identify new contracting opportunities and support innovative, viable transportation programs beyond the ACTC grant expiration period, which will be incorporated into OPED's array of services.

Although no changes are currently planned for OPED's programming, new initiatives may be proposed involving the Measure BB paratransit program, as transportation has emerged as a major priority. Council and ACTC approval will be sought to launch new programs.

All contractors proposed herein have passed preliminary qualification and will undergo final contracting verification. Staff will provide ongoing monitoring of contractors to ensure continued compliance with meeting all applicable laws and regulations and compliance with City contracting requirements, such as, but not limited to, possession of appropriate business permits, insurance, driver/operator drug and alcohol testing, hire and in-service driver/operator training, and other outlined conditions.

Summary

OPED continues to prioritize providing paratransit services for seniors and adults by addressing service gaps, including same-day service, underserved geographic areas, and supplemental wheelchair-accessible services for trips that local services cannot provide. Transit-dependent adults with disabilities and seniors will continue to receive services to access medical care, grocery shopping, and social visits that prevent social isolation.

Consumer feedback informs the services on offer, as does input from staff and consumer advocates. However, OPED staff will remain open to new transportation possibilities that increase access for our customers. As such, OPED consciously seeks feedback from clients and community stakeholders through open lines of communication, targeted outreach, and assessments.

As recovery from COVID-19 continues, staff will monitor transportation trends and work with the ACTC to develop strategies that sustain and enhance services. The goal is to adapt the service model to close gaps and expand transportation offerings as necessary.

Staff anticipate no significant challenges that could hinder the OPED Program’s ability to provide effective transportation options in the coming fiscal year. The listed providers have reconfirmed coordination and service delivery commitments for the next year.

OPED will begin the programming year focused on providing essential transportation through the proposed paratransit providers and grantees. The City of Oakland also remains committed to delivering affordable transportation to eligible seniors and people with disabilities in neighboring Piedmont, as stipulated by prior legislation and agreement, since Piedmont does not receive Measure BB paratransit funding.

Approving the staff recommendation will maintain uninterrupted access to essential transportation for seniors and adults with disabilities and support the City’s goal of responsive, reliable government. This will ensure that OPED services remain available citywide for eligible residents in need of specialized trips, medical appointments, social engagement, and nutritious meal delivery, promoting independent and healthy living.

At the time of this report, 2,109 individuals were enrolled as clients, as shown in **Table 1** below:

Table 1: OPED Unduplicated Client Count

OPED Unduplicated Client Count											
Zip	Client #'s	Percent	Race*							Gender	
			AA	A/PI	C	H	NA	O	UN	M	F
94601	102	4.83%	49	20	7	16	1		9	30	72

94602	142	6.73%	37	41	45	5	0	14	38	104	
94603	86	4.07%	58	4	3	15	0	6	32	54	
94605	186	8.81%	124	6	25	10	2	19	53	133	
94606	153	7.25%	50	63	20	6	1	13	41	112	
94607	188	8.91%	76	94	11	3	2	2	62	126	
94608	94	4.45%	66	12	11	0	3	2	28	66	
94609	88	4.17%	48	8	20	3	1	8	24	64	
94610	167	7.91%	55	25	73	1	2	11	38	129	
94611	375	17.78%	45	174	126	9	2	19	103	272	
94612	225	10.66%	44	135	38	5	0	3	69	156	
94618	47	2.22%	2	15	23	1	2	4	14	33	
94619	107	5.07%	56	25	17	4	0	5	28	79	
94620	4	.18%	2	0	0	0	0	2	0	4	
94621	101	4.78%	60	14	8	7	0	12	33	68	
Others	44	2.08%	19	13	7	2	2	1	10	34	
TOTALS	2,109	100%	791	649	434	87	18	0	130	603	1506

*African American (AA); Asian/Pacific Islander (A/PI); Caucasian/White (Non-Hispanic) (C); Hispanic/Latino (H); Native American (NA); Other (O); Unknown (UN)

Registration	
Registrants at the end of FY 2024-25	2,103
Projected Registrants for FY 2026-2027	2,300
Waitlist Applicants for FY 2026-2027	Not Applicable

RELATED PLANNING EFFORTS

This agenda item supports the Strategic Priority to Foster Cross-Department Collaboration by maximizing community engagement, outreach, and data working groups with the Mayor’s Commission on Aging (MCOA) and Mayor’s Commission on Persons with Disabilities, as detailed in the section on “Past Performance, Evaluation, and Follow-Up.”

FISCAL IMPACT

There is no impact or cost to the General Fund. Alameda County Measure BB sales tax revenue and accumulated reserve funds from prior years will support transportation operations.

The FY 2026-27 Proposed Budget for the OPED Program includes an appropriation of a projected \$3,202,298 from Measure BB direct local distribution funds in Measure BB - Paratransit Fund (2220), Oakland Paratransit for Elderly and Disabled Organization (75621), OPED FY 2026-2027 Measure BB Projects (1007967 and 1007968), and the Empowering Seniors & People With Disability Program (YS14).

The funding for OPED contracts is included in the *Attachment Table C: Program Revenue, Cost, and Fund Sources* located in the *FY 2026-27 Annual Paratransit Program Plan Application for Measure BB Funding to ACTC (Attachment A)*. Approval of the resolution will authorize reimbursement agreements with the following paratransit providers for the amounts specified below:

Table 2: Project Funding Sources by Reimbursement Agreement

Fund Source	Fund	Organization	Project	Program	Amount
Five Rivers Transit Solutions, Inc.	2220	75621	1007967	YS14	\$900,000
Quality Transit LLC.	2220	75621	1007967	YS14	\$600,000
Bay Area Charters, Inc.	2220	75621	1007967	YS14	\$350,000
One Access Medical Transportation	2220	75621	1007967	YS14	\$ 25,000
GoGo Technologies, Inc.	2220	75621	1007967	YS14	\$ 75,000
Total Project:					\$1,950,000

Table 3: Project Funding Sources by Grant Agreements

Fund Source	Fund	Organization	Project	Program	Amount
City of Emeryville 8-To-Go	2220	75621	1007968	YS14	\$ 50,000
Service Opportunity for Seniors (SOS Meals on Wheels)	2220	75621	1007968	YS14	\$300,000
Total:					\$350,000

If additional funds become available from the same funding source, for the same purposes, and within the agreement’s terms, staff will seek authorization for the City Administrator or designee to accept and appropriate funds for the OPED program and to amend the agreements by increasing the award amounts herein.

PUBLIC OUTREACH / INTEREST

Programming activities are captured and made available to the public annually through the ACTC by utilizing the following tools:

- Annual article publication in a mass-generated print or electronic medium;
- Submission of a year-end program compliance report and an 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 participate in meetings held by the Mayor's Commission on Persons with Disabilities and the Mayor's Commission on Aging (MCAO). Annual presentations are made to these respective commissions to provide outreach and feedback.

OPED has obtained additional consumer input through verbal and written feedback, as well as through information solicited in OPED's Annual Participant Survey. The thematic analysis of the community listening session themes is included (**Attachment B: Listening Session Transportation Themes**). These sessions were highly beneficial for informing or reminding the public about various services (including transportation options), soliciting feedback, engaging with community members, and sharing information about the City of Oakland's Aging and Adult Services programs.

Engagement with various stakeholders throughout the fiscal year provides an opportunity to hear directly from older and disabled Oakland residents about unmet needs, which the City and the MCOA then use to inform planning.

COORDINATION

The Human Services Department coordinated with the Budget Bureau, Office of the City Attorney, and the City Administrator's Office in the preparation of this report and resolution.

PAST PERFORMANCE, EVALUATION, AND FOLLOW-UP

In addition to staff evaluations, OPED gathers informal feedback from riders through office visits, phone calls, and letters. This feedback covers unmet needs, customer service experiences, and overall impressions of the program.

From December 2025 through February 2026, staff conducted an annual satisfaction survey of OPED's services. The written comments section provides especially informative feedback. It helped staff identify processes and service improvements. Staff presented the survey to the Mayor's Commission on Aging (MCOA) and the Mayor's Commission on Persons with Disabilities at least once during the fiscal year and, as invited, provided program updates and gathered feedback.

In 2025, as part of the City of Oakland's Age-Friendly 2.0 initiative, the Mayor's Commission on Aging (MCOA) and the HSD's Aging and Adult Services Division collected nearly 950 survey responses and engaged more than 380 community members and providers through 13 listening sessions across Oakland neighborhoods and culturally specific sites. Among 967 survey respondents, almost 65% identified a growing need for transportation in the next five years.

Based on the OPED annual consumer survey and the Mayor's Commission on Aging needs assessment, which is detailed under the "*Related Planning Efforts*" agenda section, OPED has prioritized the following services in FY 2026-2027:

- Taxi Scrip Program to provide reduced-cost taxi rides to seniors aged 70 and above.
- TNC Concierge Access with GoGo Grandparents to provide seniors with dial-up access to customer supported Uber and Lyft rides.

- Specialized Accessible Van Vouchers to provide transportation services for wheelchair bound seniors.
- Volunteer-Supported Door-Through-Door Trips to provide assistance to wheelchair- or homebound seniors who are unable to access transportation unassisted; and
- Group Trips to provide bus services to large senior groups at reduced rates

Nutritional health, also identified as a consumer priority, will continue to receive grant funding, along with transportation-related meal delivery services. These services support access to healthy meals for homebound older adults with dementia and others who are too frail to get groceries or prepare meals. The Service Opportunity for Seniors (SOS Meals on Wheels) will receive this award. This program is an approved non-traditional transportation service because it provides a key lifeline: bringing meals to isolated and dependent seniors and persons with disabilities, a vital support for OPED funds.

Access to services that promote quality of life and independence were intricately linked to transportation during the listening sessions with Oakland residents. These sessions also revealed unequal access to transportation services and mobility concerns for specific neighborhoods. As a result, the MCOA established subcommittees, including the Transportation Subcommittee, that will develop an action and implementation plan to address the needs identified by older persons, adults with disabilities, and family/informal caregivers in Oakland. Staff will work collaboratively with the MCOA's Transportation Subcommittee to inform future planning for OPED services.

The MCOA is open to the public and televised on the_KTOP cable television network. Consumers and stakeholders can offer additional in-person input. Staff also includes program contact information for future feedback.

In general, the vendors listed in this report have provided satisfactory service and have worked with OPED for multiple years. The City of Emeryville operates individual services independent of OPED, but the transport of Oakland residents in the shared 94608 zip code benefits from the Emeryville-Oakland 8-To-Go service. Therefore, partial sponsorship is extended to support joint rider efforts.

RACE AND EQUITY

The subcommittees commit to advancing aging as a matter of dignity, independence, safety, and equity. Equity will be embedded at all stages of subcommittee work, including the following:

- Prioritizing groups most impacted by disparities identified in the needs assessment;
- Use data to identify groups impacted by disparities and equity outcomes. Apply disaggregated data analysis to track disparities;
- Ensure language access and culturally responsive engagement, including underserved stakeholders;
- Incorporate trauma-informed and anti-ageist approaches;

- Use the Racial Equity Impact Analysis framework to guide decision-making;
- Use the equity framework to plan for implementation and ongoing evaluation, including accountability measures.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt a Resolution:

1. Accepting And Appropriating Direct Local Program Distribution Measure BB Funds In The Amount of \$3,202,298 For Fiscal Year (FY) 2026-2027 From The Alameda County Transportation Commission For Oakland Paratransit For The Elderly and Disabled Program To Provide Access To Specialized Transportation Services:
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3. Awarding Grant Agreements In The Amount of \$50,000 (City of Emeryville) For Paratransit Services And \$300,000 (Service Opportunity for Seniors) For Meal Delivery Services To Isolated And Dependent Elderly And Disabled Persons; And
4. Authorizing The City Administrator To Accept and Appropriate Any Additional Direct Local Distribution Funds That May Become Available For FY 2026-2027 And Amend The Aforementioned Agreements To Increase The Amounts Within The Limits Of The Funding.

For questions regarding this report, please contact ANA BAGTAS, MANAGER, AGING AND ADULT SERVICES, at (510) 238-6794.

Respectfully submitted,


Greg Elliott (Jul 2, 2026 10:47:37 PDT)

Greg Elliott
Interim Director, Human Services Department

Reviewed by: Ana Bagtas
Manager, Aging and Adult Services

Prepared by: Nicole Banks
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Human Services Department

Attachments (2):

A: FY 2026-27 Annual Paratransit Program Plan Application for Measure BB Funding

B: Listening Session Transportation Themes