The 2020 Coordinated Plan

One Region | One Network | One Plan

The Regional Short-Range Transit Plan &
Coordinated Public Transit-Human Services
Transportation Plan

SANDAG

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EXECUTIVE SUMMARY

The Coordinated Plan provides a five-year blueprint for the implementation of public transit and social service transportation concepts described in the long-range San Diego Association of Governments (SANDAG) San Diego Forward: The Regional Plan. The Coordinated Plan is unique in that it combines the regional requirement for a Short-Range Transit Plan with the federal requirement for a Coordinated Plan into one concise planning document. Additionally, the combination of transit and social service transportation provides an opportunity to evaluate all available transportation services in the region.

Along with the evaluation of transportation services, the Coordinated Plan establishes a unified regional strategy to provide transportation to the most sensitive population groups in the county, including seniors, individuals with disabilities, and persons with limited means, among other recognized transportation-disadvantaged population groups. While there is currently a range of transportation services available to these population groups, gaps in service remain due to geography, limitations in transit service, funding constraints, eligibility, knowledge, and training. However, the availability of funding programs specifically tied to the Coordinated Plan enables SANDAG to help put strategies into action to help meet the identified unmet transportation needs of these population groups.

Background Requirements

Coordinated Plans have been a requirement of the two previous federal surface transportation laws, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), and Moving Ahead for Progress in the 21st Century Act (MAP-21). On December 4, 2015, the Fixing America's Surface Transportation (FAST) Act was signed into law. The FAST Act continues the federal requirement that a Coordinated Plan must be developed and updated not less than once every four years. The FAST Act requires that the Coordinated Plan include the following components:

- An assessment of current transportation services
- An assessment of transportation needs for individuals with disabilities, older adults, and people with low incomes
- Strategies to address the identified gaps between current services and needs
- Priorities for implementation based on resources, time, and feasibility

Detailed Plan Overview

A prominent theme of this year's plan is to further define the administration and implementation of the FAST Act in regards to specialized transportation grant programs, such as Section 5310, Enhanced Mobility for Seniors and Individuals with Disabilities. The Coordinated Plan not only helps to identify transportation-disadvantaged population groups, but also works to address the specific travel needs of each group. While past plans have focused on a passenger-first perspective toward planning, this plan addresses a more holistic view of what services will meet the population's needs as a whole over the next five years. The following sections include a brief overview of the Coordinated Plan chapters.

▶ Chapter 1 - Introduction

This chapter describes the approach to the development and implementation of the Coordinated Plan. The chapter also identifies each of the formal regional, state, and federal requirements fulfilled by this Coordinated Plan.

▶ Chapter 2 - Community Outreach and Public Involvement

This chapter describes the extensive community outreach and public involvement that helped shape the 2018 Coordinated Plan. The community outreach program included three outreach meetings within the region and two focus groups, and satisfied the federal requirements to ensure diverse public input in determining local transportation needs.

▶ Chapter 3 - Transportation Assessment of the San Diego Region

This chapter provides an index of the existing public transit, inter-city systems, for-hire transportation and transportation network companies, shared mobility services, transportation demand management, specialized transportation services, access to key destinations, and regional emergency preparedness efforts.

▶ Chapter 4 - An Assessment of Transportation Needs

This chapter identifies transportation-disadvantaged sub-populations, including seniors, individuals with disabilities, low-income individuals, and other transportation-disadvantaged groups, including Limited English Proficient (LEP) persons, veterans, refugees and asylum seekers, and youths (including foster and homeless youths), and provides an assessment of these populations' transportation needs. These assessments are important for planning and operating effective transit and specialized transportation services. Maps are included in this chapter to display the distribution of transportation-disadvantaged populations.

Chapter 5 - Strategies and Projects to Address Transportation Gaps

This chapter identifies gaps in transportation services and strategies to address those gaps. The analysis and identification of service gaps within San Diego is based on a compilation of sources ranging from a review of the Chapter 4 demographic data, to the availability of transit services and outreach efforts targeting both transportation providers and passengers. The identification of service gaps, as well as strategies to meet those gaps found in this chapter, sets the stage for the prioritization of strategies developed for Chapter 6.

Chapter 6 - Priorities for Project Funding

This chapter provides strategic direction to assist SANDAG in selecting projects funded through the Section 5310 program under MAP-21 and the FAST Act, and *TransNet* Senior Mini-Grant programs. The strategies in this section were developed to meet the regional transit and specialized transportation needs as identified through the various outreach efforts, demographic research, previous survey efforts, and transportation inventory analysis completed over the last five years.

Chapter 7 - Funding

This chapter describes the major sources of public transit and specialized transportation funds available from federal, state, and local sources. The chapter includes detailed tables noting funds distributed to date through the SANDAG specialized transportation programs and reviews other potential regional and local revenue sources.

Chapter 8 - Measuring Our Success

This chapter begins with an overview of the goals and policies of the Regional Plan and how they have been refined and enhanced in this Coordinated Plan to evaluate the transit and social service transportation system. This is followed by the overall goals and objectives to guide the development of the transit and social service transportation systems over the next five years. Finally, since transit funding also is tied to state funding sources, a description of the state-mandated evaluation process also is included in this chapter.

Chapter 9 - Implementation

This chapter explains how SANDAG will serve as a conduit for federal, state, and local funding of existing and future services recommended in this Coordinated Plan. Under current federal regulations, the Coordinated Plan enables the distribution of federal funding under the Section 5310 program. The Coordinated Plan also allows the distribution of local funding for projects targeted at seniors (through the Senior Mini-Grant program), which was created through the regional transportation sales tax measure (*TransNet*).

A Regional Service Implementation Plan (RSIP) also is included in this chapter to help ensure that annual transit operational changes are consistent with longer-range regional transportation goals included in the Regional Plan. The RSIP also includes the identification of future services and needs to address regional priorities articulated in the Regional Plan and enhanced in the Coordinated Plan.

The Coordinated Plan

Chapter 1

Introduction

CHAPTER 1: INTRODUCTION

The 2020 Coordinated Plan represents the ninth edition of this plan, which combines the regional requirement for a Short-Range Transit Plan with the federal requirement for a Coordinated Plan. The Coordinated Plan is designed to implement the goals and policies in San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP) by creating an implementation plan for fixed-route transit and specialized transportation services and providing the framework for transit system development over the next five years.

The Coordinated Plan fulfills federal requirements under the Fixing America's Surface Transportation (FAST) Act legislation. The Coordinated Plan documents transit needs from a passenger perspective and includes strategies to meet those needs. It also serves as a specialized transportation plan for transportation of disadvantaged populations, such as persons with limited means, individuals with disabilities, and seniors. The Coordinated Plan is used to prioritize projects for funding through local, state, and federal specialized transportation grant programs.

The 2020 Coordinated Plan is the third edition under the current federal surface transportation bill, the FAST Act, which was signed into law on December 4, 2015. A key highlight of this plan is the in-depth discussion of how the FAST Act has shaped the future of specialized transportation grant programs. The Coordinated Plan will serve as a resource to both existing and future specialized transportation providers in the urban and rural areas of San Diego. As the regional short-range transit plan, the Coordinated Plan also assists the region's transit operators (Metropolitan Transit System [MTS] and North County Transit District [NCTD]) in identifying and addressing any identified gaps or needs where fixed-route transit is appropriate.

Chapter 1 includes the following sections:

1.1 A Comprehensive Regional Short-Range Transportation Plan
1.2 Plan Requirements

1.1 A Comprehensive Coordinated Plan

This Coordinated Plan includes all publicly available transportation services in one unified plan as required by federal legislation. The difference between previous versions of the Regional Short-Range Transportation Plan (RSRTP) and the Coordinated Plan is that the RSRTP only included traditional public transit operators; the Coordinated Plan expands the dialogue to also include transportation offered by social service transportation providers. Social service transportation providers can include private companies, nonprofit organizations, regional transportation assistance programs, and governmental or quasi-governmental social service agencies. Services provided by these providers, in addition to traditional paratransit, are generally referenced as "specialized transportation" in this plan. The Coordinated Plan offers a comprehensive perspective of the regional transportation system – a system that has grown to include a greater number of demand-responsive services, potential opportunities for innovative technological enhancements, social service agency assistance programs, and cooperative arrangements.

Given this broad approach, the Coordinated Plan envisions a new regional short-range plan that identifies needs and opportunities to expand or improve upon the existing transportation service framework, collaborates with all transportation providers to remove inefficiencies caused by redundant or duplicative services, and addresses social equity, environmental justice, and Title VI issues pertaining to transportation. While it is important to develop new transit services to support the region's growing population, it is equally important to maintain and optimize the existing system to address current travel demands, improve the quality of service for current riders, and enhance its appeal to new rider markets. The Coordinated Plan seeks to improve transportation options for all populations by fostering coordination among agencies actively involved in transportation and encouraging innovative and cost-effective solutions for a more seamless network of services in the San Diego region.

A Person-Centered Approach

In addition to bringing public transit and specialized transportation under one planning umbrella, the Coordinated Plan represents a "person-centered" approach to finding transportation solutions for the San Diego region. Under this approach, the first step is to identify and define the mobility needs of the public and the service constraints, and then determine the most appropriate solution, such as conventional fixed-route public transit, Americans with Disabilities Act of 1990 (ADA) paratransit, or specialized transportation programs.

The Coordinated Plan focuses on the identification of specific population groups that are more likely to be dependent on public transit and specialized transportation. These groups, which have been federally mandated for inclusion in the Coordinated Plan, are:

1. **Older adults –** Includes, at a minimum, all persons 60 years of age or older.
2. **Individuals with disabilities –** Includes individuals who, because of illness, injury, age, congenital malfunction, or other incapacity or temporary or permanent disability (including an individual who is a wheelchair user or has semi-ambulatory capacity), cannot effectively use public transportation services or a public transportation facility without special facilities, planning, or design.
3. **Persons with limited means –** Refers to an individual whose household income is at or below the 200% poverty line threshold.[1]

Performance Monitoring

The incorporation of social service transportation into public transportation planning represents new opportunities, including a chance to define public transportation policies and objectives for the region. The Coordinated Plan includes a series of goals and objectives by which the complete public transportation system will be measured in future years. The Coordinated Plan incorporates elements contained in previous RSRTPs relating to the transit agencies, and more clearly evaluates those transit services by specific mode (e.g., bus, rail, paratransit, etc.) along a five-year horizon. The methodology includes and expands upon the performance measures suggested in the California Transportation Development Act (TDA) evaluation processes (see Chapter 8 for more information).

Planning for the Future

The Coordinated Plan serves as a resource for the transit operators, specialized transportation providers, and other affiliated organizations to better serve their clients' distinct needs and improve performance in service delivery. For example, the transit operators prepare annual Service Implementation Plans, which include annual service changes and improvements that respond to deficiencies identified through the performance monitoring program included in the Coordinated Plan. The Coordinated Plan also serves as a guide for responding to and pursuing current and potential transportation funding opportunities.

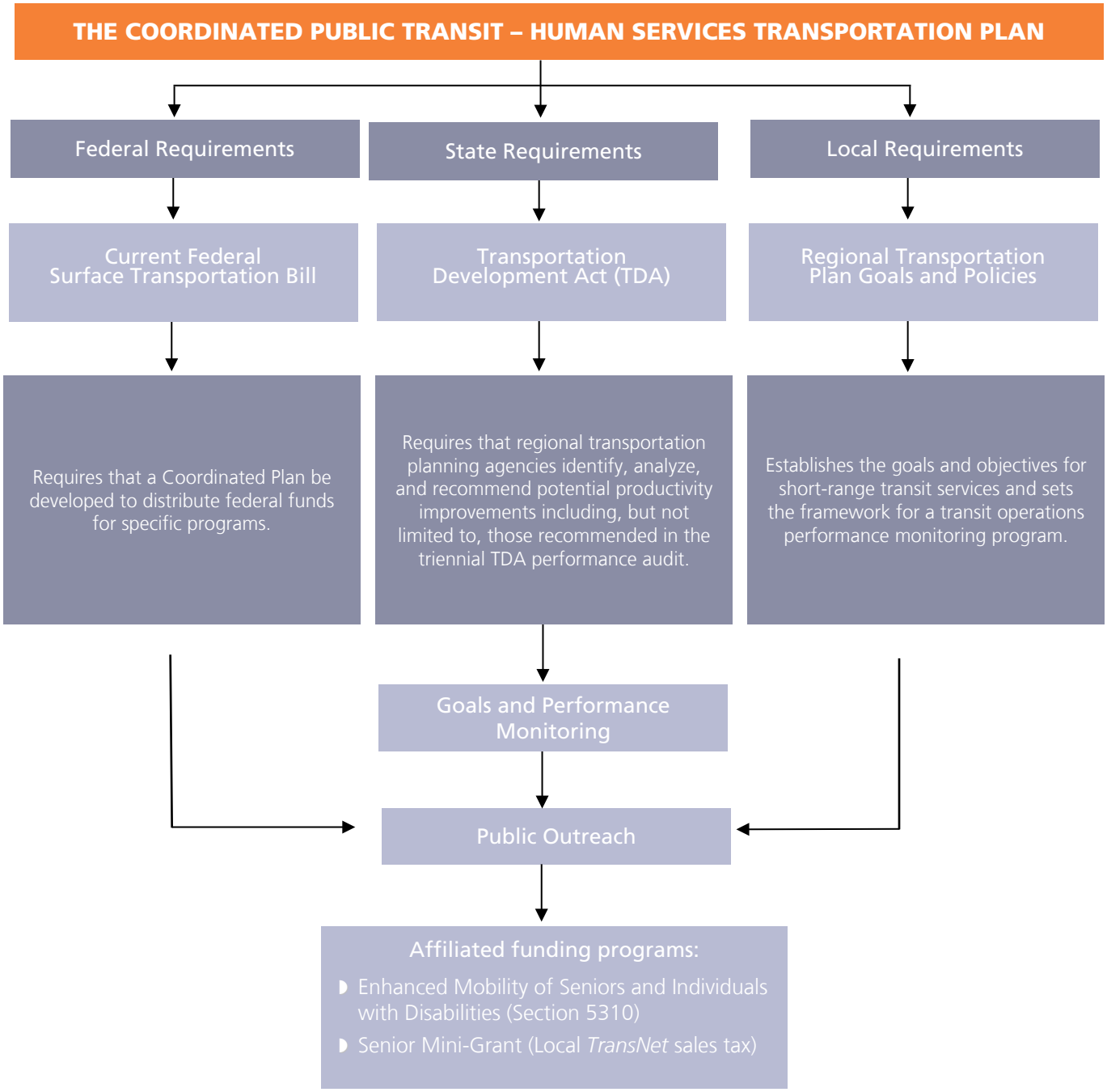
[1] SANDAG calculates poverty at the 200% poverty line threshold in order to understand the highest levels of poverty. Maps and analysis found in this plan will show the 200% poverty line which is based on the 2019 Federal RTP's threshold.

While the plan recognizes available services within the region, it also calls out innovative and resourceful programs that are, perhaps, not currently available within the San Diego region, but may serve as a potential option to respond to the identified individual passenger's needs.

1.2 Plan Requirements

The Coordinated Plan responds to mandates that stem from federal, state, and local guidelines which are described below:

Figure 1.1 – Coordinated Plan Requirements and Components



Federal Requirements

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, the federal transportation bill that preceded both the FAST Act and the Moving Ahead for Progress in the 21st Century (MAP-21), included the first requirement for a "locally developed, Coordinated Public Transit-Human Services Transportation Plan" (Coordinated Plan). Both MAP-21 and the FAST Act maintained the Coordinated Plan requirement.

Under the FAST Act, the Federal Transit Administration (FTA) provides formula funding to states for the purpose of assisting private nonprofit groups in meeting the transportation needs of older adults and people with disabilities when public transportation services are unavailable, insufficient, or inappropriate to meet those needs. This program is known as Enhanced Mobility of Seniors and Individuals with Disabilities (FTA Section 5310). FTA Section 5310 aims to improve mobility for seniors and individuals with disabilities by removing barriers to transportation services and expanding transportation mobility options. To be eligible for funding, projects must be included in the Coordinated Plan. Section 5310 projects include both "traditional" capital investment and "nontraditional" investment beyond the ADA complementary paratransit services.

Per federal requirements, as outlined in Federal Circular 9010.7 G, the Coordinated Plan includes:

- An assessment of available transportation services that identifies current transportation providers
- An assessment of transportation needs for seniors and individuals with disabilities
- Strategies, activities, and projects to address identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery
- Priorities for implementation based on resources, time, and feasibility for implementing specific strategies and activities identified

State Requirements

The TDA of California provides ¼% of the state sales tax for operating and capital support of public transportation systems and non-motorized transportation projects. As the designated Regional Transportation Planning Agency, the San Diego Association of Governments (SANDAG) is responsible for the allocation of TDA funds to the public transit operators (MTS and NCTD). Per California Public Utilities Code Section 99244, a transit operator can be allocated no more than it was allocated in the prior year unless the region's transportation planning agency determines that the operator made a reasonable effort to implement the productivity improvement recommendations adopted subsequent to the last triennial TDA audit and to show desirable productivity. This reasonable effort is determined through the evaluation of three-year trend data and an annual review of actions taken by each operator to address recommendations received during the triennial audit.

Local Requirements

The Coordinated Plan fulfills the SANDAG requirement for a RSRTP. The RSRTP provides a five-year blueprint of how the transit concepts described in the 2019 Federal RTP are to be implemented.

Per local requirements as outlined in SANDAG Board Policy No. 018, Regional Transit Service Planning and Implementation, the Coordinated Plan includes:

- Goals and objectives for short-range transit services
- Definition of the existing transit system
- Framework for a transit operations performance monitoring program as required by the TDA, and a monitoring program for social services transportation as defined by the FTA
- Identification of service gaps and deficiencies
- Evaluation of existing services and programs
- Parameters for short-range (0-5 years), new, and revised service development, as well as regionally significant and all other service adjustments
- Methodology for evaluating proposals for new and revised service
- Identification and prioritization of regional and subarea transit planning studies
- Evaluation and prioritization of new and revised services for implementation, including the adoption of an annual Regional Service Implementation Plan

The Coordinated Plan also facilitates the distribution of local funding for senior transportation programs through the Senior Mini-Grant program, which was created through the extension of *TransNet,* the local half-cent regional sales tax administered by SANDAG. In order to enhance and promote coordination, all projects funded by the Senior Mini-Grant program also must be consistent with the Coordinated Plan.

The Coordinated Plan includes the following elements at a level consistent with available resources and the complexity of the local institutional environment as required by the federal government:

- An overview of the outreach that was conducted as part of the Plan development, including participation by seniors, individuals with disabilities, representatives of public, private, and nonprofit transportation and human services providers and other members of the public utilizing transportation services (Chapter 2)
- A discussion of available regional and interregional transportation services that identifies current transportation providers from the public, private, and nonprofit sectors and associated facilities (Chapter 3)
- An assessment of transportation needs for older adults, seniors, individuals with disabilities, and persons with limited means – this assessment can be based on the experiences and perceptions of the planning partners or on more sophisticated data-collection efforts and gaps in service (Chapter 4)
- Strategies, activities, and/or projects to address identified gaps between current services and needs, as well as opportunities to achieve efficiencies in service delivery (Chapter 5)
- Identification of coordination strategies to eliminate or reduce duplication in services and strategies for more efficient use of resources (Chapter 5)
- Priorities for implementation based on resources, time, and feasibility for implementing the specific strategies/activities identified (Chapter 6)

The continued attention to include rural transportation needs enables transportation projects to be eligible for additional federal funding (specifically Sections 5310 and 5311) apportioned for the rural areas and administered by Caltrans Division of Rail and Mass Transportation. Both the rural and urban transportation needs are articulated in Chapter 4 and organized as prioritized strategies in Chapter 6. Chapter 4 provides a detailed guide to special transportation needs for different population groups and the most appropriate transportation service parameters based on those population groups' individual needs.

The Coordinated Plan

Chapter 2

Community Outreach and Public Involvement

CHAPTER 2: COMMUNITY OUTREACH AND PUBLIC INVOLVEMENT

The San Diego Association of Governments (SANDAG) Public Participation Plan establishes a process for obtaining input from and providing information to the public. Public outreach is conducted for agency programs, projects, and funding to ensure that the public is informed and has the opportunity to provide SANDAG with input. The Federal Transit Administration requires that the Coordinated Plan be prepared and updated at least every four years and include significant public outreach. Since the inception of the Coordinated Plan, SANDAG has chosen to prepare updates to the Coordinated Plan at least every other year, with public outreach adjusted to reflect the extent of proposed revisions to the document. Appendix A includes the public outreach documentation for the outreach effort conducted in late 2019 and early 2020, including an outreach schedule, presentation summaries, advertisements, etc.

Chapter 2 includes the following sections:

2.1 Public and Stakeholder Involvement

Public outreach to a wide variety of organizations[1] is required for the development of the Coordinated Plan. SANDAG consolidates its Coordinated Plan responsibilities with the regional requirement to develop a Regional Short-Range Transit Plan (RSRTP). The federal guidance states that the Coordinated Plan should be developed through a process that includes representatives from public, private, and nonprofit transportation providers, as well as participation by members of the public. Furthermore, the guidelines stipulate that members of the public should include representatives of the targeted populations, including seniors, individuals with disabilities, and low-income persons. The guidance also recommends consultation with an expansive list of stakeholders throughout all phases of the Coordinated Plan development.

▶ Social Services Transportation Advisory Council

California Public Utilities Code (PUC) 99238 requires each transportation planning agency to form a Social Services Transportation Advisory Council (SSTAC). The mission of the SSTAC is to review, recommend, and promote the development and use of accessible transportation services within the San Diego region. SSTAC membership is comprised of seniors; individuals with disabilities; transit and paratransit riders; representatives of social service agencies and transportation providers serving seniors, individuals with disabilities, and low-income persons; representatives of the two transit operators, Metropolitan Transit System (MTS) and North County Transit District (NCTD); and representatives of the Consolidated Transportation Services Agency (CTSA), Facilitating Access to Coordinated Transportation (FACT). The SSTAC assists SANDAG with responses to federal and state requirements and local concerns regarding accessibility. Responsibilities of the group include review and guidance on federal funding programs for the elderly and disabled, coordination of vehicles for elderly and disabled persons, special studies, and providing input on the legal and practical requirements regarding accessibility at transit facilities. As such, the group provided an excellent fit to guide the development of the Coordinated Plan. The SSTAC provided input and feedback at its regular meetings and during a public hearing.

SSTAC Public Hearing

California PUC 99238.5 requires the SSTAC to annually hold at least one public hearing to solicit the input of transit-dependent and transportation-disadvantaged persons, including seniors, persons with disabilities, and low-income persons on transportation issues. In FY 2019, this public hearing was held on May 13, 2019. In FY 2020, this public meeting was held on May 11, 2020. Appendix A includes the public notices and feedback from these meetings.

[1] Organizations may include, but are not limited to, state and local officials and elected representatives/tribal governments, private/public/nonprofit/ADA transportation providers, social service agencies involved in transportation, taxi service providers, intercity bus operators, vanpools, flex car operators, business community/employers, economic development agencies, transit riders and potential riders, protection and advocacy organizations, agencies that administer employment or other support programs for targeted populations, faith-based and community-based organizations, and school districts/colleges.

Coordinated Plan Ad Hoc Working Group

A select number of SSTAC members (less than a quorum) temporarily met to form an ad hoc working group focused on providing specific input on the Coordinated Plan. The primary responsibility of the ad hoc working group was to discuss and provide feedback on priority strategies for project funding (Chapter 6).

▶ Regional Short-Range Transit Planning Task Force

The Regional Short-Range Transit Planning Task Force ("Task Force") also contributed to the update of the plan. The Task Force includes staff members from the two transit operators in the County, MTS and NCTD, along with members from SANDAG and the CTSA. The Task Force is responsible for providing insight and guidance on the planning efforts identified in San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP) to be implemented in the next five years. Since the Coordinated Plan encompasses the RSRTP, it provides the framework for transit system development over this five-year period and equally reflects the goals and direction for service development as described in the 2019 Federal RTP. Using the 2019 Federal RTP as a conduit for addressing future planning objectives, the Task Force discussed the Coordinated Plan at its quarterly meetings and provided input on the update to the Coordinated Plan. Additionally, transit staff from both MTS and NCTD provided key performance measures used in Chapter 8. Transit agency staff members also provided the Service Implementation Plans (Appendix E) used to develop the Regional Service Implementation Plan included in Chapter 9.

2.2 Outreach Efforts

Public Outreach Meetings

For the update process, staff held two outreach meetings, one in Central and one in North County San Diego, to encourage broad community participation. Staff also made presentations to the Tribal Transportation Working Group and the Community-Based Organizations Working Group. Outreach efforts sought to solicit input on the region's transit and specialized transportation needs. Each outreach meeting kicked off with a brief introduction to the Coordinated Plan, then gave the public the opportunity to discuss relevant topics such as accessibility, availability of services, affordability, safety and security, and service friendliness. Participants could either share their input on each topic verbally or write their thoughts on a distributed questionnaire. Staff incorporated stakeholder feedback into the refinement of existing strategies and the development of new strategies. A summary of the outreach presentations and feedback received is included in Appendix A.

The public outreach meetings were held at varying times at familiar community spaces that were accessible by public transit. Additionally, bilingual translators were provided to encourage non-English-speaker participation in the outreach process.

Questionnaire

Staff used a questionnaire to reach a broad audience. The questionnaire, included in Appendix A, was made available in English and Spanish and included questions on the following topics related to transportation: accessibility, availability, connectivity, coordination, affordability, and safety and security.

Focus Group

Focus groups provided an intimate setting to hold more in-depth discussion on the transportation needs of seniors, persons with disabilities, and people of limited means. Staff conducted two focus groups to inform the Coordinated Plan update. The first group was comprised of specialized transportation providers. The second group was comprised of transportation riders. The riders use multiple modes of transportation including fixed-route public transit, Americans with Disabilities Act (ADA) paratransit, and specialized transportation services. Each focus group was prompted to discuss the region's transportation needs, opportunities to improve service and coordination, and strategies to overcome existing barriers to overall service and service coverage.

Public Hearing and Comment Period

Staff will present the 2020 Draft Coordinated Plan to the Transportation Committee at its June 19, 2020, meeting. The Transportation Committee will be asked to open a 28-day public comment period. Comments can be submitted through email, a telephone hotline, or in person at the Coordinated Plan Public Hearing scheduled to be held at the July 17, 2020, Transportation Committee meeting. SANDAG made available information on how to submit public comments during public outreach meetings and presentations as well as online through the Coordinated Plan web page, sandag.org/coordinatedplan. Comments received through the various outreach efforts and within the public comment period were recorded and factored into the Coordinated Plan's development as appropriate.

The Coordinated Plan

Chapter 3

Transportation Assessment of the San Diego Region

CHAPTER 3: TRANSPORTATION ASSESSMENT OF THE SAN DIEGO REGION

The San Diego region is home to an array of transportation choices that has emerged and continues to evolve in response to the growing needs of the region. In this chapter, we explore these different transportation options, including services and facilities providing connections to key destinations within the region and surrounding areas.

Below is an outline of the transportation discussed in Chapter 3:

3.1 Public Transportation

There are two transit operators in the San Diego region: Metropolitan Transit System (MTS) and North County Transit District (NCTD). These two agencies offer a variety of transit services that they either directly operate or contract with other companies to provide. As public transit operators, MTS and NCTD receive local, state, and federal funding, and are therefore subject to certain regulations. One of these funding and regulatory sources is the Transportation Development Act (TDA), which will be discussed in Chapter 7. For consistency, discussion of MTS and NCTD operations will focus on each of the fixed-route services identified in Chapter 8 for which TDA performance indicators are measured.

Providing transit service to San Diego's diverse topography, development pattern, and population is a challenge. There are services that are tailored to fit the different travel markets and operating environments which have been developed by the transit operators. Fixed-route services are categorized into the following service types:

▶ Regional Services

Regional services provide the fastest type of service and are designed to serve longer-distance travel. They connect the urban and suburban areas of the county and provide point-to-point service for major employment centers.

▶ Corridor Services

Corridor services provide high-frequency rapid transit services along major travel corridors, usually in urban areas. Urban corridor routes generally serve medium to high land use densities with well-developed transit and pedestrian facilities. These concentrated areas contain mixed-use developments serviced by frequent transit services throughout the day. The transit services found in these corridors are generally the most productive and cost-effective within the system. Corridor services also can be found in suburban areas with fewer—but centrally located—stops along the way.

▶ Local Bus Services

Local bus services can serve urban, suburban, and some rural areas, providing shorter-distance trips with frequent stops. In urban areas, local bus services serve medium to high land use densities where core routes of the transit system are found with feeder services to suburban and outlying areas. Service is typically productive with higher frequencies and longer service spans than suburban and rural routes.

In suburban areas, local bus services serve low to medium land use densities and often provide intercommunity service and feeder service to major regional routes. Distances between stops may be less consistent than urban routes due to the changing land uses and densities along the route. Suburban routes are not expected to be as productive and cost-effective as the urban routes due to the lower travel demand and lower land use density surrounding the route.

In rural areas, local bus services provide a lifeline level of service. These services have low frequencies and a constrained span of service. Therefore, productivity and cost-effectiveness are low due to low-density, limited ridership and the distance these routes must travel to and from the urban core.

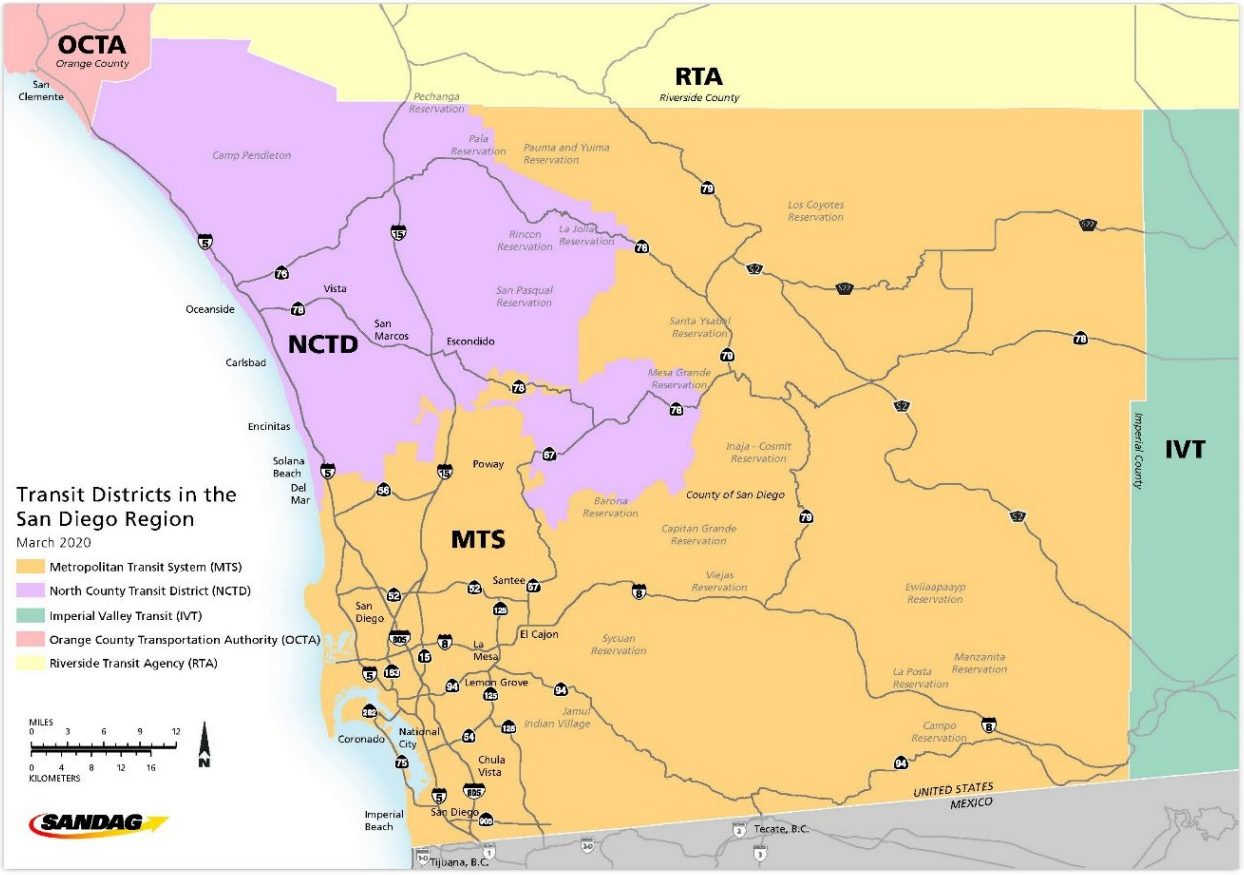
Community Bus Services

Community bus services are local shuttles that provide circulation within and between neighborhoods. These services generally have short routes. Community bus services may serve specialized routes tailored for specific travel markets, such as school or shopping trips. Since limited service is provided only at the optimal time to capture the majority of the travel market, community bus services tend to be productive, but less cost-effective. This is due to low passenger turnover and high nonrevenue to revenue service ratios, particularly during peak-hour periods.

Additionally, this section will discuss Americans with Disabilities Act of 1990 (ADA) complementary paratransit services. The ADA prohibits discrimination and establishes equal opportunity and access for persons with disabilities. To this end, the ADA establishes several principles by which the transit operators must abide. The ADA mandates that transit operators provide paratransit services for trips beginning and ending within a three-quarter mile radius of regular fixed-route services. Paratransit is unique in that it provides origin-to-destination service for those unable to reach a fixed-route transit stop or station due to a qualifying disability. The ADA allows transit providers to offer pick-up times for paratransit services up to one hour before or one hour after the requested travel time in order to ensure efficient service. Paratransit fares cannot exceed twice the full fare for regular fixed-route services. Additionally, the ADA allows for a Personal Care Attendant to accompany a paying passenger on paratransit at no charge. MTS and NCTD comply with ADA regulations by making fixed-route transit safe and accessible for all individuals and by providing complementary paratransit services in accordance with the ADA.

A more detailed description of the services provided by MTS and NCTD, along with route statistical information, is included in Appendices B and C. Public transit services in Orange, Riverside, and Imperial counties connect to services in San Diego County and therefore are discussed in this section as well. The map in Figure 3.1 shows the service area of MTS, NCTD, and transit operators in the surrounding area.

Figure 3.1 – Regional and Neighboring Transit Operators



▶ Metropolitan Transit System

MTS provides bus, light rail, and paratransit services for approximately 570 square miles of the urbanized areas of San Diego County as well as the rural parts of East County. In total, MTS serves an area of 3,240 square miles and approximately three million people.

MTS Bus

MTS operates 102 fixed bus routes. These services include regional routes (MTS *Rapid* and MTS *Rapid Express*) as well as local, urban, and rural routes. Additionally, five MTS routes provide connections from the Sorrento Valley COASTER Station to nearby employment centers. Table 3.1 summarizes the different routes by service type and lists the one-way adult fares and Senior/Disabled/Medicare (SDM) fares.

Table 3.1 – MTS Routes and One-Way Fares as of September 1, 2019

Service Type	Route Numbers	One-Way Fare	
		Adult	SDM
MTS Bus	1-18, 25-44, 83-105, 115, 120, 701-875, 901-945A, 955-968, 992	$2.50	$1.25
MTS *Rapid*	*SuperLoop* (201/202, 204), 215, 225, 235, 237	$2.50	$1.25
MTS Express	20, 50, 60, 110, 150, 950	$2.50	$1.25
MTS *Rapid Express*	280, 290	$5.00	$2.50
MTS Rural	888, 891, 892, 894	$8.00	$4.00
MTS Sorrento Valley COASTER Connection	972, 973, 974, 978, 979	Free with valid COASTER pass	Free with valid COASTER pass

The San Diego Association of Governments (SANDAG) and MTS introduced *Rapid* services in June 2014 with the start of MTS *Rapid* Route 235. *Rapid* 235 provides high frequency service on the Interstate-15 (I-15) corridor from Escondido Transit Center to Downtown San Diego. Mid-City *Rapid* Route 215 began in October 2014 and provides a one-seat ride (no transfers) between San Diego State University and Downtown San Diego via College Avenue, El Cajon Boulevard, and Park Boulevard. *Rapid* Route 237 also began in October 2014, and now operates between UC San Diego (Gilman Transit Center) and the Miramar College Transit Station via Mira Mesa Boulevard and La Jolla Village Drive. Most recently, South Bay Rapid route 225 began service in September 2018, and operates between the Otay Mesa Transit Center and Downtown San Diego via Interstate 805.

SuperLoop Rapid Route 201/202 provides high-frequency service in the north University City/Golden Triangle area, serving destinations such as UC San Diego, Westfield UTC, La Jolla Village Square, Costa Verde Shopping Center, and Scripps Memorial Hospital. *SuperLoop Rapid* Route 204 provides a community circulator in eastern University City.

Rapid Express is a weekday, peak-hour service along the I-15 corridor, with southbound service in the morning and northbound service in the evening. *Rapid Express* 280 operates between Escondido Transit Center and Downtown San Diego with one stop at the Del Lago Transit Station. *Rapid Express* 290 operates between Rancho Bernardo and Downtown with one stop at the Sabre Springs/Peñasquitos Transit Station.

MTS Trolley

San Diego Trolley, Inc., a subsidiary of MTS, operates four light rail Trolley lines: UC San Diego Blue, Orange, Sycuan Green, and SDG&E Silver. Combined, MTS Trolley operates over 54.3 miles of rail and serves a total of 55 stations. The Trolley provides high-frequency corridor service seven days a week. Regular one-way fare for all Trolley lines is $2.50. Route descriptions for each Trolley line as follows:

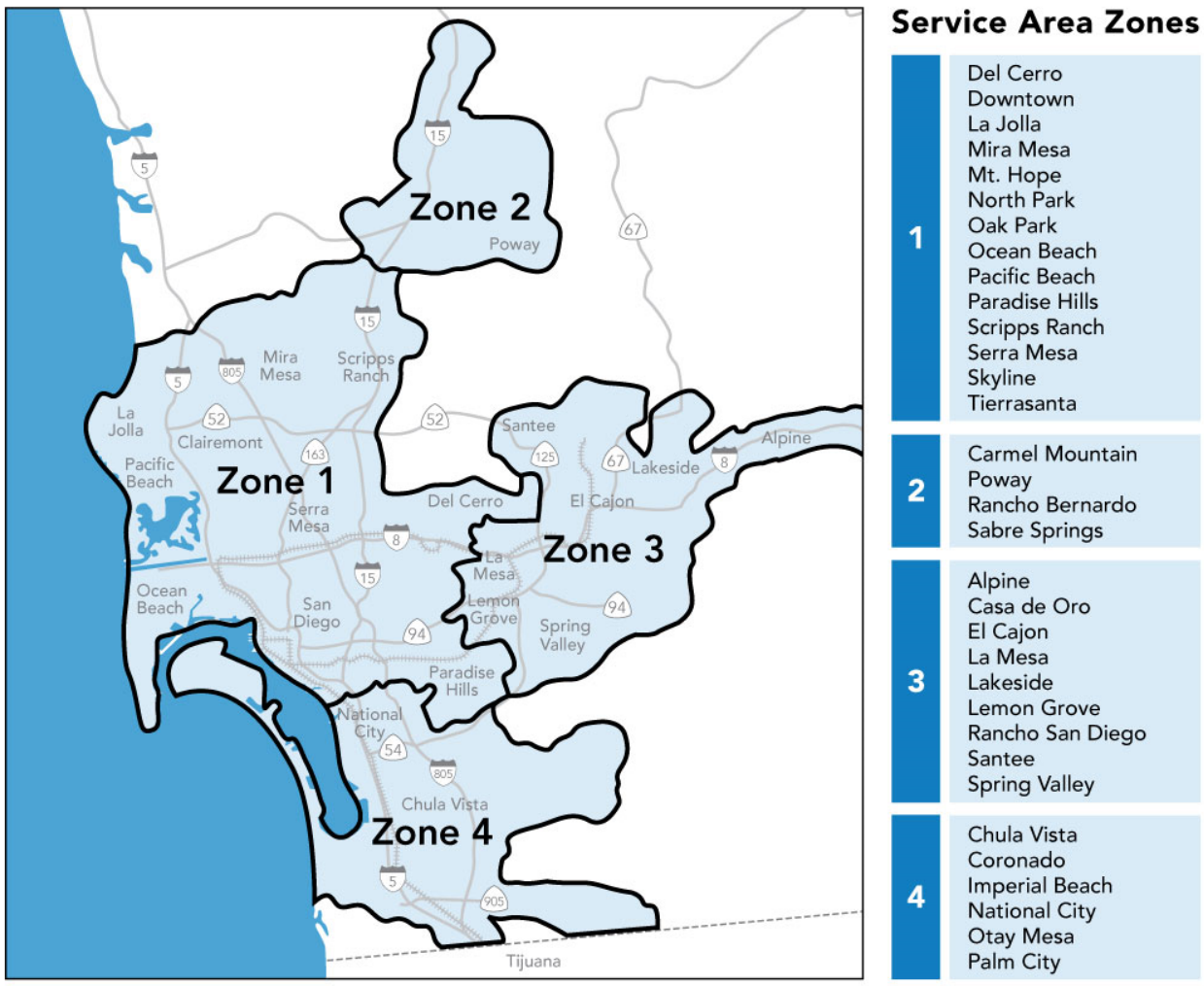
- The UC San Diego Blue line runs between the San Ysidro Port of Entry (POE) and America Plaza in Downtown San Diego and serves 18 stations.
- The Orange line runs between El Cajon in East County and the new Courthouse station in Downtown San Diego and serves 19 stations.
- The Sycuan Green Line runs between Santee and the 12th & Imperial Transit Center in Downtown San Diego and serves 27 stations. Key destinations along the Sycuan Green Line include San Diego State University, Mission Valley, Old Town, and the Gaslamp Quarter.
- The SDG&E Silver line operates in a loop around Downtown San Diego, using vintage Presidents' Conference Committee trolley cars, the first of which was restored to operation in 2011. The SDG&E Silver Line runs clockwise around Downtown San Diego, departing every 30 minutes from the 12th & Imperial Transit Center on Tuesdays and Thursdays from 9:52 a.m. to 1:52 p.m. and Saturdays and Sundays from 10:52 a.m. to 3:22 p.m.

Beginning in 2010, the San Diego Trolley underwent a sweeping overhaul of the UC San Diego Blue, Sycuan Green, and Orange lines. The San Diego Trolley Renewal Project replaced old segments of track, upgraded the train signaling system, installed new shelters, and redesigned station platforms. Additionally, new low-floor cars replaced older light rail vehicles. Low-floor cars enable all passengers, including people with strollers or bicycles and wheelchair users, to get on and off more easily. Platforms at 35 stations were raised to accommodate these new low-floor cars. Low-floor cars were added to the Sycuan Green Line in fall 2011, the Orange Line in January 2013, and the UC San Diego Blue Line in early 2015. The entire project, including construction, was completed in the summer of 2015.

MTS Access

MTS contracts with a private contractor to operate its paratransit service, MTS Access. MTS Access provides origin-to-destination service within a $^{3}/_{4}$-mile buffer of MTS fixed-route bus and Trolley routes. Passengers must be certified as being unable to access or use the fixed-route system due to a qualifying disability to use MTS Access. One-way fare costs $5.00 and can be paid with cash or a prepaid MTS Access ticket, which is sold in books of 10 tickets at The Transit Store. Trips may be scheduled two days in advance up until 5 p.m. the day before travel. The service area for MTS Access is divided into four zones. Passengers may be required to transfer to another vehicle for transportation between zones. Only transfers to NCTD require an additional fare payment and must also be scheduled with NCTD. Figure 3.2 shows a map of the MTS Access service area zones.

Figure 3.2 MTS Access Service Area Zones



▶ North County Transit District

NCTD provides bus, hybrid rail, commuter rail, demand response, and paratransit services for North San Diego County. NCTD's service area spans approximately 1,020 square miles with an approximate population of 849,000 people.

NCTD BREEZE

NCTD operates 30 BREEZE bus routes. These routes comprise all fixed-route service types: regional, local, corridor, and community bus services. NCTD operates 9 routes that offer circulator services within North County communities or specific business districts.

NCTD also operates a *Rapid* route: BREEZE *Rapid* Route 350. BREEZE *Rapid* runs a six-mile route from the Escondido Transit Center to the Westfield North County Shopping Center and Del Lago Transit Station. BREEZE *Rapid* provides high-frequency service with limited stops along the Escondido Boulevard business corridor.

Two NCTD BREEZE routes provide connections from the Carlsbad Poinsettia COASTER station to major employment centers. As previously discussed, MTS operates five routes (Routes 972, 973, 974, 978, 979) from the Sorrento Valley COASTER station to major employment centers and University of California, San Diego (UCSD) campus. NCTD and MTS have established an agreement to allow free transfers from the COASTER to these MTS routes, and NCTD provides MTS funding to offset the cost of operations.

One-way fare for all NCTD BREEZE routes is $2.50 for youth and adults and $1.25 for SDM riders.

NCTD SPRINTER

The SPRINTER is a hybrid rail train that runs east to west from Escondido to Oceanside. It runs on 22 miles of rail and serves 15 stations along the Highway 78 corridor, connecting the cities of Escondido, San Marcos, Vista, and Oceanside. The European-style SPRINTER trains and raised station platforms offer level boarding. One-way fare for the SPRINTER is $2.50 for youth and adults and $1.25 for SDM riders. The SPRINTER offers connections to the COASTER, Metrolink, and Amtrak at Oceanside Transit Center; BREEZE at 14 stations; MTS *Rapid* Route 235 at Escondido Transit Center; and bus services operated by the Riverside Transit Agency at both the Escondido and Oceanside Transit Centers.

NCTD COASTER

The COASTER is a commuter train that runs north and south through San Diego County, serving eight stations between Oceanside and Downtown San Diego. It takes about an hour to travel the entire COASTER route from end to end. NCTD runs 22 COASTER trains on weekdays, with additional service on the weekends for a total of 126 trains each week. NCTD offers expanded service in the spring and summer and for special events, such as the San Diego County Fair and San Diego Padres baseball games. One-way fares vary depending on the number of zones traveled. One-way fares begin at $5 for an adult and $2.50 with an SDM reduced fare card.

The COASTER runs along 41 miles of the Los Angeles – San Diego – San Luis Obispo (LOSSAN) Rail Corridor, which is shared with Amtrak and Metrolink. During the next 20 years, SANDAG plans to construct nearly $1 billion in improvements in the San Diego segment, including a primary effort to double-track the corridor from Orange County to Downtown San Diego. To date, ⅔ of the San Diego segment has been double-tracked. Other infrastructure improvements include bridge and track replacements, new platforms, pedestrian undercrossings, and other safety and operational enhancements.

NCTD FLEX

FLEX is an on-demand and route deviation bus service that operates in lower population density parts of Camp Pendleton and Ramona, where BREEZE service is not available. NCTD operates four FLEX routes. FLEX routes 392 and 395 operate along a designated route on a fixed schedule, but with prior reservations will deviate up to ¾ of a mile from the route to pick up or drop off passengers. No reservation is required to ride these routes if passengers are boarding or alighting at a designated stop along the fixed route; however, if a deviation is desired, it must be requested by phone no later than 5 p.m. the day before. FLEX 371 is a point deviation service and will deviate to designated points along the route by request only. FLEX 372 operates along the same route as FLEX 371; however, it only runs when requested, so it qualifies as an on-demand route. FLEX 372 requires users to schedule a reservation at least 30 minutes in advance of travel. FLEX Routes 371, 392, and 395 have a one-way adult fare of $5 and one-way SDM fare of $2.50. FLEX Route 372 serving Ramona has a one-way adult fare of $10 and one-way SDM fare of $5.

NCTD LIFT

NCTD contracts with MV Transportation to operate its paratransit service, LIFT. LIFT provides origin-to-destination service for ADA-certified individuals. One-way fare is $5.00 and can be paid with cash or a prepaid ticket book, which is available for purchase by phone, mail, or in person at the Oceanside Transit Store. Trips may be scheduled one to seven days in advance.

▸ Orange County Transportation Authority

The Orange County Transportation Authority (OCTA) is a multimodal transportation agency serving Orange County. OCTA operates county-wide bus and paratransit services; manages the 91 Express Lanes toll facility; implements freeway, street, rail, and active transportation projects; provides motorist-aid services; regulates taxi operations; and provides day-to-day administration and oversight of the LOSSAN Rail Corridor Agency. OCTA also administers OC Go, a ½-cent sales tax for transportation improvement projects around Orange County.

The OCTA fixed-route bus service network is comprised of local, community, express, rail feeder, and limited-stop routes. Metrolink has two routes that serve Oceanside Transit Center: the Orange County Line (with service between Union Station in Los Angeles and Oceanside Transit Center), and the Inland Empire-Orange County Line (with service between San Bernardino and Oceanside Transit Center).

▶ Riverside Transit Agency

The Riverside Transit Agency (RTA) is the Consolidated Transportation Services Agency (CTSA) for western Riverside County and is responsible for coordinating transit services throughout the approximately 2,500-square-mile service area. RTA provides both local and regional services throughout the region with 37 fixed routes, 9 CommuterLink routes, and Dial-A-Ride paratransit services.

RTA Route 202 provides peak-hour commuter express service from Temecula to Oceanside Transit Center for connections to NCTD services. Similarly, RTA Route 217 provides peak-hour commuter express service from San Jacinto to Escondido.

▶ Imperial Valley Transit

Imperial Valley Transit (IVT) is a fixed-route public bus service that operates 12 local bus routes and a complementary paratransit service, IVT Access, in Imperial Valley. The service is operated by private contractors and is administered and funded by the Imperial County Transportation Commission.

▶ Metrolink

Metrolink is a regional commuter rail system with seven routes linking communities to employment and activity centers in Riverside, San Bernardino, Orange, Los Angeles, Ventura, and San Diego counties. They system is operated by Southern California Regional Rail Authority (SCRRA) joint power authority.

The Orange County Line and the Inland Empire-Orange County Line both provide service to the Oceanside Transit Center linking San Diego County with Los Angeles, Orange, Riverside, and San Bernardino counties. There is currently no transfer agreement in place between COASTER and Metrolink. Passengers wishing to transfer between COASTER and Metrolink trains must have a valid ticket for both services. However, passengers may transfer for free to NCTD BREEZE routes or the SPRINTER at Oceanside Transit Center.

3.2 Intercity Systems

In addition to public transportation, private rail and bus services facilitate travel within the region and offer intercity connections to surrounding areas.

▶ Amtrak

Amtrak's Pacific Surfliner carries nearly 3 million passengers annually along the LOSSAN Rail Corridor. In federal fiscal year 2019, more than 8.1 million trips were taken on the LOSSAN Rail Corridor, including 5.3 million on Metrolink and COASTER commuter trains and 2.8 million on Amtrak's Pacific Surfliner service, making it the second busiest state-supported intercity passenger rail route in the nation. The San Diego portion makes up 60 miles of the 351-mile coastal corridor that runs from San Diego to San Luis Obispo through six counties. Pacific Surfliner Stations in San Diego County include Oceanside, Solana Beach, Old Town, and Downtown San Diego.

Connections to the transit system occur at each of these stations, including to the COASTER, Metrolink, Greyhound, local bus routes, the San Diego Trolley, and SPRINTER. Each day, the Pacific Surfliner rail provides ten round trips between San Diego and Los Angeles, four trips that continue north to Santa Barbara, and one trip that continues to San Luis Obispo.

SANDAG and NCTD are members of the LOSSAN Rail Corridor Agency, which was formed in 1989 as a Joint Powers Authority. The agency seeks to increase ridership, revenue, capacity, reliability, and safety on the corridor. It is governed by an 11-member Board of Directors composed of current and former elected officials representing rail owners, operators, and regional planning agencies along the rail corridor. The agency is staffed by OCTA. As of July 1, 2015, the agency assumed administrative responsibility for the Pacific Surfliner service following the execution of an interagency transfer agreement with the State of California. Locally focused management helps to enhance customer service, ensure efficient use of resources, and allow more effective decisions about train schedules, onboard amenities, and service expansion.

COASTER passengers can ride any Pacific Surfliner trains with a COASTER Regional Day or Monthly/30-Day pass. This service provides additional options for people traveling between Oceanside Transit Center, Solana Beach, Old Town and Santa Fe Depot Stations. Amtrak offers the Rail 2 Rail® program with Metrolink. The program allows Metrolink Monthly Pass holders along the Orange and Ventura County corridors to travel on Amtrak Pacific Surfliner trains within shared station connections of their pass at no additional charge, including Saturday and Sunday.

Amtrak allows bikes on board. Passengers are required to make bike reservations online prior to their trip. Bikes are allowed without a reservation on all Metrolink and COASTER trains.

▶ Greyhound

Greyhound is a nationwide intercity bus operator. Within San Diego County, Greyhound has bus stations in Oceanside, Escondido, El Cajon, San Ysidro, and Downtown San Diego. Greyhound services operate via the freeway system. Greyhound operates from public transit centers in Oceanside, Escondido, El Cajon, and San Ysidro; however, Greyhound uses its own terminal in Downtown San Diego. Greyhound operates seven days per week.

Greyhound's Oceanside to San Diego service is typically offered three times daily, with an adult cash fare as low as $10 and a typical scheduled travel time of 65 minutes. Escondido to San Diego service is typically offered once per day, with an adult cash fare as low as $17 and a travel time of 40 minutes. El Cajon to San Diego service is typically offered once per day, with an adult cash fare as low as $13 and a travel time of 30 minutes. San Ysidro to San Diego service is offered five times per day. An adult cash fare is as low as $5 and travel time is 25 minutes.

3.3 For-hire Transportation and Transportation Network Companies

There are several private companies in the San Diego region that provide transportation using personal vehicles. Jitneys, taxis, charter services, and non-emergency medical services are considered for-hire transportation and are regulated by MTS on behalf of the City of San Diego (for operation in San Diego). MTS also regulates and issues various for-hire permits for operation in Chula Vista, El Cajon, Imperial Beach, La Mesa, Lemon Grove, National City, Poway, Santee, and the unincorporated areas of the County of San Diego. Companies that offer a mobile application for hailing a ride have been codified by California law as Transportation Network Companies (TNCs) and sometimes are referred to as providing ridesourcing or ridehailing services. This legal distinction means that TNCs currently are unregulated. However, drivers that act as private contractors for TNCs are available for hire and use personal vehicles for transporting people around the region.

▶ For-hire Transportation

Jitneys are privately-owned vehicles operating on a fixed route for a fare. MTS issues jitney permits and approves each jitney route and fare. There are five jitney companies servicing 28 jitney routes in the County of San Diego, all of which are concentrated in south San Diego near the Mexico border. The main purpose of the jitneys is to provide transportation to area businesses.

As of Spring 2020, MTS had issued roughly 850 taxicab permits. The number of taxicab permits in the region is continually decreasing due to loss of market share to TNCs. The taxi industry in San Diego County continues to evolve as a result. Recently, MTS completed an extensive revision to the regulatory guidelines for taxis (Ordinance 11) in an attempt to remove onerous and outdated regulations to help the taxi industry compete with TNCs.

MTS also issues permits for non-emergency medical transport vehicles, charter vehicles, and low-speed vehicles.

▶ Transportation Network Companies

Lyft and Uber are Transportation Network Companies (TNC's) that operate in the San Diego region. –Clients can book rides (either for themselves or someone else) via a smartphone application to request a vehicle in real time. Both TNCs provide riders with an estimated pick-up time and fare. A rider can travel to any location, and all payments, including tip, are facilitated directly through the ridesourcing mobile application.

Although TNCs have rapidly expanded mobility options for many, their services are plagued with many accessibility challenges such as charging more for accessible services, a lack of ADA accessible vehicles for passengers with disabilities, and ride-ordering platforms incompatible with screen readers and assistive technology. Since establishing oversight of TNCs in 2013, the California Public Utilities Commission (CPUC) has developed few regulations and minimal oversight to ensure equal access for passengers with disabilities. However, new legislation, effective January 1, 2019, known as Senate Bill 1376: The TNC Access for All Act, provides the CPUC with the mandate to improve access to TNC service for wheelchair users and others with disabilities, as well as the opportunity to work with stakeholders to build public trust and increase transparency. Beginning on July 1, 2019, TNCs are required to collect a ten cent ($0.10) fee on each TNC trip in California. The funds generated from the fee support the expansion of on-demand transportation for non-folding wheelchair users who require a wheelchair accessible vehicle (WAV).

Uber offers UberWAV and UberACCESS, which are specifically meant for riders in wheelchairs and their companions. However, UberWAV is only available in select markets, and is not currently available in San Diego. Riders who use folding wheelchairs can request a ride in all other Uber vehicle options available via the Uber app. Drivers are expected to accommodate riders using walkers, canes, folding wheelchairs, or other assistive devices. Lyft offers passengers who have wheelchair accessibility needs to use their Accessible Vehicle Dispatch services via their app. The Lyft app allows passengers with accessibility needs to enable Access Mode. In certain markets, when Access Mode is enabled, passengers may request a vehicle that is specially outfitted to accommodate wheelchairs. In markets where those vehicles are not available, information regarding local services will be sent directly to the passenger via text message when the ride is requested. Lyft Access Mode is available in San Diego.

3.4 Shared Mobility Services

Shared mobility services have emerged to meet the needs of travelers who may not have access to a private vehicle or who require additional options to meet their alternative travel needs. These services can fill gaps in the region's transit network while providing convenient, on-demand travel options for a variety of trip types. The San Diego region has a variety of shared mobility services that are available 24 hours a day, seven days a week:

▶ Carsharing

Carsharing refers to services that provide members of the service with access to a car for short-term use. Shared cars may be located at specific pick-up and drop-off locations or throughout a designated service area. Members of some carsharing services gain access to shared vehicles with smart cards, key fobs, or mobile applications, and may need to reserve the car ahead of time.

Members are charged for the service by the time they use the shared car or by miles driven. There are several companies that currently offer carsharing services in the San Diego region:

- **Tesloop** is an electric vehicle transportation company utilizing Tesla vehicles for city-to-city travel. Tesloop has designated pick-up and drop-off destinations along common travel routes throughout Southern California and Nevada. Riders reserve individual seats, and the costs range from $29 to $79. The routes offered are San Diego to Los Angeles, Los Angeles to Palm Springs, and Palm Springs to Las Vegas.

- **Turo** allows members to rent vehicles per day from private individuals who list vehicles on a shared technology platform accessible via website or mobile application. Costs are determined based on the vehicle base price, number of days, and various fees.

- **Zipcar** allows members to reserve a variety of four-door vehicle makes and models by the hour or by the day. Each vehicle must be returned within its reservation time to a Zipcar parking spot. Zipcar has carsharing locations throughout the City of San Diego and at California State University San Marcos

- **Getaround** is a car-sharing rental app, where car owners make money by charging hourly and day rates, determined with the help of the Getaround app, which takes into account demand, car type, and other features to suggest appropriate rates. Once booked, users can unlock cars through the app — without a key and without ever needing to meet the owner. The Getaround app has over 5 million users and is already operating in over 300 cities around the world, including San Diego.

Neighborhood Electric Vehicle Shuttles

Neighborhood Electric Vehicle Shuttles (NEVs) are low speed motorized vehicles that have four wheels and can reach speeds of up to 25 mph. They offer a zero-emission mobility option that is convenient for making connections to transit, and other last-mile destinations within communities. There are several NEVs in operation throughout the United States, although currently in San Diego "FRED" by Circuit is the only NEV in operation.

- **Circuit** (formerly known as The Free Ride) offers on-demand rides around busy downtown areas across the United States using a fleet of all-electric shuttles and a custom ride request app. The service expanded in 2016 into Downtown San Diego under the alias FRED or Free Ride Everywhere Downtown. Since its introduction in 2016 and, as of winter 2019, the service has provided over 260,000 in annual rides, an all-electric fleet with 20 vehicles, an ADA accessible option, a revenue share from third party advertising, and fare-free rides.

▶ Dockless Bikesharing and Scootersharing

Dockless bikesharing allows users to rent a bike from any location where they are present and available. A rider uses a mobile application to unlock the device and is charged for time spent using it. Once the user is finished with a bike, the user locks the device using an integrated lock and places the bike anywhere they like or in designated parking zones, where it then becomes available for another user.

Similarly, scootershare allows a user to unlock a scooter via a mobile application and is charged based on usage. Once a user has completed their trip, the scooter is locked and made available for another user.

As cities grapple with how to regulate the relatively new bikeshare and scootershare services, the number and type of services available in the region fluctuates. As of Spring 2020, the City of San Diego permits four different scootershare operators including Bird, Lyft, Spin and Wheels; and dockless bikeshare is only permitted on Naval Base San Diego and University of California San Diego (UCSD) campus.

3.5 Transportation Demand Management Services

Transportation Demand Management (TDM) refers to programs and strategies that manage and reduce traffic congestion by encouraging the use of transportation alternatives to get around rather than driving alone.

iCommute is the TDM program for the San Diego region. iCommute, managed by SANDAG and in cooperation with the 511 transportation information service, offers free services to help commuters find alternatives to driving alone in an effort to reduce traffic congestion and greenhouse gas emissions. iCommute assists commuters by providing carpool resources, a subsidized vanpool program, transit solutions, regional support for biking, a Guaranteed Ride Home program, and educational classes on bike and pedestrian safety for schools. iCommute also assists local businesses through the Employer Services program by helping them develop and implement customized employee commuter benefit programs that lower costs, increase productivity, and help the environment.

Vanpool Program

The SANDAG Vanpool program is funded through the Congestion Mitigation and Air Quality (CMAQ) Improvement Program. A vanpool brings five or more people together to share the costs of getting to and from work in a van or sport utility vehicle leased through a SANDAG -contracted vendor. SANDAG provides a subsidy of up to $400 per month to offset the cost of the lease, which covers maintenance and insurance. Some employees may be eligible for additional incentives from their employer. For example, members of the military and federal employees can receive up to $270 per month through the Transportation Incentive Program. Most participants in the SANDAG vanpool program pay less than $100 out of pocket per month for all commuting costs including gas and parking. In December 2019, the program accounted for 624 vanpools.

Guaranteed Ride Home Program

The Guaranteed Ride Home (GRH) program provides a safety net for commuters who carpool, vanpool, take transit, walk, or bike to work three or more times per week. GRH provides a free taxi ride or 24-hour car rental up to three times per year in the event of a family emergency or illness, unscheduled overtime, or being stranded at work due to carpool or vanpool driver leaving for an emergency. Rides must originate from the participant's work location and may only be used to get home or to the location of their car. GRH service is entirely free of charge, but participants are asked to register ahead of time. Commuters must work in San Diego County in order to qualify for the program. Eligible applicants can register online via the iCommute website. Renewal is required on an annual basis.

Regional Bike Parking Program

The iCommute Regional Bike Parking Program facilitates bike commuting by providing secure bike parking at transit stations throughout the region. The bike parking network includes upwards of 700 lockers at more than 60 transit stations and Park & Ride lots throughout San Diego County. iCommute also manages the group bike parking facility at the Sabre Springs/Peñasquitos Transit Station, which features 20 lockable bike racks and a self--service repair workstation. The lockers currently are free to use, with a $25 security deposit for the key. Management of the program is funded through CMAQ. To further encourage biking as a viable transportation choice, iCommute coordinates the regional Bike to Work Day event, the San Diego Regional Bike Map, and the GO by BIKE Mini--Grant program.

Bike Encouragement Program

The iCommute Walk, Ride, and Roll to School program offers free classes and events for public or private K-12 schools in the San Diego region. These classes include events such as Elementary Safety Assembly, Middle/High School Bike Workshop, Bike Rodeo, Encouragement Ride, Bike Maintenance Quick Check, and Balancing and Skateboarding Safety. Currently all San Diego County schools and school districts from K-12 are eligible to register. The program encourages students to employ active transportation methods such as biking, walking, skating, skateboarding, or riding a scooter. The program promotes physical activity and healthier lifestyles for students and reaps the benefits of more active forms of transportation, including cost savings, improved student health outcomes, reduced traffic congestion, and fewer greenhouse gas emissions. SANDAG, through iCommute, awards mini--grants to local schools, districts, and after-school programs that hold events or programs that provide active transportation and safety education for students.

In support of National Bike Month in May, the SANDAG GO by BIKE and iCommute teams awarded mini-grants to 21 organizations for programs or projects that promote biking through outreach and education. A total of $60,000 in grant funding was available, and public and private K-12 schools and San Diego County school districts were eligible if they partnered with a CBO or non-profit organization.

3.6 Specialized Transportation

Many specialized transportation providers serve the needs of older adults, individuals with disabilities, and low-income individuals who either are not able to access transit or have needs that cannot be met by transit. In Chapter 4, the unique transportation needs of seniors, individuals with disabilities, and individuals with limited means are identified and discussed. Here, different specialized transportation services that seek to meet these needs are discussed. The services detailed below are not mutually exclusive, and an agency may operate several of these services as a part of its overall specialized transportation program.

▸ Volunteer Driver Programs

Numerous transportation programs in the region use volunteers to provide transportation to seniors and individuals with disabilities. Because these programs use volunteers, they tend to be more cost-effective than traditional paratransit. Additionally, volunteers can provide personalized care and form unique bonds with the individuals they transport.

Shuttle Programs

Shuttle programs provide group transportation to frequent or common destinations. Most shuttle programs use wheelchair-accessible buses and are offered on a weekly basis. For example, shuttle programs may provide transportation to shopping centers, pharmacies, care facilities, or social events. Shuttle programs offer opportunities for increased socialization of seniors and individuals with disabilities using the program and can provide the transportation at a reduced cost.

Taxi Voucher Programs

Taxi voucher programs subsidize taxi trips for seniors and individuals with disabilities. The providing agency purchases taxi vouchers and provides them at either a discounted cost or no cost to their clients. The vouchers have a certain value that can be applied to the cost of a taxi trip. Taxi voucher programs have low overhead costs associated with operations. However, because taxi trips can be more expensive than trips provided through other means (such as by volunteer drivers), agencies may use taxi vouchers as a back-up to other transportation services.

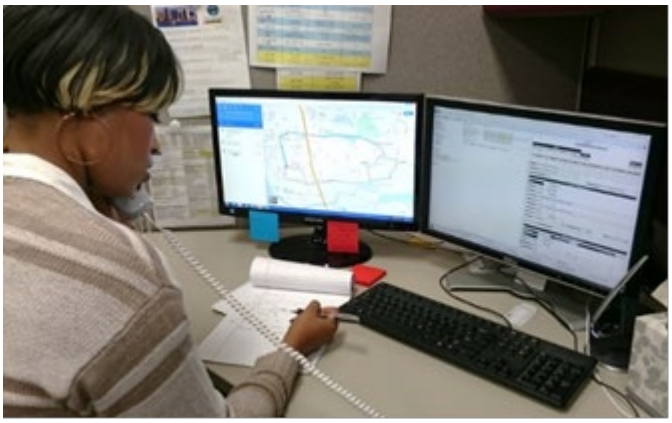
Non-emergency Medical Transportation

A large portion of transportation provided to seniors and individuals with disabilities consists of trips to routine, non-emergency medical appointments. These trips may be fulfilled using volunteer drivers, paid drivers, or taxi vouchers. Because the date, time, and location of medical appointments tend to be unique to the individual client, non-emergency medical transportation often is provided as single-rider trips rather than group trips. These trips, therefore, can be more expensive than trips provided through shuttle programs.

Mobility Management

Mobility Management is an integrated and innovative approach for managing and delivering coordinated transportation services to customers, including older adults, people with disabilities, and individuals with lower incomes. This involves planning and management activities that improve coordination among public transportation and other specialized transportation providers. The Consolidated Transportation Services Agency (CTSA) provides Mobility Management services which help in expanding the availability and use of specialized transportation services by effectively utilizing the resources in this region.

In 2006, SANDAG designated Facilitating Access to Coordinated Transportation (FACT) as the CTSA for San Diego County through a competitive bid process. CTSAs were established by the state legislature in 1979 to foster coordinated transportation services. The primary purpose of FACT is to coordinate the development of a specialized transportation system that will improve access and mobility for the county, by meeting mobility needs not met by fixed-route transit. FACT's mission is to "Assist San Diego County residents with barriers to mobility to achieve independence through coordination of transportation services." FACT manages the regional mobility stakeholder group, the Council on Access and Mobility (CAM), which is comprised of approximately 30 members covering a cross section of the County's transportation stakeholders. CAM is an advisory committee to the FACT Board of Directors. CAM's agenda includes local and national transportation issues and training on a variety of transportation related topics. CAM's mission is "to promote coordination of transportation resources and services in San Diego County."



FACT manages a comprehensive database of transportation services provided by public transit operators, social service agencies, faith-based organizations, and specialized transportation services in San Diego County. FACT's mobility management services include telephone and website-based referrals that assist people seeking transportation. Anyone seeking information on transportation services in San Diego County may call FACT's toll-free number and receive assistance in finding the most appropriate transportation service to meet their needs.

FACT updates its Business Plan annually. FACT's Business Plan provides a comprehensive review of FACT's purpose, the business environment, ongoing projects, potential services and updates regarding the community, stakeholders, and funding. The Business Plan is a guide to FACT's vision for providing services that meet the needs in the San Diego region. FACT also promotes mobility through shared use of grant funded vehicles. These vehicles are accessible and help FACT as well as partner agencies respond to the need for accessible services in San Diego.

▸ Transportation Brokerage Model

FACT's transportation brokerage uses a network of local transportation providers to purchase rides competitively. FACT's transportation brokerage is used for providing rides for its RideFACT dial-a-ride service and for contracted (fee for service) transportation services. FACT has formed public and private partnerships with several regional transportation providers who together form the brokerage.

FACT first refers all callers to existing transportation options; when those options do not meet the caller's needs, FACT offers them transportation through its brokerage. The brokerage includes diverse vendors such as Transportation Network Companies, private taxi companies, and nonprofit organizations. FACT uses Ecolane dispatching software which assigns the requested rides to the lowest-cost vendors through an algorithm. The transportation vendors respond with their availability.

Overall, FACT procures trips based on lowest available rate, transportation vendor availability, and the individual rider's location and other needs. As a result of using this service model, FACT is able to offer trips at competitive rates, promote cost effective local transportation services, and stimulate the local transportation economy by assisting all the vendors in the brokerage. RideFACT is available in all 18 cities in San Diego County as well as in Ramona, Alpine, Lakeside, Spring Valley, Fallbrook, and other unincorporated communities. The services include general purpose trips for seniors (age 60+) and people with disabilities seven days a week from 7 a.m. to 8 p.m. Reservations may be requested by calling FACT up to seven days ahead. The brokerage has enabled FACT to assist individuals as well as agencies in meeting their needs for specialized transportation.

3.7 Access to Key Destinations

The provision of school transportation, with dedicated yellow school buses, is a discretionary service of local school districts. Of the 42 school districts in San Diego County, 31 offer yellow bus transportation. Together, the school districts operate over 1,538 buses. Transportation is provided for eligible students who live outside of a certain radius of the school they attend. Eligibility requirements vary by school district, school, and educational program.

UC San Diego

UC San Diego operates an extensive network of 10 shuttle routes that serve the campus, medical centers, and major offsite landmarks. Shuttle services are accessible to UC San Diego students, faculty, and staff by showing campus I.D. and are free of charge.

- Weekdays Year-Round (excluding university holidays)
    - Medical Center Shuttle - runs between UC San Diego Health – Hillcrest, Old Town Transit Center and UC San Diego Health – La Jolla
- Academic Quarters (with reduced or suspended service during academic breaks and summer sessions)
    - Mesa Nueva Shuttle - runs between Mesa Nueva housing and Mandeville Center
    - North Campus Shuttle - runs between Regents parking areas and the Gliderport
    - Scripps Institution of Oceanography - Shuttle runs between Mandeville Center and Scripps Institution of Oceanography
    - South Campus Shuttle - runs between Mesa housing and Mandeville Center

- West Campus Connector - runs between Mandeville Center and Torrey Pines Center South via Scholars Drive
- Price Center Express - runs between the Price Center and east campus parking lot P704
- Weekend Loop - runs clockwise around campus
- Saturday Grocery Shuttle - runs between campus and the Convoy area

- For Students Only
  - Holiday Airport Shuttle – provides limited service between campus and San Diego International Airport during academic breaks

In addition, UC San Diego subsidizes its students, faculty, and staff to ride public transit in the MTS and/or NCTD services areas. Through a quarterly transportation fee, UC San Diego students are eligible to receive a U-Pass, which allows for unlimited access to regular bus, Trolley, and SPRINTER routes spanning both the MTS and NCTD service areas.

MTS Routes 30, 41, 150, and 921A and the *SuperLoop* (Routes 201 and 202) all serve the UC San Diego campus directly. *Rapid* Route 237 connects the UC San Diego campus to Miramar College via Mira Mesa Boulevard. Additionally, MTS Routes 31, 50, 60, 105, and *SuperLoop* Route 204 serve nearby UTC. NCTD BREEZE Route 101 serves the UC San Diego campus and UTC.

Additionally, UC San Diego partners with Spin to offer dockless bikes and scooters on campus. Four hundred bikes and scooters are available for students, faculty, and staff. New riders are even eligible to receive a $5 discount when signing up for an account.

California State University San Marcos

California State University San Marcos (CSUSM) is served by the SPRINTER, NCTD's hybrid rail service, and NCTD BREEZE Route 347. CSUSM Parking and Commuter Services offers a Student Regional Transit Pass for $50. This pass includes all MTS Buses and Trolleys (excluding *Rapid* Express routes 280 and 290), as well as all NCTD BREEZE bus routes, and the SPRINTER light rail service. The pass does not cover the COASTER.

CSUSM Parking and Commuter Services sponsors Commuter Programs, including carpooling, biking amenities, discounted transit passes, and other programs provided through iCommute. CSUSM Parking and Commuter Services also encourages students, faculty, and staff to participate in iCommute programs such as ridematching, vanpooling, and the Guaranteed Ride Home program. The CSUSM Bicycle Program offers free bike licensing, bike racks, bike tire air pump stations, and bike locks on loan, and bike lockers are available for a fee. Additionally, Zipcar provides carsharing services for the CSUSM campus.

San Diego State University

San Diego State University (SDSU) is served by the MTS Sycuan Green Line Trolley; MTS Bus Routes 11, 14, 115, 856, 936, and 955; and MTS *Rapid* Route 215. Discounted monthly transit passes are available for purchase by SDSU students for $57.60, and a subsidized semester pass is available for $152.00. SDSU operates its Red & Black Shuttle Monday through Friday from 5:30 to midnight, during the fall and spring semesters. The shuttle drives a loop around the SDSU campus, stopping at 18 locations.

University of San Diego

University of San Diego (USD) is located along MTS Route 44. The bus stop is located at the campus's entrance and is served approximately every 30 minutes. The COASTER, Green Line Trolley, and various MTS routes (Routes 8, 9, 10, 28, 30, 35, 44, 84, 88, 105, and 150) stop at the Old Town Transit Center station, which is approximately a mile from USD's campus. Students, employees, and visitors can access the USD campus via these transportation services by taking the USD tram that serves the Old Town Transit Center station during peak hours. Discounted monthly transit passes are available for USD students to purchase at $57.60.

USD operates the Tram Service, an on-campus shuttle service free for students, employees, and visitors that runs trams in loops throughout the entire campus. The Tram Service runs the Blue, Red, and Yellow routes approximately every 15 minutes from 7 a.m. to 11 p.m. during regular semesters. The Tram Service also provides morning and evening service to Old Town Transit Center (Green Route). The Green Route tram operates approximately every 30 minutes from 6:45 to 9:45 a.m. and 3 to 7:30 p.m. The Tram Service has different service hours during the summer session. The USD Tram Service has bike racks on all of its trams to serve students, faculty, and staff that commute by bike. USD also has Zipcars on campus, which are available to be rented by the hour.

Other Higher Education

San Diego is home to many other universities and colleges as well as community colleges, technical schools, and other academic institutions. Many of these institutions are served by public transit. Both MTS and NCTD offer discounted passes for students at various select institutions.

MTS offers discounted passes—either monthly or semester passes, depending on the school—to students with a valid student I.D. from the following schools:

- Art Institute of San Diego
- Coleman University
- Concorde College
- Cuyamaca College
- Educational Cultural Complex – San Diego Continuing Education
- Grossmont College
- Mesa College
- Miramar College
- Montgomery Adult School
- National City Adult School
- National University
- San Diego City College
- San Diego Job Corps
- San Diego Mesa College
- San Diego Miramar College
- San Diego State University
- Southwestern College
- Thomas Jefferson School of Law
- United Education Institute
- University of San Diego
- Urban Corps

NCTD also offers discounted passes to students at MiraCosta College, Palomar College, and Vista Adult School.

▶ Access to Employment

Many employers in the region offer shuttle services for their employees. The shuttles may be operated by company employees or contracted to a transportation provider. The shuttles typically operate from transit centers or between remote employee parking and the jobsite. For example, QUALCOMM provides shuttle service for their employees from the Sorrento Valley COASTER station.

Recently, the City of Carlsbad, NCTD, and SANDAG have partnered to provide the Carlsbad Connector, a new app-based shuttle service which runs to and from the Carlsbad Poinsettia COASTER Station to provide first-mile last-mile transportation solutions to commuters.

Access to Casinos

Casinos in the rural areas of San Diego County are major attractions for residents and visitors, creating a significant demand for bus services. Some casinos, such as Pala, Harrah's, and Viejas are located on existing bus routes, while others are not. The casino industry has responded with special bus services for casino visitors. Barona Valley Ranch Resort and Casino, Casino Pauma, Harrah's Resort, Jamul Casino, Sycuan Resort and Casino, Valley View Casino, and Viejas Casino each operate their own shuttle services to and from selected areas throughout the county to their casinos.

Airport Access

Frequent shuttle service between Downtown San Diego, the Santa Fe Depot train station, and the San Diego International Airport is provided by MTS Route 992.

In addition, private shuttle operators, such as EZ Ride Shuttle, provide shared-ride shuttle service from all points in San Diego County to the airport. In July 2015, TNCs Uber and Lyft received authorization to drop off and pick up passengers at the San Diego International Airport. Airport users can access Uber or Lyft services from a designated pick-up area at each of the airport's terminals. Select Uber services (i.e., UberBLACK and UberSUV) have a transportation charter permit and may pick up passengers at a designated location within the airport, similar to traditional taxis. Both Uber and Lyft charge variable fees in addition to the fare for pickups at the San Diego International Airport.

San Diego Region – Mexico Border

The four land POEs—San Ysidro–Puerta Mexico, Cross Border Xpress (CBX), Otay Mesa–Mesa de Otay, and Tecate–Tecate—facilitate the movement of people and goods between the San Diego region and Mexico. A fifth POE is planned at Otay Mesa East. Various public and private transportation options serve the border region and more services and facilities are planned to further improve traffic flow.

The border crossings between the San Diego region and Mexico are among the busiest in the world. In 2019 over 56 million individuals and over 22.5 million personal vehicles (POVs) crossed the border northbound from Mexico into the San Diego region through the land POEs. In addition, over 1 million northbound commercial truck crossings took place through the region in 2019. The physical infrastructure and administrative resources at existing border POEs are already strained. Anticipated increases in population and international trade are likely to place even greater pressures on the existing infrastructure. To accommodate the border transportation system, a comprehensive effort is underway to improve access to border crossings, improve freight rail service, and coordinate commercial vehicle crossings.

San Ysidro Port of Entry

The busiest land POE in the Western Hemisphere, the San Ysidro POE, processed 10.8 million pedestrians and 14.9 million POVs carrying 25.8 million passengers traveling into the region in 2019. Recently, the San Ysidro POE underwent a major modernization and expansion project led by the U.S. General Services Administration (GSA). The project implemented both northbound and southbound capacity improvements for vehicles and pedestrians, including primary booths, a secondary vehicle inspection area, administration space, and pedestrian processing facilities on the existing eastern side of the port, and the addition of a western facility at Virginia Avenue (Ped West). This $741 mega-project was completed in 2019 and the facility now includes 34 northbound vehicle lanes with 62 northbound vehicle primary inspection booths, 1 dedicated bus lane, and improved processing facilities for bus and Secure Electronic Network for Travelers Rapid Inspection travelers.

The Virginia Avenue Transit Center accommodates taxis, buses, jitneys, pedicabs, and private vehicles dropping off and picking up passengers and is located on the west side of the pedestrian bridge that spans the I-5 connecting the eastern and western portions of the San Ysidro POE. This project was jointly funded by GSA and Caltrans using Coordinated Border Infrastructure program funds administered by the Federal Highway Administration. The facility was a collaborative effort that involves the federal government, Caltrans, the City of San Diego, MTS, and SANDAG.

MTS operates the UC San Diego Blue Line Trolley, which serves the San Ysidro Trolley Station and connects the San Ysidro community to Downtown San Diego. It continues to be the service with the highest ridership in the San Diego region, with over 18 million passenger trips in 2019. The San Ysidro pedestrian facilities are also served by MTS Route 906/907, offering service every 15 minutes, seven days a week

Otay Mesa Port of Entry

Similar to the busy San Ysidro POE, the number of commercial crossings at the Otay Mesa POE continues to grow. In 2019, almost 950,000 trucks crossed northbound through the port with bilateral trade value exceeding $47.4 billion.

To facilitate binational trade, local governments and authorities responsible for transportation infrastructure have begun to plan or construct new projects to link the ports of entry infrastructure with local transportation systems and trade corridors. These corridors include Interstate 5, Interstate 805, I-15, and State Route 125 (SR 125) as the primary north-south corridors and State Route 94, Interstate 8, State Route 905 (SR 905), and State Route 11 (SR 11) as the region's east-west corridors.

Otay Mesa is served by MTS Routes 905, 909, and 950. Routes 905 and 909 provide local service through the Otay Mesa industrial parks, with Route 905 extending as far west as the Iris Avenue Transit Center. Express Route 950 provides nonstop service between the Otay Mesa POE and the Iris Avenue Transit Center seven days a week, with frequencies as high as every ten minutes.

Construction on South Bay *Rapid* Route 225 began in early 2016 opened in January 2019. The 26-mile route connects residents to employment and activity centers in Downtown San Diego and the South Bay as well as other regional transportation options via high-quality transit that is fast, frequent, and comfortable.

The anchoring station connecting the service to the border is the Otay Mesa Transit Center, located walking distance to the POE facility. The transit center was built in coordination with SANDAG, Caltrans, and MTS to facilitate the *Rapid* service as well as includes routes 905, 909 and 950 Express.

Tecate Port of Entry

The Tecate land POE is a semi-rural border crossing. It hosts a multimodal inspection facility and also provides service for pedestrians, passenger vehicles, buses, and commercial vehicles. MTS Rural Bus Route 894 provides four round trips every weekday between the POE, the El Cajon Transit Center, and the Parkway Plaza Shopping Mall in El Cajon. Additionally, there is an ongoing effort to restart commercial rail service at the Tecate POE.

Cross Border Xpress

CBX began operation in December 2015 and was developed through a binational public-private partnership. This innovative facility enables ticketed airline passengers to travel between Tijuana International Airport (TIJ) and San Diego, California via an enclosed, elevated pedestrian bridge. The CBX facility consist of a main building in Otay Mesa on the U.S. side of the border housing U.S. Customs and Border Protection inspection facilities along with shops and services to accommodate travelers, an approximately 390-foot pedestrian bridge from the main building on the U.S. side connecting into TIJ's passenger terminal on the Mexican side, and parking facilities and areas for car rentals on the U.S. side. Over the past few years TIJ's facilities have been undergoing renovations to accommodate increased demand, some of which is directly associated with the opening of CBX. In 2019, 1.6 million people used CBX to cross northbound into the U.S. Prior to CBX, pedestrians would need to cross the border through the San Ysidro or Otay Mesa POEs and be exposed to unpredictable wait times. Usage of this facility is forecasted to increase.

Future Otay Mesa East Port of Entry

The development of the new Otay Mesa East–Mesa de Otay II POE is underway. This POE will provide an alternate entry for vehicles and commercial traffic approximately two miles east of the existing Otay Mesa crossing. Otay Mesa East will be linked to SR 905 and SR 125 through SR 11, which will be implemented as a toll road. This port also will connect to the Tijuana–Tecate toll road and the Tijuana–Rosarito corridor, a highway in Baja California that connects the coastal area of Playas de Rosarito to the east of the Otay Mesa–Mesa de Otay POE. In June 2017, the California Transportation Commission allocated $45 million from the State Transportation Improvement Program – Coordinated Border Infrastructure Program to fully fund the right-of-way acquisition for the SR 11 Otay Mesa East POE project. In February 2019, the project was issued a new presidential permit from the U.S. Department of State –reauthorizing the construction and operation of the new POE. With roadway segment construction either complete or near completion, efforts are currently underway to carry out an Investment Grade Traffic and Revenue Study to help guide the necessary funding mechanisms to build and operate the Port of Entry itself.

▶ Tijuana Bus Rapid Transit System

The City of Tijuana has been identifying and addressing several transit issues within its jurisdiction, including saturated streets due to growth in vehicular travel, inadequate boarding facilities, an older bus fleet, lack of schedules for transit routes, and inadequate control of transit operations. A restructuring plan was implemented to better meet travel demand patterns in Tijuana. The *Sistema Integral de Transporte de Tijuana* (or SITT) consists of two trunk routes and other feeder routes which are being phased in gradually as the service matures. The service connects users to both San Ysidro–Puerta México POE as well as the Otay Mesa–Mesa de Otay POE to the east. Passengers can cross northbound on foot to connect to transit services at the San Ysidro and Virginia Avenue transit centers and to routes serving the Otay Mesa Transit Center.

3.8 Regional Emergency Preparedness Efforts

In the event of a damaging natural or man-made disaster, some people may need transportation assistance to evacuate quickly. To meet the potential transportation needs of all community members during emergency evacuations, the County of San Diego Office of Emergency Services (OES) continues to work with regional providers who may be available to assist with transportation related efforts during an emergency, which may include the use of van, bus, rail, and paratransit services. Working with regional providers helps to ensure information on the type of service that can be offered by each provider, along with the number of passengers that can be transported is understood.

Since all transit services are ADA-accessible, all transit vehicles potentially can be used to provide relief for a major emergency. The OES has contracts with both MTS and NCTD for disaster relief service provision. There currently are 1,016 MTS and NCTD transit vehicles available to provide mass transportation assistance. During large-scale events, the OES can coordinate with transit agencies outside of the county should additional vehicles be needed for disaster relief.

OES is currently exploring an emergency contract specific to transportation of people with disabilities or other access and functional needs.

The Coordinated Plan

Chapter 4

An Assessment of Transportation Needs

CHAPTER 4: AN ASSESSMENT OF TRANSPORTATION NEEDS

In 2019, the San Diego region's public transportation system served over 335,000 passengers on a daily basis and continues to provide mobility options for both the discretionary and transit-dependent rider. Today, the region includes 1,700 miles of transit service including light rail, commuter rail, and local/regional bus, all of which include Americans with Disability Act of 1990 (ADA)-accessible vehicles. The region also is served by ADA paratransit. Federal ADA requirements mandate demand-based, origin-to-destination transportation within ¾-mile from fixed-route transit. Paratransit services provide transportation to individuals who are not able to access or use fixed-route public transit due to a disability.

While fixed-route and ADA paratransit services remain a cost-effective and reliable means of travel, public transit is not always an available, appropriate, or accessible option for everyone in the San Diego region. For many individuals, their transportation needs call for a level of service that exceeds the basic level of service as required under the ADA. For example, an individual may require door-through-door assistance (more personalized hands-on trip assistance) or flexibility to make a reservation within the timeframe needed. Additionally, different transportation patterns and travel needs exist for different populations, which may make it difficult to use transit. The Federal Transit Administration (FTA) understands that in areas where local public transportation is "insufficient, inappropriate, or unavailable," specialized transportation programs can complement the public transit system by providing the needed service[1]. Specialized transportation programs help bridge gaps in service or meet specific transportation needs that public transit and paratransit are not able to fulfill. This chapter outlines the types of populations most likely to use paratransit and/or specialized transportation when fixed-route transit is not appropriate or accessible.

The Coordinated Plan identifies seniors (ages 65 and older per the FTA's definition), individuals with disabilities, and low-income persons as transportation-disadvantaged populations, and further defines sub-populations within these groups. For example, there are distinct differences in the transportation needs of seniors based on age. The transportation needs of a 65-year-old generally are different from the needs of an 85-year-old. Other transportation-disadvantaged population groups were identified through public outreach and feedback from the Social Services Transportation Advisory Council (SSTAC), the Coordinated Plan Ad Hoc Committee, and the Consolidated Transportation Service Agency.

[1] U.S. Department of Transportation. "Enhanced Mobility of Seniors and Individuals with Disabilities Program Guidance and Application Instructions." FTA. Circular FTA C 9070.1G. 7 July 2014.

This chapter defines these population groups for the purpose of planning and operating effective transit and specialized transportation services. Maps are included in this chapter that show the regional distribution of transportation-disadvantaged populations. A map of the general population also is included to help frame the discussion and to illustrate spatial differences between the overall population and the identified groups. (See Figure 4.1.)

Below is an outline of the population groups discussed in Chapter 4:

4.1 Seniors
4.2 Individuals with Disabilities
4.3 Low-Income Individuals
4.4 Other Identified Individuals

Figure 4.1 – Population Density of San Diego County

4.1 Seniors

Definitions of "senior" vary based on funding sources and, by extension, the eligibility requirements for specialized transportation grant programs, including those administered by the San Diego Association of Governments (SANDAG). *TransNet*, the local half-cent sales tax in San Diego County, defines seniors as individuals ages 60 and older. Therefore, the Senior Mini-Grant program, which is funded through *TransNet*, supports programs that provide specialized transportation to seniors ages 60 and older. The FTA, by contrast, recognizes seniors as ages 65 or older. To be eligible for funding under FTA Section 5310, transportation programs or projects must serve seniors ages 65 and older. In this chapter, we provide analysis for seniors ages 65 and older, which is the common threshold for eligibility under both the Senior Mini-Grant and Section 5310 programs. Further, we divide "seniors" into two groups—seniors ages 65 to 84 and seniors ages 85 and older—in order to highlight the unique transportation needs of each.

According to SANDAG Current Estimates, seniors ages 65 years or older comprise 14.43% of the total population in San Diego, while those who are 85 and older make up 1.98% of the entire population and represent 12% of the senior population (ages 65 and older). Figure 4.2 and Figure 4.3 demonstrate the density of seniors ages 65 and older and seniors ages 85 and older respectively. Based on SANDAG Forecast data, the number of seniors ages 65 and older is expected to increase by more than double by 2050. The number of Seniors ages 85 and older is anticipated to nearly quadruple by 2050. For comparison, the total population is expected to increase by 83% by 2050.

Table 4.1 – Seniors in the San Diego Region

Age	2018		2050	
	Total	Percent	Total	Percent
Total Population	3,337,456	100.0%	4,011,145	100.0%
65 and older	481,750	14.4%	1,019,803	25.4%
85 and older	66,014	1.9%	258,754	6.5%

Source: SANDAG Current Estimates; SANDAG Series 14 Regional Growth Forecast, Version 17 (data extracted 04/2020)

Table 4.1 shows SANDAG Current Estimates (2018) and Forecast data (2050) for these two population sub-groups.

Though the Coordinated Plan only covers a five-year time frame, incorporating consideration for future demographic changes accounts for good planning practices and helps prepare for a comprehensive future transportation network. Further, while the senior population continues to grow rapidly, seniors also are living longer, healthier, and more mobile lives compared to generations prior. It is expected that transit use among seniors will grow with the increase of the senior population and increased life expectancy. Transit remains the most cost-efficient transportation choice for seniors and can be a key component of an independent and active lifestyle. Given these projections, the San Diego region will need to plan for and provide transportation choices that accommodate the special needs of seniors.

Figure 4.2 – Population Density of Seniors Ages 65 and Older

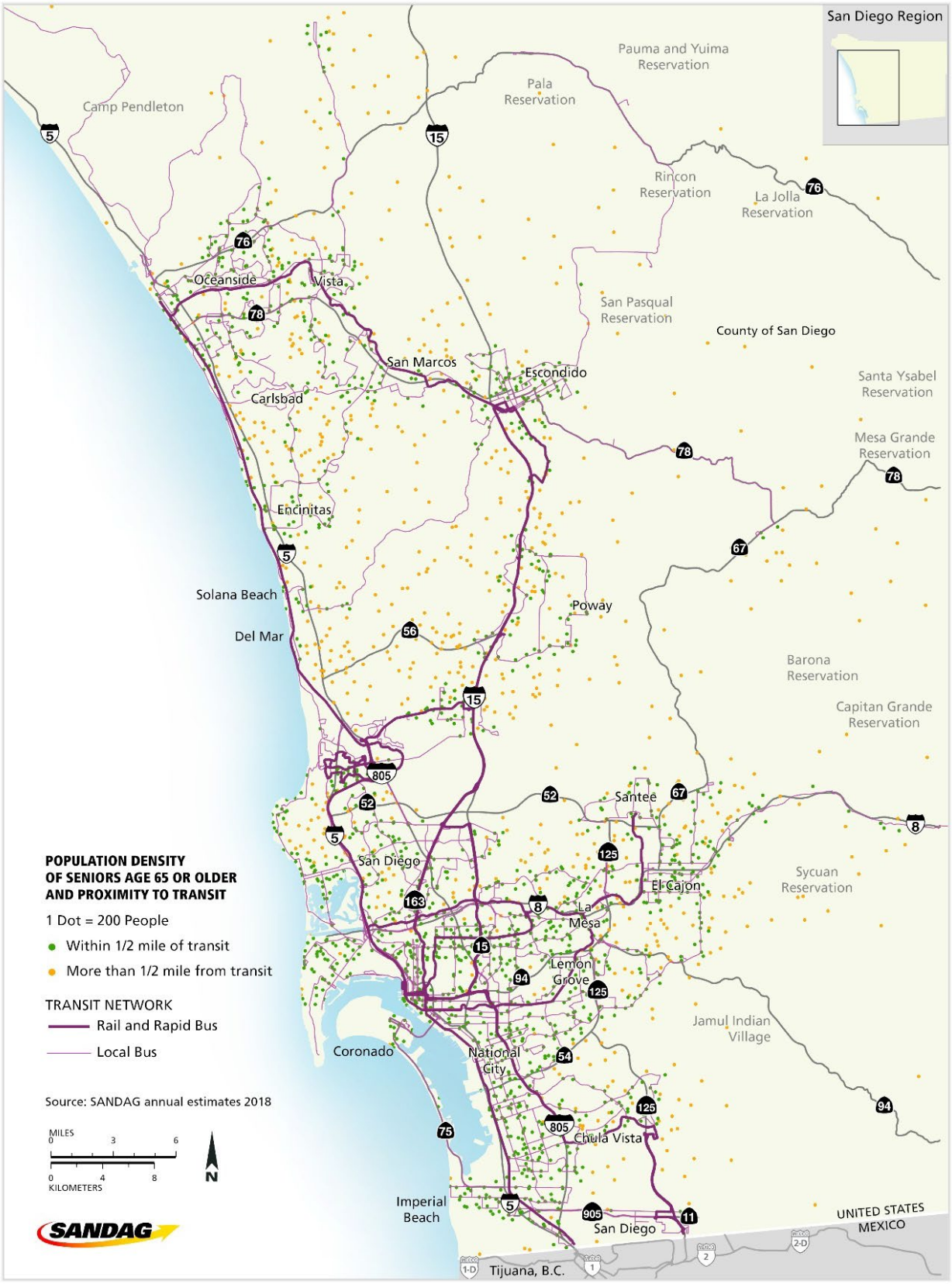
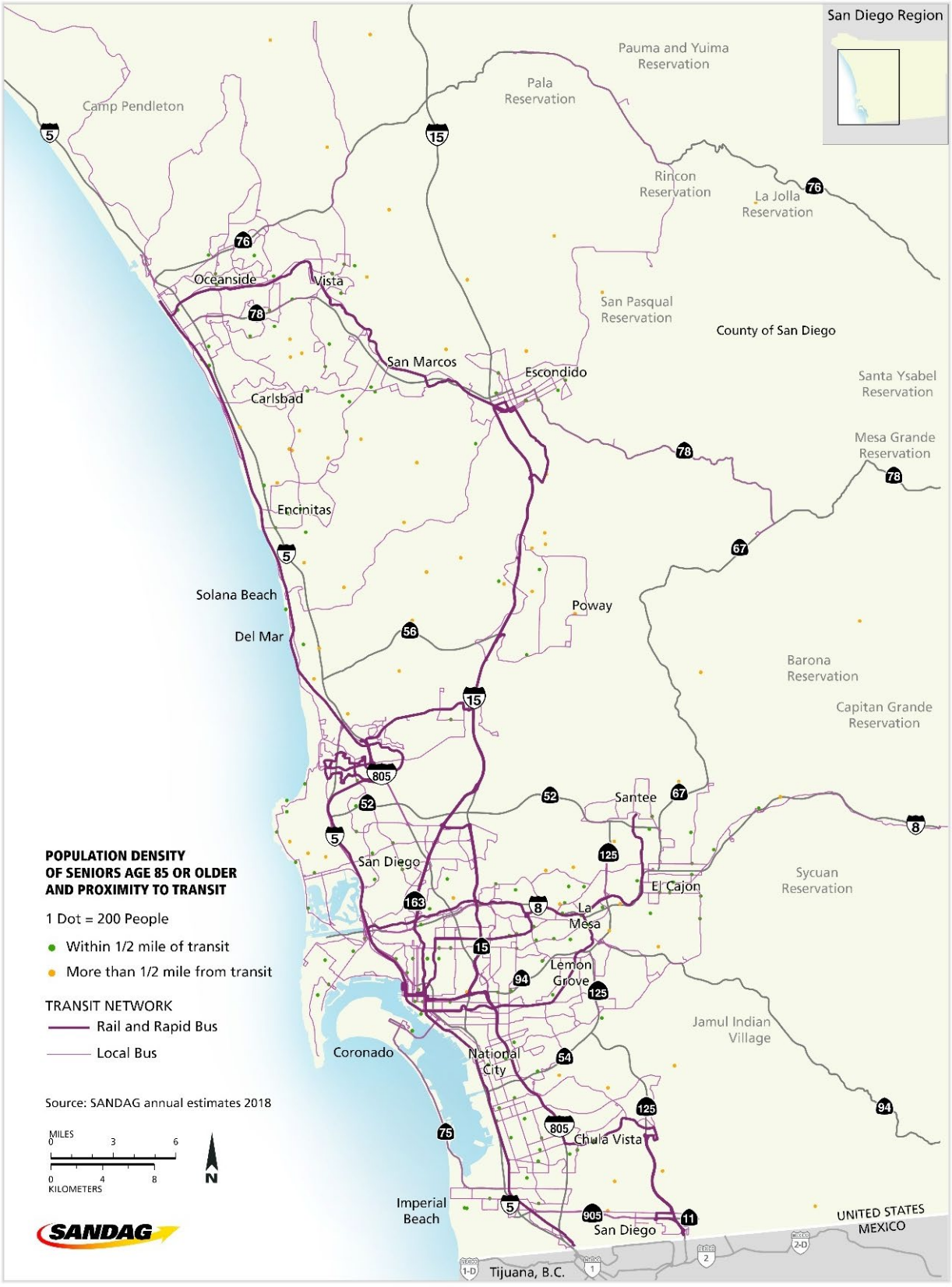


Figure 4.3 – Population Density of Seniors Ages 85 and Older



Transportation Needs Assessment of Seniors

The transportation needs of seniors can vary. Transportation needs of seniors include both emergency and non-emergency medical, nutrition-based, social (visiting family, seeing a play, etc.), and civic (volunteering, attending religious or community events, etc.) trips. Additionally, many seniors may still be working into their late sixties and even early seventies and may need transportation to and from their place of employment. Specific transportation needs for seniors, such as type and level of service, vary by ability. This section identifies characteristics of the senior population that will help shape an appropriate set of services to meet the changing mobility needs of seniors.

Seniors Ages 65 to 84

As many seniors in this age group are recent retirees, the need to maintain a strong social network is critical. Trips for volunteering or civic engagement are common as seniors continue to assume roles within the community. While a growing proportion of seniors exhibit a healthy and active lifestyle (and some still may remain in the workforce), the remaining seniors typically begin to experience a decline in cognitive, sensory, and physical functioning. These changes have a direct impact on their mobility. Declining health eventually prevents seniors from continuing to drive and forces them to look for alternative mobility options. These options may include public transit and community-based transportation programs. As individuals age, they are more likely to experience a loss in vision and/or hearing; exposure to temporary/chronic illnesses; an onset or continuation of cognitive impairments (e.g., dementia, Alzheimer's disease) and neurological disorders (e.g., Parkinson's disease, multiple sclerosis); an increased likelihood of using physical assistive devices; and other special health conditions (e.g., depression, cancer). Compounding these issues, older adults are likely to have limited opportunities to earn income as many seniors are retired and/or living on a fixed income, which may limit their mobility options.

Seniors Ages 85 and Up

Individuals ages 85 and older typically experience an increase in the severity of cognitive, sensory, and physical issues, and are more likely to require supplemental caretaking and aid from family, friends, and service providers. All health issues mentioned above typically are heightened in this age range. As the years advance, people are more likely to become incrementally more physically frail and may experience decreasing ability to complete daily tasks without assistance. Seniors age 85 and older also are more likely to have a mental/cognitive disease that affects their communication, will, health, and overall sense of well-being. Therefore, this population group is less likely to drive, which means public transit and specialized transportation become critical to meeting their mobility needs.

Transit Travel Training

As mentioned above, seniors ages 65 and older who exhibit limited physical, cognitive, or sensory impediments may be able to use transit to meet daily travel needs. However, seniors may be unfamiliar with transit or experience challenges learning and navigating transit, which can act as a deterrent. Travel training can encourage seniors to take more trips using transit. Travel training teaches seniors how to purchase fare (including the use of fare systems such as CompassCard or CompassCloud if using a smartphone), read transit maps and schedules, plan a trip, and board/de-board transit among other transit-related activities. Many travel-training programs organize group outings (such as going to the movies) via transit, which reduces the fear of learning a new skill and provides seniors with an opportunity to be social.

Specialized Transportation

Specialized transportation is an option for seniors with significant mobility challenges or when transit is not a viable option. Seniors ages 85 and older are more likely to need specialized transportation. Paratransit offers accessible origin-to-destination services within ¾-mile of fixed-route transit. However, paratransit can be cost-prohibitive for low-income seniors or may not fully meet an individual's unique transportation needs. Specialized transportation programs provided by nonprofit organizations or local government agencies often offer more affordable services. Additionally, these programs may provide door-to-door or door-through-door services, which may be more appropriate for seniors who require additional assistance. These programs tend to provide seniors with more personalized care as well as opportunities for social interaction through group outings or through bonds formed between volunteer drivers and senior passengers.

Some specialized transportation providers may offer additional social services, such as nutrition programs or financial assistance. These services can fulfill non-transportation needs that seniors may not have met through other means. Holistic social service programs offer comprehensive services that ensure the overall well-being of seniors. Given the high instance of reduced cognitive function or dementia among seniors, especially seniors ages 85 and older, these riders may exhibit forgetfulness and need to receive extra reminders of trip reservations. Specialized transportation programs can offer personalized phone calls to ensure trip completion. Further, specialized transportation programs that offer additional social services may be better equipped to offer seniors extra assistance or fulfill needs that extend beyond transportation.

New technologies in ride-scheduling, dispatching, or fare-payment systems may be difficult for seniors to learn, which in turn can present unique challenges for specialized transportation providers. For example, though online or mobile application-based trip reservation capabilities can introduce efficiencies in ride-scheduling for specialized transportation providers, senior riders may continue to request trips by calling the provider on the phone. New technologies, however, can help specialized transportation providers achieve greater efficiencies in operations and make the process smoother for riders as well. For example, electronic fare payment can facilitate boarding and reduce dwell times. Currently, both MTS Access and NCTD LIFT require riders to provide exact cash or a prepaid ticket upon boarding, which can be cumbersome for riders and cause delays. Specialized transportation providers need to consider both the technology literacy of clients and potential benefits to both their agency and clients when integrating technology into the operation of their programs.

Generally speaking, senior mobility planning involves consideration for travel training, door-to-door service, volunteer driver programs, flex/demand-based transit, and reduced transit fare, among other services. Where transit is available and appropriate, fixed-route service is a reliable and cost-efficient means to meet seniors' daily needs. As some seniors begin to experience forms of decline, become frail, and/or are affected by a disability or impairment, they may require more specialized transportation services that fully accommodate their needs. Recognizing that there are some seniors that remain able to drive, the need for programs such as CarFit (which provides older adults the opportunity to check how well their personal vehicles "fit" them) and other road safety educational programs is important.

4.2 Individuals with Disabilities

Individuals with disabilities are identified as any persons with physical, developmental, behavioral, mental, visual, and/or hearing impairments. According to the 2018 American Community Survey (ACS) 1-year Estimates, 9.8% of the residents within the San Diego region have a disability. (See Figure 4.4 for a density map of individuals with disabilities within San Diego.)

▶ Transportation Needs Assessment of Individuals with Disabilities

The transportation needs of disabled individuals vary based on each individual's impairment. In all cases, however, access to transportation is a necessity for disabled individuals to fulfill basic daily needs; access healthcare, education, and work; and maintain their mental and physical well-being. Individuals with disabilities often are at a disadvantage in that their impairment may impede their placement in the workforce as well as access to further education. This leads to higher rates of unemployment, undereducation, and poverty among disabled individuals. Providing appropriate transportation options, including paratransit, for disabled individuals to access medical, social, and work/education-related destinations is critical in addressing the needs of a population that most likely is either transit-dependent or reliant on other specialized transportation programs.

Public Transit

Because there is a high correlation between individuals with disabilities and low income, transit is viewed as an attractive, cost-effective transportation option. A majority of individuals with disabilities live within ½-mile of a transit stop. (See Figure 4.4 in the next chapter.) Furthermore, complementary ADA paratransit service is available within ¾-mile of any transit stop, which extends transit coverage beyond its regular fixed-route service.

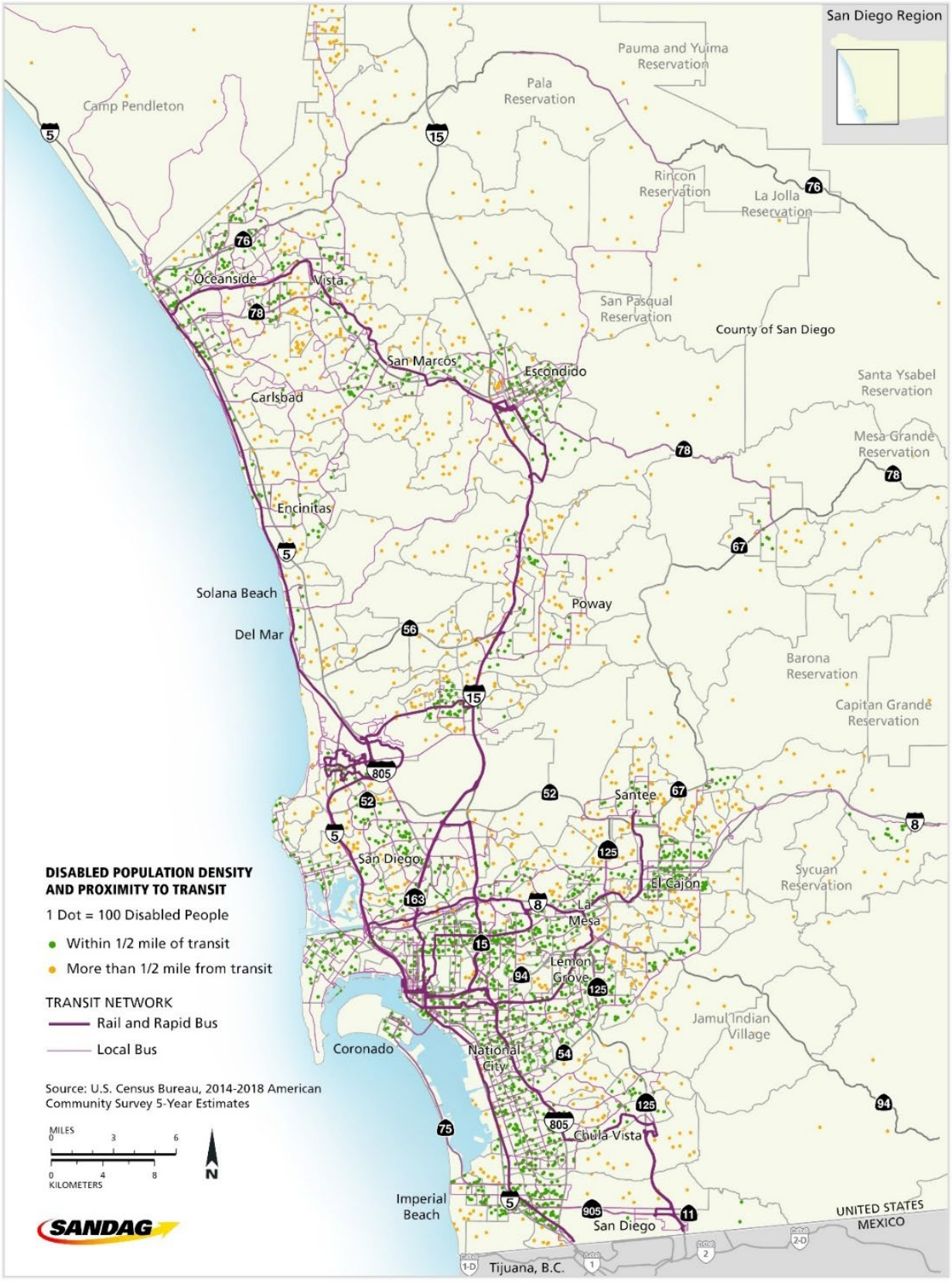
There are several considerations to be made when providing transit services for individuals with disabilities. Individuals with mobility impairments may require level boarding and/or ramp or lift access to board transit vehicles. They also may require priority seating and accommodations for service animals and mobility devices. Operators of transit vehicles, such as bus drivers, should receive sensitivity training to ensure proper and courteous interaction with individuals with disabilities, including those who have cognitive or behavioral disabilities. Training may include refresher courses to reinforce standard protocols such as pulling up alongside curbs, bus kneeling, and securing mobility devices.

The blind and individuals with visual impairments may require audio announcements at transit stops and on transit vehicles. Effective and consistent audio is critical to ensure ease of travel for these individuals. Automated audio announcements (as opposed to verbal announcements provided by operators of transit vehicles) can ensure that information is provided clearly and consistently. This information may be geo-referenced (using GPS technology) and provided in multiple languages. Tactile navigational features (such as truncated domes, curbs, or grooves in pavement) and/or radio-frequency identification or Bluetooth Low Energy transmitters should be incorporated into transit station designs to aid the blind and individuals with visual impairments in orienting themselves, accessing station features (such as ticket vending machines), and boarding transit vehicles safely.

Specialized Transportation

Conventional public transit or paratransit is not always an appropriate or applicable service for individuals with disabilities. Specialized transportation programs that go beyond paratransit may offer door-to-door or door-through-door services and offer individuals with disabilities with the level of assistance they require. Considerations for providing specialized transportation to individuals with disabilities include, but are not limited to, accommodations for mobility devices (e.g., wheelchairs, canes, scooters), service animals, and Personal Care Attendants; assistance with ride scheduling; sensitivity to long waits/long travel schedules and adverse weather conditions (as it may relate to medical conditions); and protective infrastructure.

Figure 4.4 – Population Density of Individuals with Disabilities



4.3 Low-income Individuals

Persons living at or below 200% of the poverty line are recognized as low-income. According to the 2018 ACS 1-year Estimates, 27.32% of San Diego County residents are low-income (see Figure 4.5 for a map showing the density of low-income individuals within the region).

▶ Transportation Needs Assessment of Low-income Individuals

One of the biggest challenges for low-income individuals is limited access to transportation. Low-income individuals often do not have access to a vehicle and/or rely on public transportation to meet their trip-making needs. Without adequate public transit, low-income individuals often spend disproportionate amounts of time and money to access education, jobs, and recreation, which can prevent them from climbing out of poverty.

Many low-income individuals work non-traditional schedules (late night, early morning, or on weekends) at times when public transit may be less frequent. Compounding this, many households require that both heads of household (or singularly) contribute to the family's income. Many transit trips include the transport of multiple children, as daycare is an added expense to budgets that are already stretched to and beyond their limit. The majority of low-income households live within ½-mile of a transit stop (see Figure 4.5 in the next chapter). Fixed-route transit, therefore, could be a convenient option to meet their transportation needs. Low-income individuals need frequent, cost-effective, and reliable transit service to ensure access to employment, education, and other needs. Access to trip-planning resources, such as the internet or a smartphone, remains an impediment for some low-income individuals who may not be able to afford or access these resources.

Since low-income individuals typically depend on public transit to get to work, it is important to compare the population density of low-income individuals with that of places of employment. Figure 4.5 shows the population density of low-income individuals. Figure 4.6 shows densities of jobs within the San Diego region. Major employment centers are located in the denser urban areas of South Bay, Downtown San Diego, Mission Valley, Kearny Mesa, Sorrento Valley, Poway, and the northern cities of Carlsbad, Escondido, Oceanside, San Marcos, and Vista. Comparing Figure 4.5 and Figure 4.6, clusters of low-income populations are located in close proximity to only a few of the major employment centers. There are not high concentrations of low-income populations living in and around the following employment centers: University City, Miramar, Kearny Mesa, Sorrento Valley, Poway, and Eastern Carlsbad. Fixed-route transit service currently serves these areas. However, given the remote location of these employment centers as compared to where low-income individuals reside, transit trips are long and may require multiple transfers. Low-income individuals require greater regional connectivity to ensure access to employment throughout the county.

Figure 4.5 – Population Density of Low-Income Individuals

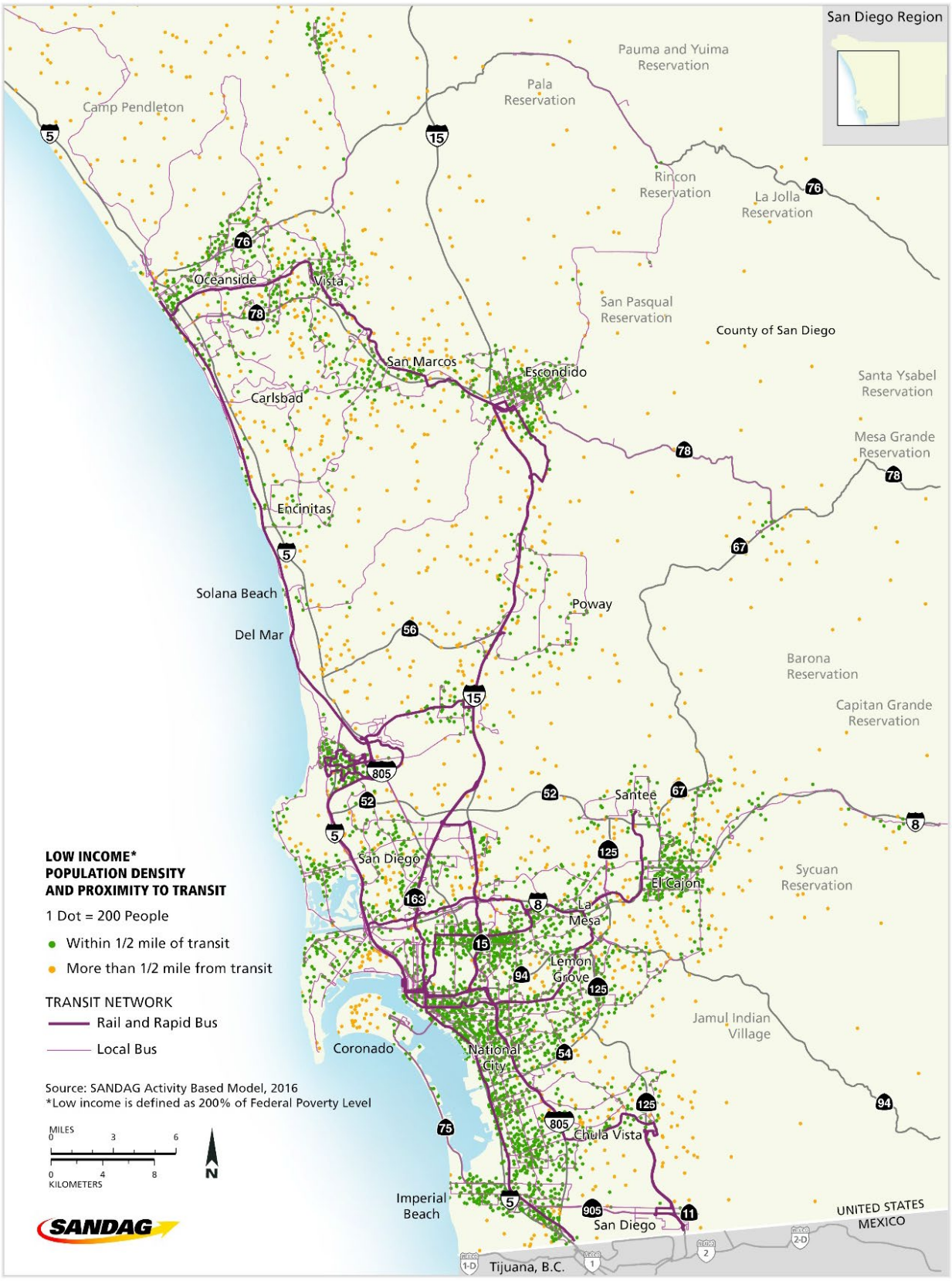
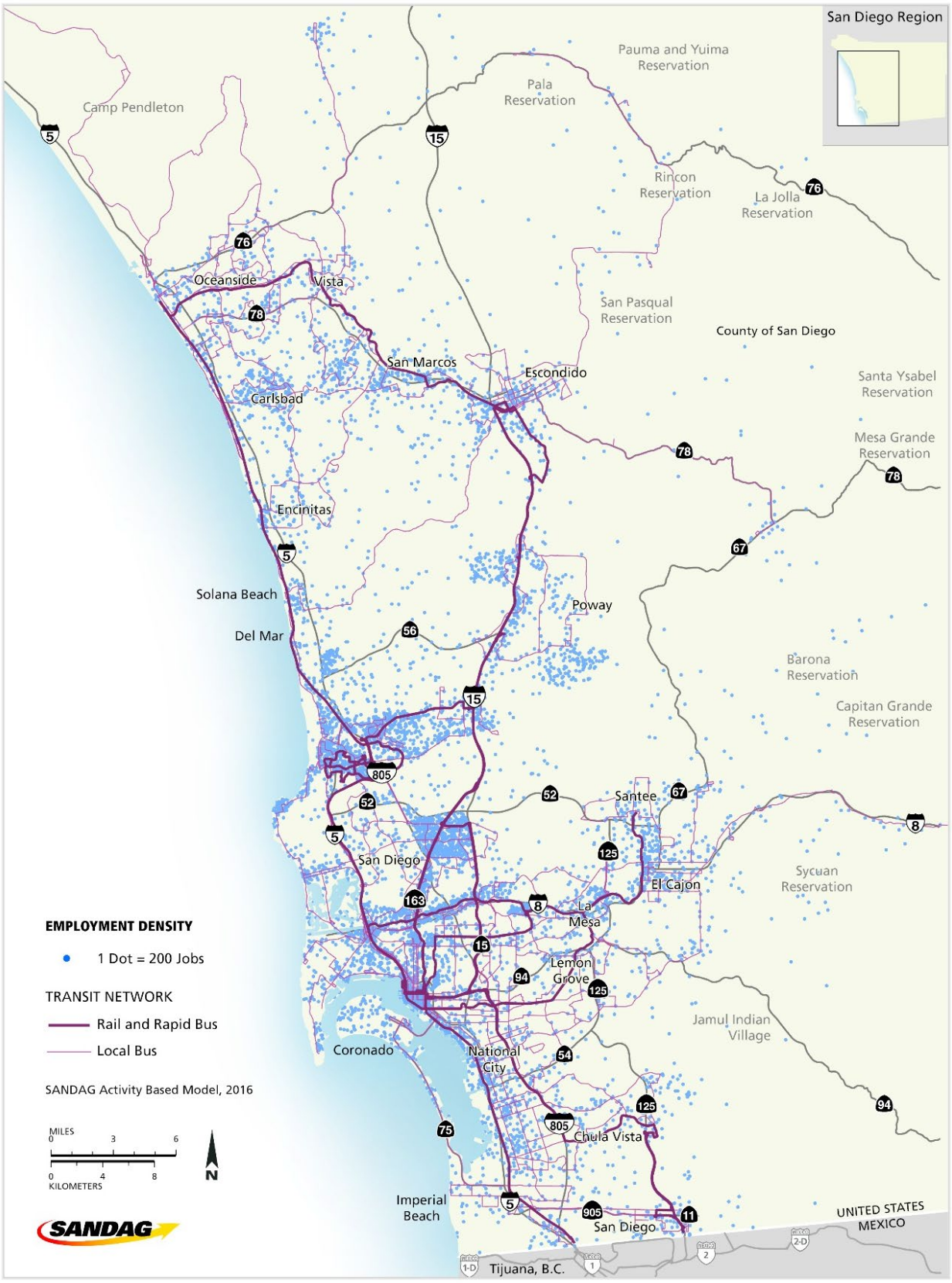


Figure 4.6 – Employment Density



4.4 Other Identified Individuals

The groups discussed above represent the bulk of individuals most likely to use public transit or participate in some form of specialized transportation due to age, disability, or low income. However, there are other groups that also are transit-dependent and have comparable transportation needs. These groups are identified and discussed in the following subsections.

▶ Limited English Proficient Persons

Limited English Proficient (LEP) persons are persons for whom English is not their primary language and who have a limited ability to read, write, speak, or understand English. According to the 2018 ACS 1-year Estimates, 14.1% of the population in San Diego County are LEP persons. The top four languages other than English spoken in San Diego County are Spanish, Tagalog, Vietnamese, and Chinese. Spanish speakers comprise almost 63% of all LEP persons in San Diego County. Table 4.1 shows the LEP population in San Diego County by language spoken for the 22 language groups that have at least 1,000 LEP speakers.

Table 4.2 – LEP Persons in San Diego County

Languages*	LEP Population	Percent of All LEP Persons	Percent of Total Population (5 years and older)
Spanish	267,748	62.58%	8.54%
Tagalog (incl. Filipino)	31,528	7.37%	1.01%
Vietnamese	28,357	6.63%	0.90%
Chinese (incl. Mandarin, Cantonese)	23,849	5.57%	0.76%
Arabic	12,429	2.91%	0.40%
Amharic, Somali, or other Afro-Asiatic languages	7,775	1.82%	0.21%
Korean	6,581	1.54%	0.21%
Persian (incl. Farsi, Dari)	6,170	1.44%	0.20%
Thai, Lao, or other Tai-Kadai languages	5,857	1.37%	0.19%
Japanese	5,161	1.21%	0.38%
Russian	4,544	1.06%	0.14%
Other languages of Asia	3,022	0.71%	0.10%
Ilocano, Samoan, Hawaiian, or other Austronesian languages	2,360	0.55%	0.08%
Other and unspecified languages	2,174	0.51%	0.07%
Punjabi	1,953	0.46%	0.06%
Portuguese	1,699	0.40%	0.05%
Italian	1,651	0.39%	0.05%
Other Indo-European languages	1,567	0.37%	0.05%
Hindi	1,564	0.37%	0.05%
Khmer	1,286	0.30%	0.04%
Urdu	1,277	0.30%	0.04%
Ukrainian or other Slavic languages	1,218	0.28%	0.04%

Source: 2018 ACS 1-year Estimates, Table B16001 Languages Spoken at Home by Ability to Speak English for the Population 5 Years and Over

* Restricted to languages spoken by at least 1,000 LEP persons

Transportation Needs Assessment of LEP Persons

Language can act as a barrier for LEP persons in accessing transportation, including public transit, and participating in transportation planning. LEP persons require transit information, such as transit maps, schedules, and announcements, in languages other than English. Additionally, LEP persons require other language assistance measures, such as translation and interpretation services, to ensure meaningful participation in transportation planning.

The U.S. Department of Transportation (U.S. DOT) requires that agencies receiving U.S. DOT funding provide language assistance to LEP persons. As a component of compliance, agencies must outline language assistance measures in a Language Assistance Plan (LAP). SANDAG, MTS, NCTD, and social service transportation providers receiving Section 5310 funding each have their own LAP. The SANDAG LAP is available at sandag.org/lap.

▶ Veterans

San Diego County is home to over 208,000 veterans. While a significant number of older veterans already reside in San Diego, many newly discharged service members choose to remain in the region as well. The need for services that will aid in their process of reintegrating into society is imperative. Integrating post-military service individuals into the workforce, family life, and/or society in general remains a federal and local objective, and a host of organizations currently exist to provide support for younger and older veterans. Yet with the expected increase in post-war servicepersons, an inevitable rise in assistive services (especially medical-related) will need to be accounted for in future program developments. However, while services such as vocational counseling, work-readiness assistance, post-secondary educational training, and other independent living services may exist, the willingness of veterans to participate in such programs, for one reason or another, is a continued obstacle for agencies. Insomuch as reluctance and stigma may be a deterrent for veterans seeking health care or other life-sustaining and life-enhancing activities, the availability of efficient and appropriate veteran transportation services stands as a pragmatic barrier.

Transportation Needs Assessment of Veterans

Individuals with service-connected disabilities may require access to healthcare, rehabilitative services, other independent living services, and job-related trainings. Service requirements for veterans should provide specialized care and related medical and social support. Veteran transportation programs should consider flexible and resource-efficient programs that strive to reach the multitude of needs experienced by this population. At a minimum, a program should assess the feasibility of vanpools, taxi vouchers, transportation network companies, public–private partnerships (between the Veterans Affairs Medical Centers and a local transportation provider), a mobility-management component, and a provision of flexible routes and feeder services to transit. Service requirements may include lift-operated vehicles and flexible-route paratransit shuttles for immobilized and remote (rural) Veterans Affairs patients. Additionally, an appropriate service should integrate veterans with non-veterans to facilitate integration of veterans into civilian life.

As part of the Veterans Transportation and Community Living Initiative Grant, SANDAG, 211 San Diego, and Full Access and Coordinated Transportation focused on improving the information about San Diego County's transportation services to military/veterans (and all residents) through an enhanced directory of resources, a "one-call" 24/7 live telephone service, and a "one-click" transportation website and mobile web application powered by a new Salesforce platform. One Call/One Click serves as a one-stop-shop for access to information and resources for transportation and other support services, and is an integral part of 2-1-1's Community Information Exchange.

▶ Refugees/Asylum Seekers

Refugees and asylum seekers are individuals who had to flee their home due to war, persecution, or natural disaster. San Diego County is home to the largest refugee and asylum seeker population in California. According to the San Diego County Resettlement Agencies, over 975 refugees from 34 countries resettled within the San Diego region during Federal Fiscal Year (FFY) 2018-2019 (See Table 4.3). In recent years, a large proportion of refugees resettling in San Diego County have arrived from the Middle East. In FFY 2018-2019, refugees from Afghanistan and Iraq made up over 35% of all refugees resettling in San Diego County.

Table 4.3 – FFY 2018-2019 Refugee Arrivals in San Diego County

Country of Origin	Number of Refugees	Percent of Arriving Refugees
Haiti	304	31.15%
Afghanistan	294	30.12%
Democratic Republic of Congo	114	11.68%
Iraq	60	6.15%
Burma	43	4.41%
Syria	33	3.38%
South Sudan	18	1.84%
Iran	15	1.54%
Russia	11	1.13%
Ethiopia	10	1.02%
Cuba	8	0.82%
Eritrea	7	0.72%
Mexico	7	0.72%
Nigeria	6	0.61%
Uzbekistan	6	0.61%
Burundi	4	0.41%
Colombia	4	0.41%
Republic of Congo	4	0.41%
Ukraine	4	0.41%
Brazil	3	0.31%
Nicaragua	3	0.31%
Venezuela	3	0.31%
Kenya	2	0.20%
Lebanon	2	0.20%
Somalia	2	0.20%
Cambodia	1	0.10%
Cameroon	1	0.10%
El Salvador	1	0.10%
Georgia	1	0.10%
Guatemala	1	0.10%
Honduras	1	0.10%
Moldova	1	0.10%
Pakistan	1	0.10%
Zambia	1	0.10%

Source: San Diego County Resettlement Agencies, Monthly Refugee Arrivals Report for FFY 2018-2019 by Country of Origin

Transportation Needs Assessment of Refugees

Transportation access and mobility are recognized as vital components of an effective and successful resettlement process. The need for services and improved access is crucial in enabling refugees and asylum seekers to integrate smoothly into their new home. During this adaptive stage, they are more likely to experience a cultural shift, as they are dealing with different cultural traditions, language barriers, and other issues that may impede access to healthcare, gainful employment, or other basic needs.

Refugees and asylum seekers living within close proximity to transit are encouraged to use fixed-route transit. Refugees and asylum seekers require reliable, expanded transit (e.g., extended service hours, higher frequency) with greater regional connectivity to ensure access to healthcare, education, employment, and other basic needs. Travel training and mobility assistance programs, in addition to language assistance, are key factors in providing efficient access to transit to aid in the adaptation process. Driver's education classes, car-buying assistance, donated vehicles, shuttles, and vanpooling also are viable options.

▶ Youth, Including Foster and Homeless Youth

Youth refers to the population under the age of 18. According to SANDAG Current Estimates, there are more than 801,000 people under the age of 18 in the San Diego region, accounting for 24% of the total regional population.

Foster youth are children who have been temporarily or permanently removed from their home due to neglect, maltreatment, inadequate care, or other conditions that jeopardize their safety. The U.S. Foster Care System provides temporary safe living arrangements and therapeutic services for foster youth. According to the County of San Diego's Child Welfare Services, as of July 1, 2019, there were 3,086 children receiving services. Foster youth are likely to experience physical and emotional trauma that affect their healthy development and success in school. In addition to initial displacement, foster youth often undergo multiple changes in their living arrangements.

Homeless youth are youth who lack parental, foster, or institutional care. This population is likely to face increased threats to both physical and mental health while living on the streets or in shelters. Since the majority of homeless youth are under the driving age, transportation access to local shelters, refuge/assistance programs, medical facilities, and employment destinations is a significant concern for this demographic.

Transportation Needs Assessment of Youth

Safe access to school is a basic need of young people. The SANDAG Safe Routes to School program works to make biking and walking to school safer. The program combines infrastructure improvements with education, encouragement, and other programs to create walkable and bike-friendly communities, make biking and walking more attractive travel choices for families throughout the region, and improve public health. Yellow school bus transportation services provided by school districts, such as the San Diego Unified School District, as well as reliable transit service, are also critical in ensuring youth get to and from school safely.

Low-income and/or homeless youth are significantly disadvantaged as they may lack the ability to pay for transit or other means of transportation. As transit is the most cost-effective option available to this group, the service parameters involve connecting this population with the existing fixed-route services and finding resources to subsidize the travel. Specific travel needs vary from accessing shelter, assistance programs, medical facilities, and, where applicable, education/employment facilities. Transportation to these previously mentioned destinations is a critical component for homeless youth in the transitional process to more stable living conditions.

Foster youth have unique transportation needs due to their often-evolving living conditions. In order to maintain school stability for foster youth, the San Diego County Office of Education (SDCOE) allows foster youth to continue attending their school of origin or "home" school after they have been placed in foster homes outside of their "home" school's neighborhood.

Tribal Nations

In the San Diego region, there are 17 independent sovereign tribal nations with jurisdiction over 18 reservations – the most in any county in the United States. Table 4.4 provides a list of the American Indian reservations and federally recognized tribal governments in the region.

Table 4.4 – American Indian Reservation and Federally Recognized Tribal Governments in the San Diego Region

Reservation Name	Tribal Government
Barona	Barona Band of Mission Indians
Campo	Campo Band of Kumeyaay Indians
Capitan Grande	Joint Power Authority between Barona and Viejas
Ewiiaapaayp	Ewiiaapaayp Band of Kumeyaay Indians
Inaja and Cosmit	Inaja Cosmit Band of Diegueño Mission Indians
Jamul Indian Village	Jamul Indian Village of California
La Jolla	La Jolla Band of Luiseño Indians
La Posta	La Posta Band of Mission Indians
Los Coyotes	Los Coyotes Band of Cahuilla/Cupeño Indians
Manzanita	Manzanita Band of the Kumeyaay Nation
Mesa Grande	Mesa Grande Band of Mission Indians
Pala	Pala Band of Mission Indians
Pauma and Yuima	Pauma Band of Luiseño Indians
Rincon	Rincon Band of Luiseño Indians
San Pasqual	San Pasqual Band of Mission Indians
Santa Ysabel	Iipay Nation of Santa Ysabel
Sycuan	Sycuan Band of the Kumeyaay Nation
Viejas	Viejas Band of the Kumeyaay Indians

Source: SANDAG Final Intraregional Tribal Transportation Strategy, January 2018

Transportation Needs Assessment of Tribal Nations

There are a number of transportation issues that affect reservations, as they are all located in remote areas. The degree of remoteness ranges from those that are outside the urban transportation system but near major highways, such as Viejas, to those that are not even fully connected to county roads, such as Los Coyotes. The physical isolation of reservations from the regional transportation system—both in terms of infrastructure and transit services—limits tribal nations from accessing economic opportunities as well as health, social, and cultural services.

Over the past 14 years, the Southern California Tribal Chairmen's Association (SCTCA) and SANDAG have developed a government-to-government relationship to address regional planning issues. The SCTCA sits on the SANDAG Board and Policy Advisory Committees. At a technical level, SANDAG coordinates the Interagency Technical Working Group on Tribal Transportation Issues (Working Group). The purpose of the Working Group is to serve as a forum for tribal governments in the region to discuss and coordinate transportation issues of mutual concern with the various public planning agencies in the region, including SANDAG, Caltrans, the County of San Diego, and the transit operators. In partnership with the SCTCA, the Working Group monitors and provides input on the implementation of the strategies and planning activities related to transportation mutually developed through the San Diego Regional Tribal Summit. The Working Group reports to the SANDAG Borders Committee, which reports to the SANDAG Board of Directors, on tribal-related transportation activities.

Both SANDAG and the SCTCA recently collaborated on an Intraregional Tribal Transportation Strategy to address the tribal transportation needs in the San Diego region in an effective and innovative way. This strategy can be found online at sandag.org/uploads/publicationid/publicationid_4480_23377.pdf.

Ex-Offenders

Ex-offenders are persons who have been convicted of crimes and have reentered society after incarceration. Throughout 2019, a total of 18,546 unique individuals were on probation supervision at one time or another in San Diego County, a number which does not include those under parole supervision by the State.

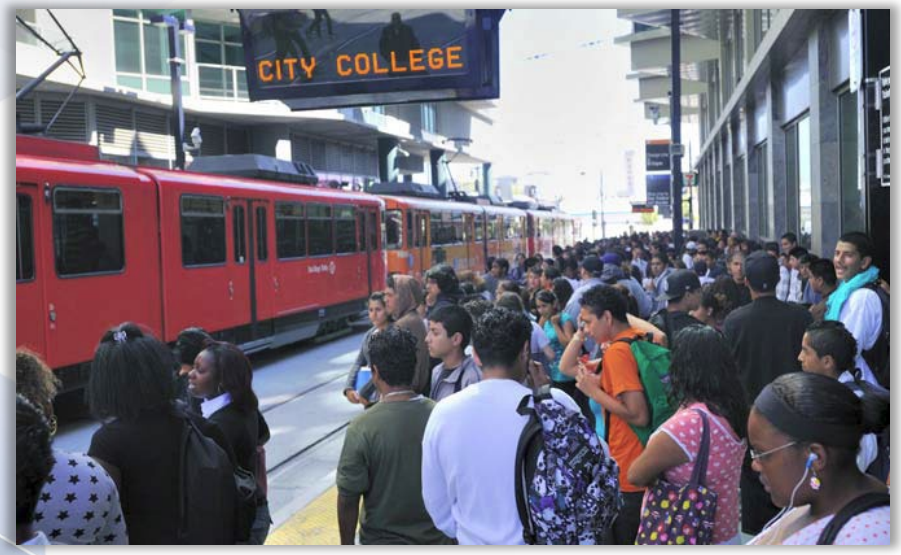
Transportation Needs Assessment of Ex-Offenders

Many ex-offenders face challenges in securing stable housing and employment after incarceration. Providing affordable access to transportation can assist ex-offenders in reentering society. While transportation options may be available to ex-offenders who are enrolled in residential, employment, or training programs, there are not currently any standalone services. There are several organizations that assist individuals who have no personal means of transportation and are unable to use public transportation without fare assistance, and ex-offenders may qualify for assistance through these organizations. Interested parties can call 211 or visit 211sandiego.org for more information.

The Coordinated Plan

Chapter 5

Strategies and Projects to Address Transportation Gaps



CHAPTER 5: STRATEGIES AND PROJECTS TO ADDRESS TRANSPORTATION GAPS

This chapter identifies gaps between current transportation services and user needs and offers strategies to address those gaps. The analysis and identification of service gaps within San Diego is based on a compilation of sources including the 2018 SANDAG Annual Demographic Estimates, the 2016 SANDAG Activity-Based Model; the United States Census Bureau 2014-2018 American Community Survey (ACS) 5-Year Estimates (also included in Chapter 4); the availability of transit services as outlined in Chapter 3; and feedback received through outreach efforts targeting both transportation providers and riders described in Chapter 2 and included in Appendix A. As was noted in Chapter 4, public transit often is the most cost-effective and productive means of travel for seniors, low-income individuals, and individuals with disabilities, among other population groups. In the case that transit is not available, sufficient, or appropriate, specialized transportation services help to round out a more balanced mobility network for the region. This chapter begins with a discussion of service gaps and then provides strategies and projects that can allow for a seamless transportation network of both public transit and specialized transportation services. Some projects discussed in this chapter have already been implemented within the San Diego region, while others are nationwide best practices that can be applied locally. This chapter's discussion of service gaps (Section 5.1) and strategies to fulfill those gaps (Section 5.2) sets the stage for the prioritization of strategies in Chapter 6.

Chapter 5 includes the following sections:

5.1 Gaps in Transportation Services

Gaps in transportation services were identified by comparing data from the 2018 SANDAG Annual Demographic Estimates, the 2016 SANDAG Activity-Based Model, United States Census Bureau 2014-2018 American Community Survey (ACS) 5-Year Estimates, and the transportation inventory in Chapter 3. This information was supplemented with testimony given at focus groups and other outreach meetings. Target population groups alongside fixed-route public transit were analyzed to show where transit service can meet the daily needs of those population groups within the region. This determination was based on the Federal Transit Administration's (FTA's) guidelines of ½-mile walking distances to transit stations.[1]

As part of the preparation for the 2020 Coordinated Plan update, SANDAG completed a long-term Specialized Transportation Strategic Plan to address the increasing specialized service needs of seniors and persons with disabilities. This Plan was identified as a Near-Term Action for implementation in San Diego Forward: The Regional Plan, and included a discussion on gaps in service.

The key gaps identified in the Strategic Plan included a lack of spontaneous travel choices, insufficient service levels, inefficient transfers, poor first- and last- mile connections, a need for safety enhancements, a need for door-through-door service, insufficient access to amenities, limited transportation options, a need for improved service announcements, inaccessible Transportation Network Company (TNC) vehicles, inefficient resources for passengers, and insufficient wayfinding at stations.

The SANDAG Urban Area Transit Strategy and Safe Routes to Transit methodology, included in San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP), recognize that the success of fixed-route service relies on a certain level of investment in transit-supportive land uses (e.g., good pedestrian access/connectivity and sufficient residential and employment densities). A goal of the Urban Area Transit Strategy is to maximize transit ridership in the greater urbanized area of the region. The Safe Routes to Transit methodology captures the land use and transportation network context surrounding transit stations and identifies project areas where bicycle and pedestrian access improvements are needed. This includes improved access to transit to connect people to nearby schools and commercial and residential areas.

While this chapter and the following chapter focus on seniors, individuals with disabilities, and low-income individuals, the general population is also mapped to frame the discussion. Figure 5.1 shows population density in relation to transit. Each dot represents 200 people, with different colored dots used to identify the population that lives within a ½-mile walking distance to a transit station.

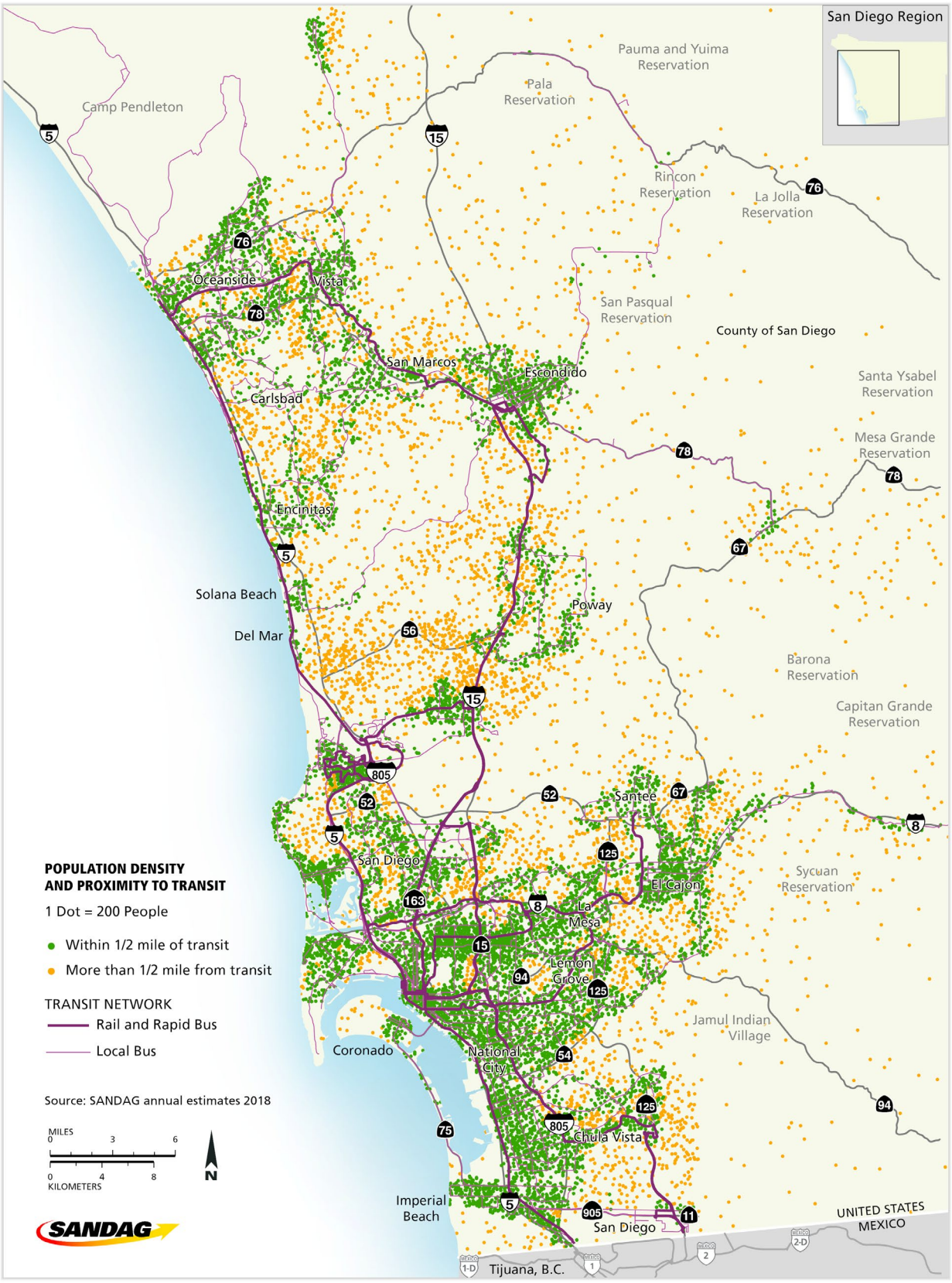
[1] Federal Register/Vol. 74, No. 218/Friday, November 13, 2009, "All pedestrian improvements located within ½-mile and all bicycle improvements located within three miles of a public transportation stop or station shall have a de facto relationship to public transportation."

As seen in Figure 5.1, many communities contain areas with significant population densities that are more than a ½-mile from the nearest transit stop. These areas are listed in Table 5.1.

Table 5.1 – Areas with Significant Population Densities Beyond ½ Mile of Transit

Bonita	**Poway**
Carlsbad	**Rancho Bernardo**
Carmel Valley	**Rancho Penasquitos**
Chula Vista	**Rancho San Diego**
Clairemont Mesa	**Sabre Springs**
Del Mar	**San Carlos**
Encinitas	**San Marcos**
La Jolla	**Santee**
Lakeside	**Scripps Ranch**
Linda Vista	**Sorrento Valley**
Mira Mesa	**Spring Valley**
Oceanside	**Tierrasanta**
Otay Mesa	**Tri-City**
Otay Ranch	**University City**

Figure 5.1 – Population Density Beyond ½-Mile Transit Service Area



Transit and Specialized Transportation Gaps — Seniors

The map in Figure 5.2 shows the region's senior population in relation to transit (note that each dot represents 100 seniors). As the map demonstrates, significant transit coverage is available to seniors (ages 65 and older) throughout most of the urbanized areas of the county. NCTD provides fixed-route BREEZE service near all of the major freeways and rail (COASTER and SPRINTER) corridors where seniors are concentrated. While MTS provides transit coverage for the majority of seniors in its service area, there are some identified gaps. Areas with significant senior population density not serviced by transit can be seen on the map in Figure 5.2 and are listed in Table 5.2.

Table 5.2 – Areas with Significant Senior (Ages 65 and Older) Population Densities Beyond ½ Mile of Transit

Bonita	**Poway**
Carlsbad	**Rancho Bernardo**
Carmel Mountain	**Rancho Penasquitos**
Carmel Valley	**Rancho San Diego**
Del Mar	**San Carlos**
El Cajon	**Santee**
Encinitas	**Scripps Ranch**
La Jolla	**Sorrento Valley**
Lakeside	**Spring Valley**
Oceanside	**Tierrasanta**
Otay Ranch	**Tri-City**
Mira Mesa	**University City**

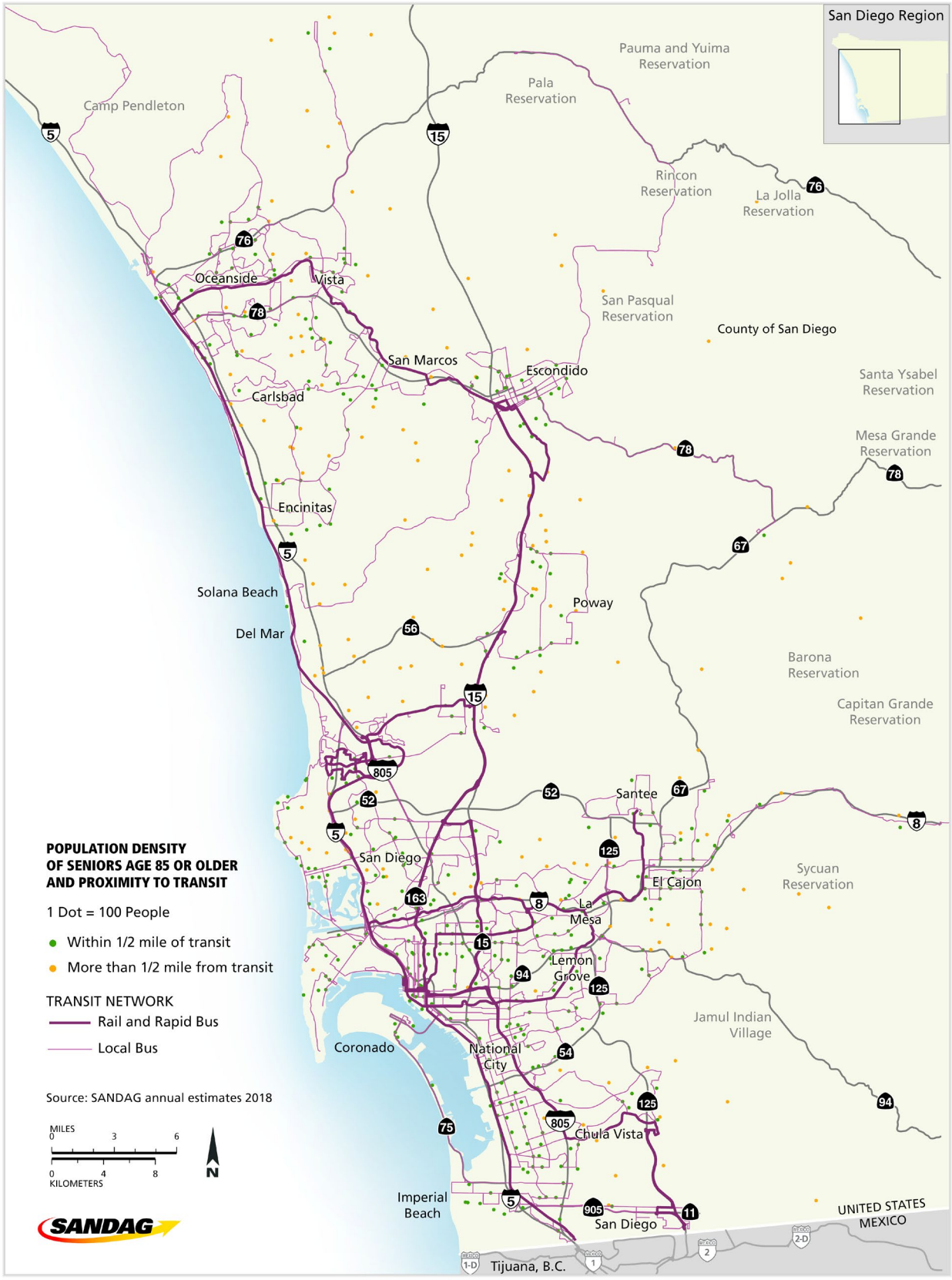
As discussed in Chapter 4, the needs of a 65-year-old often vary from the needs of an 85-year-old. Figure 5.3 displays the 85 and older population's proximity to a transit station using one dot to represent 100 seniors ages 85 and older. As shown in Figure 5.3, most communities with significant densities of seniors ages 85 and older are served by public transit. However, it is challenging for many of these individuals to walk ½-mile to a transit station. Increasing rates of physical, cognitive, and sensory impairments may impede their ability to use fixed-route services altogether. As the health of seniors deteriorates, their needs may be better met using specialized transportation services. There are still areas with significant densities of seniors ages 85 and older that are not within ½-mile of a transit station. Those areas are considered transit gaps for this age group and are listed in Table 5.3.

Table 5.3 – Areas with Significant Senior (Ages 85 and Older) Population Densities Beyond ½ Mile of Transit

Carlsbad	**Poway**
Carmel Valley	**Rancho San Diego**
El Cajon	**Rancho Penasquitos**
La Jolla	**Sabre Springs**
La Mesa	**Scripps Ranch**
Mira Mesa	**Sorrento Valley**
Oceanside	**Spring Valley**
Otay Ranch	**Tri-City**

Figure 5.2 – Population Density of Persons Ages 65 Plus Beyond ½-Mile Transit Service Area

Figure 5.3 – Population Density of Persons Ages 85 Plus Beyond ½-Mile Transit Service Area



Transit and Specialized Transportation Gaps — Individuals with Disabilities

The population density of individuals with disabilities in San Diego County closely mirrors that of the general population. Additionally, areas with high concentration of disabled persons include higher concentrations of poverty. Figure 5.4 shows individuals with disabilities in relation to transit using one dot to represent 100 individuals with disabilities.

Drawing from Figure 5.4, the majority of individuals with disabilities live within ½-mile of a transit stop or station. Areas with significant concentrations of disabled persons that lack sufficient transit coverage are listed in Table 5.4.

Table 5.4 – Areas with Significant Disabled Population Densities Beyond ½ Mile of Transit

Bonita	**Poway**
Carlsbad	**Rancho Bernardo**
Carmel Mountain	**Rancho Penasquitos**
Carmel Valley	**Rancho San Diego**
El Cajon	**Sabre Springs**
Encinitas	**Santee**
Lakeside	**Sorrento Valley**
Kearny Mesa	**Spring Valley**
Mira Mesa	**Tierrasanta**
Oceanside	**Tri-City**
Otay Mesa	**University City**
Otay Ranch	**Vista**

The Americans with Disabilities Act of 1990 (ADA) paratransit serves certified individuals up to a ¾-mile distance from a transit stop or station. Therefore, paratransit expands transit coverage to include nearly all communities with significant concentrations of disabled populations. However, not all individuals who are disabled qualify for ADA paratransit services. For these disabled persons and those who qualify but live outside the ¾-mile paratransit service boundary and have no access to paratransit service, needs may be met using alternate specialized transportation services, such as those listed in Chapter 3.

Transit and Specialized Transportation Gaps – Low-Income

For the purposes of this assessment, low-income individuals are persons living at or below 200% of the poverty line. Gaps in transit service for this population are denoted in Figure 5.5 with one dot representing 100 low-income individuals. Areas with significant concentrations of low-income individuals not served by transit are listed in Table 5.5.

Table 5.5 – Areas with Significant Low-Income Population Densities Beyond ½ Mile of Transit

Bonita	**Otay Ranch**
Carlsbad	**Ramona**
Carmel Valley	**Rancho Penasquitos**
Chula Vista	**San Carlos**
Kearny Mesa	**San Marcos**
Lakeside	**Sorrento Valley**
Mira Mesa	**Spring Valley**
Oceanside	**Tierrasanta**
Otay Mesa	**Tri-City**

Figure 5.4 – Population Density of Individuals with Disabilities Beyond ½-Mile Transit Service Area

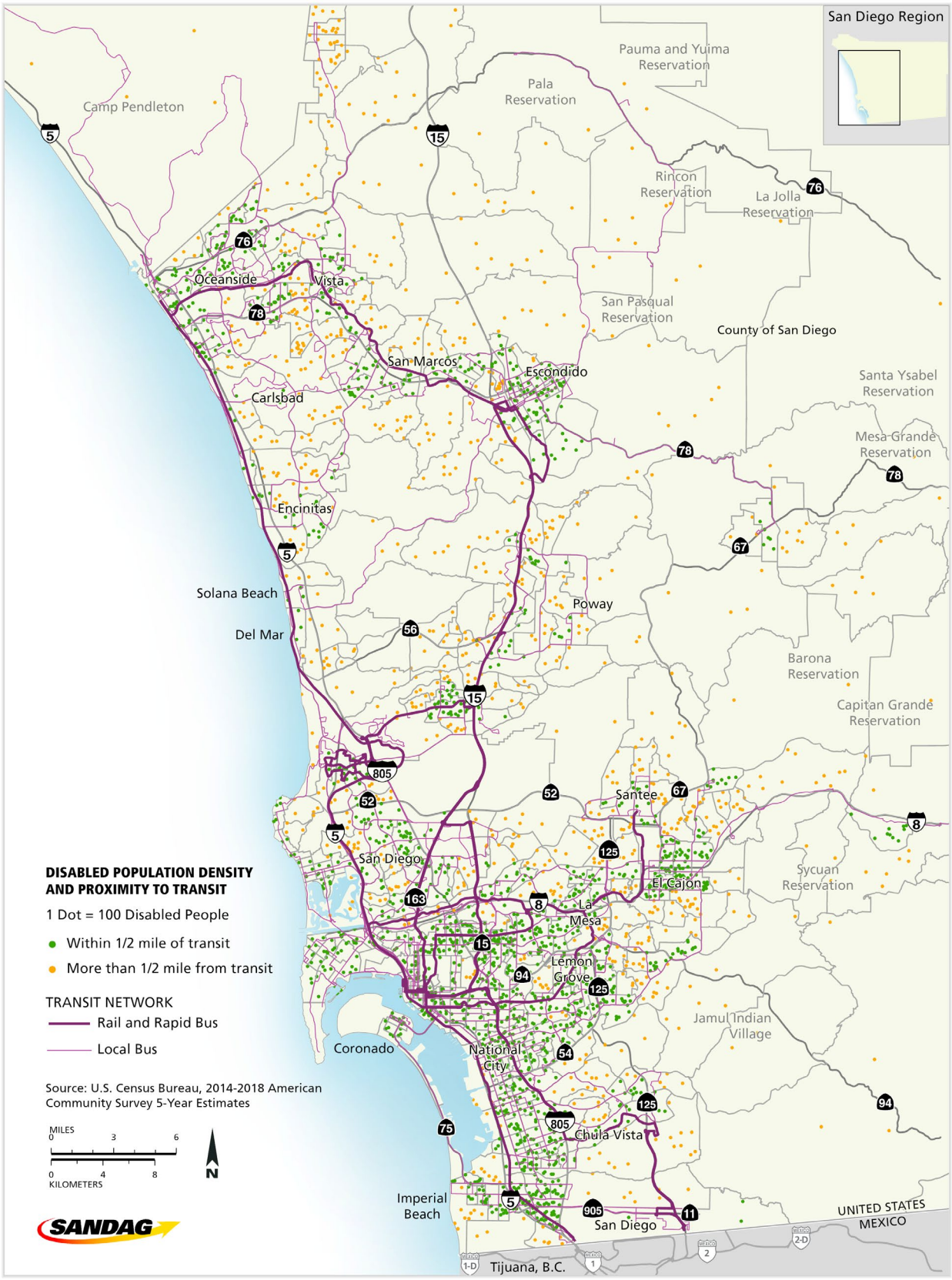
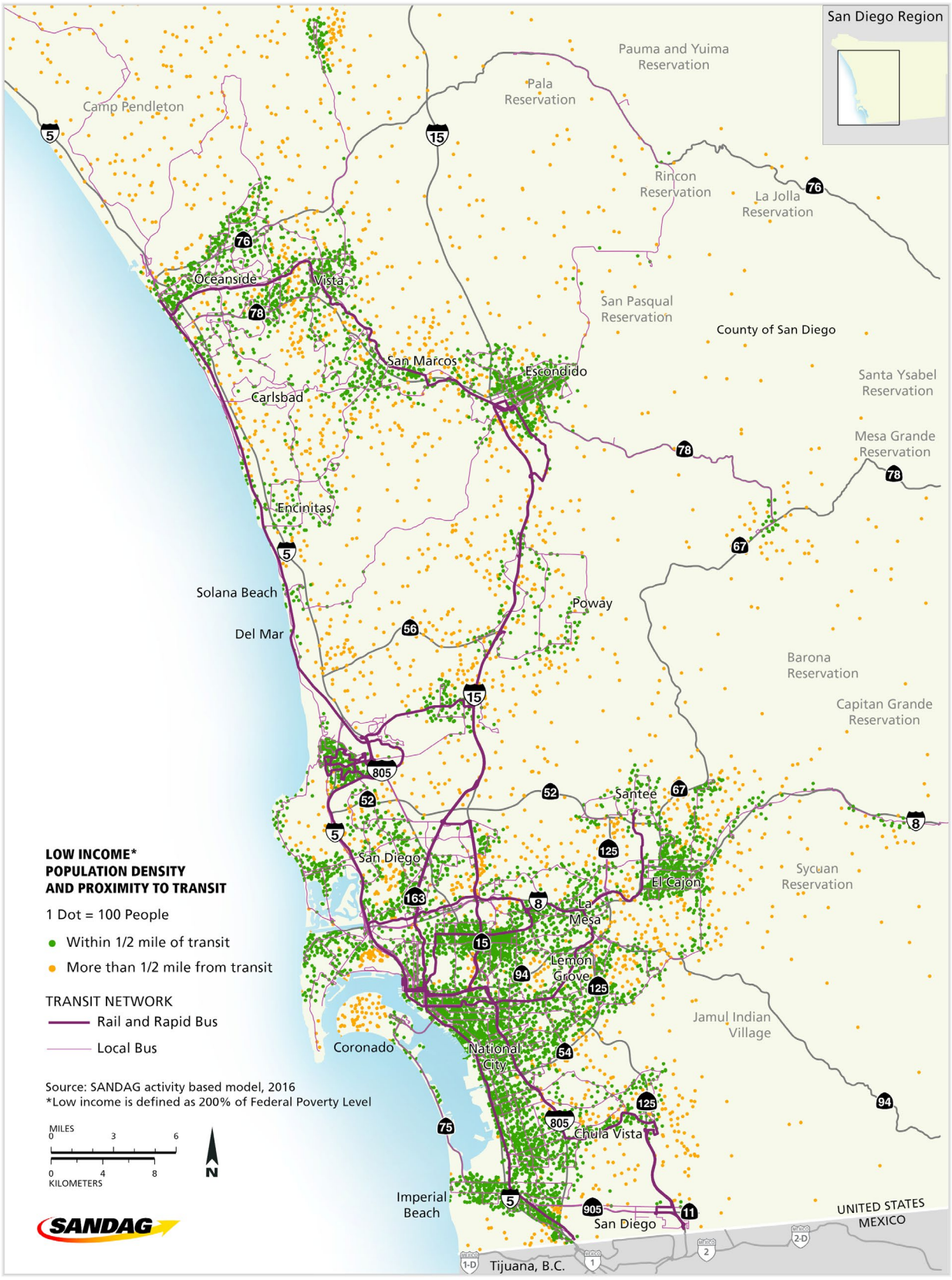


Figure 5.5 – Population Below 200% of Poverty Line Beyond ½-Mile Transit Service Area



5.2 Strategies

The four general and their specific strategies in this chapter were developed and refined by analyzing the identified transit gaps, through the work completed in the Specialized Transportation Strategic Plan, assessing successful projects in the San Diego region and best practices nationwide, and using stakeholder feedback received through outreach meetings, the Coordinated Plan Ad-Hoc Working Group, and the Social Services Transportation Advisory Council. Strategies are identified as Very High, High, Mid, and Low priorities in Chapter 6.

1. Evaluate and Maintain Existing Transportation Services

While the majority of strategies in this chapter address transportation needs that currently are not being met, existing transportation services are a lifeline for San Diego County residents. It is important that these critical services are maintained. Consistency in available transportation services allows individuals dependent on these services to make appropriate housing choices in areas that are well served. When a transportation service is discontinued due to a lack of funding, many individuals reliant on that service suffer and a new gap in service is created. Transportation services that are dependent on competitive grant funding are encouraged to seek other sources of funding or methods of achieving operational sustainability.

Specific strategies that should be implemented include:

- Continuing to fund operations of existing transit and specialized transportation services, including existing door-to-door and door-through-door transportation services
- Maintaining assets, such as vehicles, in a state of good repair and replacing vehicles that have exceeded their useful life

It is important to monitor and evaluate existing services to make sure they are efficient and productive; this applies to both public transit and specialized transportation services. Both MTS and NCTD conduct regular service changes in order to ensure that transit services are optimized. Service changes allow the agencies to adjust schedules to improve On-Time Performance and ensure that the transportation needs of the public are being met. While public transit providers periodically complete an in-depth assessment of their services, specialized transportation providers need to analyze their service productivity on an ongoing basis. Evaluating transportation services allows for service modifications and implementation of other solutions that can be cost-effective and within existing budgets.

Specific strategies that should be implemented include:

- Examining effectiveness of existing services, including consumer markets, travel demand, customer satisfaction, and operational efficiency
- Studying the feasibility of non-emergency medical transportation using Medicaid/Medi-Cal funding

2. New or Expanded Services to Meet Identified Gaps

To address the gaps identified earlier in this chapter, new projects must be implemented or existing projects must be expanded. A variety of services can be implemented to address each area where there is a gap. Chapter 3 identified types of services that best suit the needs of the different population groups.

Specific strategies that should be implemented include:

- Developing new volunteer driver programs, shuttle programs, non-emergency medical transportation, and door-to-door or door-through-door services to serve areas with identified gaps
- Developing or improving first-mile/last-mile services to tie into existing transportation options
- Improving accessibility of existing transportation services by increasing the frequency of service, expanding the service area, and/or expanding hours of operation

3. Coordination of Transportation Resources

Effective coordination can improve transportation service delivery and cost-effectiveness, eliminate gaps in service, and remove real or perceived transportation barriers.

In 1979, the Social Service Transportation Improvement Act, Assembly Bill 120 (AB 120), provided for the establishment of Consolidated Transportation Services Agencies (CTSAs) in each California county. The purpose of AB 120 is to promote the coordination of specialized transportation so that the following benefits can be realized:

- Combined purchasing of necessary equipment to achieve cost savings through bulk purchases
- Adequate training of drivers to ensure the safe operation of vehicles – proper driver training promotes lower insurance costs and encourages use of the service
- Centralized dispatching of vehicles to allow for efficient use of vehicles
- Centralized maintenance of vehicles to allow for adequate and routine vehicle-maintenance scheduling
- Centralized administration of various social service transportation programs to eliminate duplicative and costly administrative organizations, which allows social service agencies to specialize and respond to specific social needs
- Identification and consolidation of all existing funding sources for social service transportation services to provide more efficient and cost-effective use of scarce dollars. Consolidation of categorical program funds can foster eventual elimination of unnecessary and unwarranted program constraints

It is the role of the CTSA to implement projects that foster coordination among specialized transportation providers. The success of the CTSA in implementing coordination is fully reliant on the participation and commitment of multiple specialized transportation providers.

Specific strategies that should be implemented include:

- Developing centralized ride-scheduling and dispatching
- Increasing coordination of resources, such as through the development of a multi-agency vehicle-sharing program, vehicle maintenance program, and driver training program
- Coordinating client trips between providers to deliver service more efficiently

While there are numerous benefits of coordinating transportation services, there also are many existing barriers, such as different rider eligibility requirements across different programs, insurance issues, and cost-sharing concerns. Ongoing efforts to overcome these barriers are necessary in order to realize the benefits of coordination.

4. Mobility Management

Mobility management is a strategic approach to service-coordination and customer service that seeks to improve an individual's access to existing transportation services. This can be done either by providing information and matching riders with the most appropriate travel option given their need or by providing training to assist the individual in acquiring the skills to use existing transportation services independently.

While coordination of transportation resources improves the use of resources among transportation providers, mobility management improves the use of resources by the user. Furthermore, mobility management aims to improve the user experience by ensuring the most appropriate service is provided for each individual user. Whereas most independent transit agencies provide information only about their own service, agencies performing mobility management provide information for multiple service providers in order to match individuals to the most appropriate, efficient, and cost-effective service given their transportation needs.

Specific strategies that should be implemented include:

- Implementing travel training programs designed to teach seniors, disabled persons, and low-income individuals to use fixed-route public transit
- Providing information and referral services to match individuals with existing transportation providers that are appropriate given their unique transportation needs
- Maintain a database of transportation providers to facilitate matching individuals with transportation providers

The Coordinated Plan

Chapter 6

Priorities for Project Funding

CHAPTER 6:
PRIORITIES FOR PROJECT FUNDING

This chapter provides strategic direction to assist SANDAG in selecting projects funded through the *TransNet* Senior Mini-Grant and Federal Transit Administration (FTA) Section 5310 programs. The specific strategies in this section were developed to meet the regional transit and specialized transportation needs as identified through various outreach efforts, demographic research, survey efforts, and transportation inventory analysis.

6.1 Requirement for Prioritization

The Fixing Americas Surface Transportation Act, the surface transportation bill authorizing funding through the Section 5310 program, requires that the prioritization of projects and strategies be included in the Coordinated Plan for SANDAG to distribute Section 5310 funds. This prioritization also helps Caltrans select projects for Section 5310 funding for non-urban areas in the San Diego region. The need for project prioritization is critical, as SANDAG and Caltrans receive more requests for funding than there are funds available for distribution. Additionally, this plan serves as a reference for decision making when new grant opportunities become available. For example, when the FTA recently announced availability of the Rides to Wellness Demonstration grant program, SANDAG supported those projects that were consistent with the Coordinated Plan priorities.

The list of priorities was developed through the public outreach program described in Chapter 2 and with the analysis of data gathered via surveys and mapping techniques included in Chapter 4. Chapter 5 assessed the transportation needs based on geography and highlighted the four main strategies that address these needs. These strategies are:

1. Evaluate and maintain existing transportation services
2. New or expanded services to meet identified gaps
3. Coordination of transportation resources
4. Mobility management

For each identified strategy, this chapter includes a table of priorities for funding and implementation. There are four priority levels for these strategies, ranging from "Very High Priorities" to "Low Priorities." Each table includes examples and notes the demographic population (Senior, Disabled, or Low Income) for which these strategies are appropriate. Areas that refer to "identified gaps in transportation service" refer to the geographic gaps identified in Chapter 4. The priority tables are included in Table 6.1 through Table 6.4.

Table 6.1 – Evaluate and Maintain Existing Transportation Services

	Priorities	Applicable Population(s)
Very High	**Maintain existing effective and efficient transportation services** Examples include: • Existing dial-a-ride/on-demand services • Existing volunteer driver programs • Existing shuttle programs • Existing transit fare subsidy programs	**Senior** **Disabled** **Low Income**
Very High	**Continue providing existing curb-to-curb, door-to-door (and door-through-door, when necessary) services for trips such as non-emergency medical transportation and grocery shopping in circumstances where paratransit is insufficient, inappropriate, or unavailable**	**Senior** **Disabled**
Very High	**Maintain assets in a state of good repair** Examples include: • Replace vehicles that have exceeded their minimum useful life	**Senior** **Disabled** **Low Income**
Medium	**Evaluate effectiveness of existing services** Examples include: • Examine consumer markets, travel demand, transportation service effectiveness, and operational efficiency to adjust service parameters • Survey program participants in an accessible/alternative format for customer satisfaction to evaluate transit service quality	**Senior** **Disabled** **Low Income**
Medium	**Study alternative funding sources for transportation** Examples include: • Study the feasibility of non-emergency medical transportation using Medicaid/Medi-Cal funding • Assess opportunities for private–public partnerships, fundraising, subsidies, and other alternative funding sources to support transit and specialized transportation	**Senior** **Disabled**

Table 6.2 – New or Expanded Services to Meet Identified Gaps

	Priorities	Applicable Population(s)
Very High	**Develop or expand transit or transportation solutions in areas with little or no other transportation options based on identified gaps (see Chapter 5)** Examples include: • New or expanded volunteer driver programs • New or expanded shuttle programs • New or expanded programs providing on-demand transportation solutions • Develop public–private partnerships to expand specialized transportation services	**Senior** **Disabled** **Low Income**
Very High	**Develop or expand transit or transportation solutions in areas with sufficient densities to support specialized transportation or coordinated services based on identified gaps (see Chapter 5)** Examples include: • New or expanded volunteer driver programs • New or expanded shuttle programs • New or expanded programs providing on-demand transportation solutions • Develop public–private partnerships to expand specialized transportation services	**Senior** **Disabled** **Low Income**
Very High	**Provide new curb-to-curb or door-to-door (and door-through-door, when necessary) services for trips such as non-emergency medical transportation and grocery shopping in circumstances where paratransit is insufficient, inappropriate, or unavailable**	**Senior** **Disabled**
High	**Improve first-mile/last-mile strategies to better connect to transit** Examples include: • Develop and/or coordinate feeder services (such as microtransit, shuttles, transportation network companies, carsharing, and bikesharing) that improve first-mile/last-mile connectivity to fixed-route transit	**Senior** **Disabled** **Low Income**
High	**Increase work-based transit service hours of operation to assist nontraditional work schedules**	**Disabled** **Low Income**
High	**Increase the level of service on fixed-route services** Examples include: • Increase service frequencies, including weekend hours, for fixed-route services • Increase paratransit service hours • Increase level of regional or corridor level transit service	**Senior** **Disabled** **Low Income**

Table 6.3 – Coordination of Transportation Resources

	Priorities	Applicable Population(s)
Very High	**Increase interagency coordination efforts to maximize existing capacity** Examples include: • Improve interagency referrals to deliver service more efficiently and avoid duplication of service • Improve coordination between transit operators to allow for flexible service area boundaries (beyond the ¾-mile requirement) and minimize transfers	**Senior** **Disabled** **Low Income**
Very High	**Increase interagency coordination of resources** • Joint procurement of insurance coverage and equipment, such as vehicles, software, and dispatching equipment • Develop centralized ride-scheduling and -dispatching system • Develop multi-agency vehicle-sharing and vehicle-maintenance programs • Develop a multi-agency driver-training program	**Senior** **Disabled** **Low Income**
High	**Implement interagency partnerships to secure funding** Examples include: • Partner with other transportation, social service, and/or healthcare providers to compete and secure grant funding • Collaborative and network-wide fundraising efforts	**Senior** **Disabled** **Low Income**
High	**Develop public–private partnerships to provide innovative transportation solutions** • Partner with private organizations to assist with transit pass subsidies • Partner with transportation network companies or private transportation providers to provide on-demand transportation solutions	**Senior** **Disabled** **Low Income**

Table 6.4 – Mobility Management

	Priorities	Applicable Population(s)
Very High	**Improve access to available services through coordination and enhanced customer service that connects riders to transit or specialized transportation services that most appropriately meet their needs** Examples include: • Provide information and referral services, matching individuals with existing transportation providers that are appropriate given their unique transportation needs • Maintain a database of transportation providers to facilitate matching individuals with transportation providers	**Senior** **Disabled**
High	**Provide educational resources to encourage more individuals to ride public transit** Examples include: • Develop a regional travel training program designed to teach seniors, disabled persons, and low-income individuals to use fixed-route transit	**Senior** **Disabled** **Low Income**
High	**Evaluate and upgrade transit stops and amenities where appropriate** Examples include: • Evaluate accessibility of transit facilities • Retrofit existing transit facilities to ensure accessibility and ADA compliance • Upgrade transit facilities to include shelters, benches, security measures, signage, and lighting where appropriate • Improve accessible travel paths to transit facilities • Improve accessible travel information and services, including increased language requirements and automated audio announcements at transit facilities	**Senior** **Disabled** **Low Income**

	Priorities	Applicable Population(s)
Medium	**Increase public awareness of available transit and specialized transportation services** Examples include: • Improve marketing of the CTSA's One-Call, One-Click Mobility Center, 511, 211 San Diego, and other similar services to better advertise transit and other specialized transportation programs • Expand public information regarding transit, specialized transportation, and alternative transportation programs and make information available in multiple languages and in alternate formats	**Senior** **Disabled** **Low Income**

The Coordinated Plan

Chapter 7

Funding

CHAPTER 7: FUNDING

Public transit and specialized transportation services in San Diego County are funded from a variety of public and private sources. The SANDAG Specialized Transportation Grant Program (STGP) funds projects and programs that expand mobility options for seniors and individuals with disabilities. Funding for the STGP comes from the following sources:

- Federal Transit Administration (FTA) Section 5310 provides federal funding for transportation projects that enhance the mobility of seniors and individuals with disabilities.
- Senior Mini-Grants provide *TransNet* funding for specialized transportation services for seniors whose special needs cannot be met by conventional transit or paratransit services.

This chapter outlines available funding sources, and includes the following sections:

7.1 Federal
7.2 State
7.3 Local

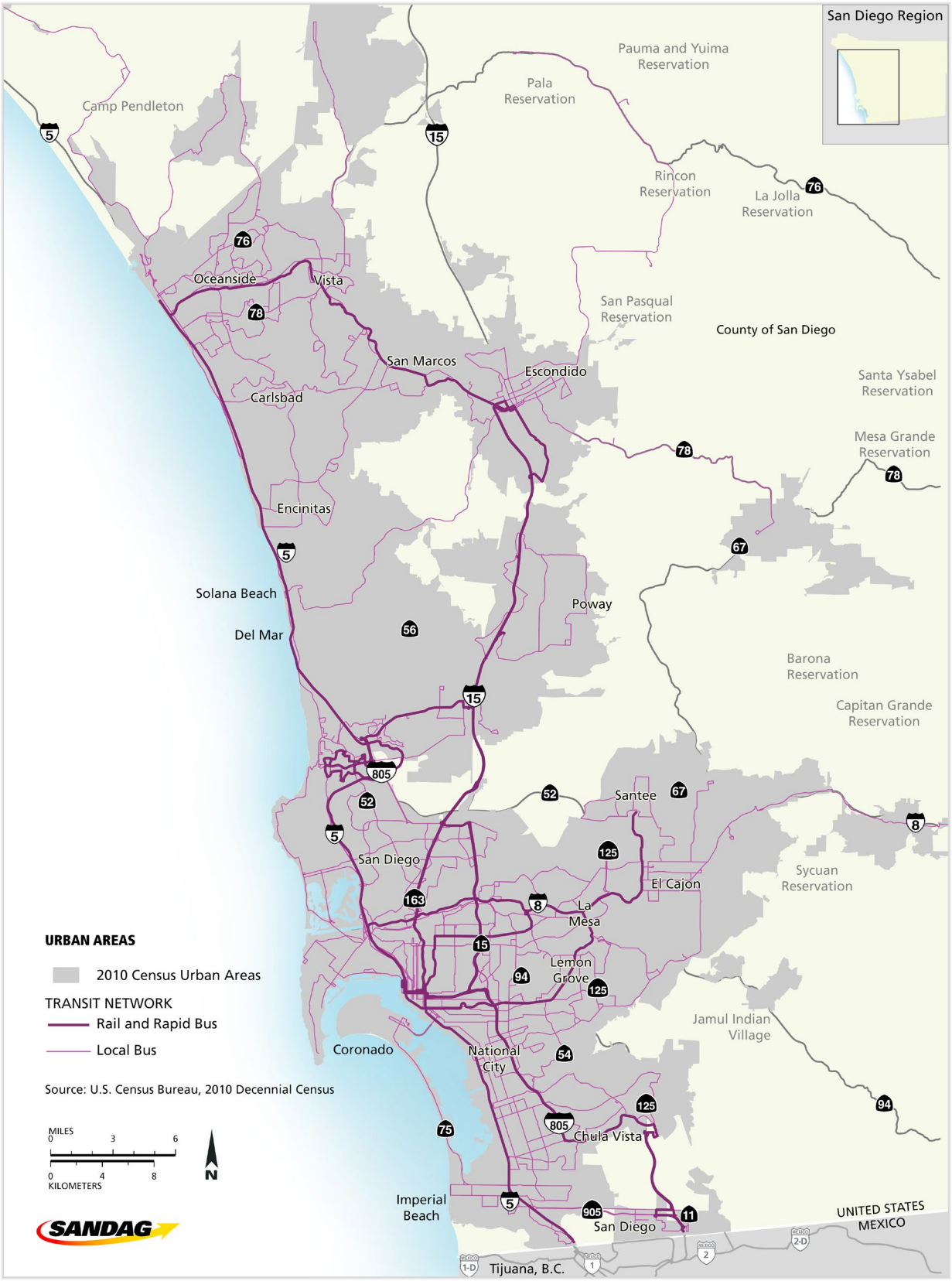
7.1 Federal

Funding for the federal highway, mass transit, and surface transportation safety programs is authorized periodically in a multi-year surface transportation reauthorization bill. Funds for the Department of Transportation and its related agencies, including the FTA and the Federal Highway Administration (FHWA), are apportioned each year through legislation passed by Congress and signed into law by the president. The FTA provides funds for the acquisition, construction, operation, and maintenance of public transportation systems through a number of discretionary and formula grant programs. Funding apportionments for formula grants are based on certain preexisting criteria, including census data. The Census Bureau designates an urbanized area as an incorporated area with a population of 50,000 or more, which applies to San Diego County (see Figure 7.1). The designated recipients for each geographic area receive a fixed apportionment based on a formula and are responsible for distributing those funds locally. Discretionary grant programs, conversely, require applicants to compete at a national level for funding. The type of projects awarded funds and the amount of funding awarded are at the discretion of the FTA.

Coordinated Transportation Plans first became a requirement under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005 to facilitate the distribution of Job Access and Reverse Commute (JARC) and New Freedom (formula) funds. SAFETEA-LU was extended through 2012, and within those seven years SANDAG distributed over $16.2 million to eligible grantees through a competitive process. In 2012, President Obama signed into law Moving Ahead for Progress in the 21st Century (MAP-21), authorizing $105 billion over two years. This bill eliminated JARC and New Freedom as standalone programs. Under MAP-21, SANDAG was designated to administer and competitively distribute the Enhanced Mobility of Seniors and Individuals with Disabilities Section 5310 program, aimed at improving mobility for seniors and individuals with disabilities.

In 2015, the president signed into law Fixing America's Surface Transportation (FAST) Act, which authorizes $305 billion over five years for federal surface transportation programs. The FAST Act further developed the program framework and reforms included in MAP-21 by continuing to include performance-based programs and policies. Under this program, SANDAG remains the designated recipient for Section 5310 funds. For both MAP-21 and the FAST Act, the Coordinated Plan continues to be a requirement to facilitate the distribution of Section 5310 funds.

Figure 7.1 – Census Defined Urbanized Area (Census 2010) of San Diego County



The following sections discuss different federal funding programs, both formula and discretionary, that are currently available.

Formula Funding Programs

FTA Section 5307 Urbanized Area Formula Funding Program

The Urbanized Area Formula Funding program (49 U.S.C. 5307) makes Federal resources available to urbanized areas and to Governors for transit capital and operating assistance and for transportation related planning in urbanized areas. An urbanized area is an Census-designated area with a population of 50,000 or more as determined by the U.S. Department of Commerce, Bureau of the Census.

These funds constitute the largest program for federal investment in public transportation. Eligible activities include planning, engineering, design, and evaluation of transit projects and other technical transportation-related studies; capital investments in bus and bus-related activities such as replacement of buses, overhaul of buses, rebuilding of buses, crime prevention and security equipment and construction of maintenance and passenger facilities; and capital investments in new and existing fixed guideway systems including rolling stock, overhaul and rebuilding of vehicles, track, signals, communications, and computer hardware and software. All preventive maintenance and some Americans with Disabilities Act (ADA) complementary paratransit service costs are considered capital costs. For urbanized areas with populations less than 200,000, operating assistance is an eligible expense.

Funding is apportioned by using legislative formulas. For rural areas (population of 199,999 and under), apportionments are based on population and population density. In urban areas (population of 200,000 or greater), factors such as bus revenue vehicle miles, bus passenger miles, fixed-guideway revenue miles, and fixed-guideway route miles are included in the formula alongside population and population density.

Two other special provisions under Section 5307 may be employed to direct these capital funds toward operations: the Capital Cost of Contracting and the ADA Services provisions. Capital Cost of Contracting allows the transit agencies to use the Section 5307 funds to pay a portion of costs of operating contracts based on the amount of capital being provided by the contractor. The proportions vary based on the type of contract and whether the contractor provides vehicles. The transit agencies may pay up to 80% of the ADA operating contracts with Section 5307 funds instead of using those funds for ongoing capital needs. Additionally, Section 5307 funds may be used to pay up to 90% of vehicle-related equipment attributable to compliance with the ADA and Clean Air Act. Funds apportioned by the FTA under Section 5307 remain available to the recipient for four fiscal years – the year of the apportionment plus three additional years.

SANDAG is the designated recipient of Section 5307 funds and allocates these funds to the transit agencies after a portion is set aside for SANDAG planning purposes. SANDAG policy has been to allocate 70% of the remaining funds to Metropolitan Transit System (MTS) and 30% to the North County Transit District (NCTD). The FAST Act allocated $5.26 billion in FY 2019 and $5.37 billion in FY 2020. The San Diego region is expected to receive $70.4 million in FY 2019 and $71.3 million in FY 2020.

FTA Section 5310 Enhanced Mobility for Seniors and Individuals with Disabilities Formula Funds

The Enhanced Mobility for Seniors and Individuals with Disabilities Formula Program makes federal resources available to assist in meeting the transportation needs of older adults and individuals with disabilities when the current options are insufficient, not available, or not appropriate to meeting those needs. Eligible activities include, but are not limited to: capital procurement or vehicle purchases to provide transportation to seniors; mobility-management programs; travel training; volunteer driver programs; and providing on -demand service. Funds are apportioned either to states (for all areas with a population under 200,000) or large urbanized areas (over 200,000 in population) and are based on each geographical area's share of the target populations. Eligible projects also must be included in the Coordinated Plan to be eligible for funding.

In 2014, SANDAG was authorized by the governor of the State of California to be the designated recipient of the Section 5310 funds for the San Diego region. As the designated recipient, SANDAG receives an annual apportionment of funds based on the formula and must distribute the funds to eligible recipients. Eligible recipients include private nonprofit organizations, state or local government authorities, and operators of public transportation. Current legislation requires recipients to allocate funding to "traditional" and "non-traditional" projects. At least 55% of the program funds must be spent on capital projects that would have been eligible under the former Section 5310 program, which is defined as "public transportation projects planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities when public transportation is insufficient, inappropriate, or unavailable." These projects are more commonly referred to as traditional projects. The remaining 45% may be allocated for "public transportation projects that exceed the requirements of the ADA; public transportation projects that improve access to fixed-route service and decrease reliance by individuals with disabilities on complementary paratransit; or alternatives to public transportation that assist seniors and individuals with disabilities." These projects are considered "non-traditional." A local match is required for each project: 50% local match for operating expenses and 20% local match for capital and mobility management expenses.

Under the FAST Act, Section 5310 outlines modest growth for the program (10.6% over five years), totaling $1.37 billion. In FY 2019, $278 million is authorized nationally, of which the San Diego region is expected to receive approximately $2.3 million. In FY 2020, $288 million is authorized nationally, of which the San Diego region is expected to receive approximately $2.4 million. The FAST Act included two provisions in the Section 5310 Program. First, the bill amends the program to include a $15.3 million pilot program for Innovative Coordinated Access and Mobility. This pilot program, described in more detail below, will assist in financing innovative projects for the transportation disadvantaged that improve the coordination of transportation services and non-emergency medical transportation services. The second change requires the Interagency Transportation Coordinating Council on Access and Mobility to publish a new strategic plan that would identify a strategy to strengthen interagency coordination and examine the proposed changes to federal regulations that will eliminate federal barriers to local transportation coordination.

FTA Section 5311 Non-Urbanized Area Formula Funds

Whereas Section 5307 funds urbanized areas over 50,000 people, Section 5311 provides capital, planning, and operating assistance for public transportation in non-urbanized (or rural) areas. Funds are allocated according to a statutory formula based on each state's population in rural and urbanized areas. These funds may be used for operations requiring a dollar-for-dollar match. They may be used for capital at an 80/20 federal to non-federal ratio.

Section 5311 is funded through the FAST Act at $659 million in FY 2019 and $673 million in FY 2020. The apportionment to California was $31.3 million in FY 2019 and the apportionment for FY 2020 is $31.7 million. In California, Caltrans allocates the Section 5311 funds to counties on a rural population basis. Of San Diego County's portion, NCTD receives 59% of the funding and MTS receives 41%.

As a set-aside within the non-urbanized formula funding program, Section 5311(c)—Tribal Transit Formula Grants—provides funding to federally recognized Native American tribes to provide public transportation services on and around Native American reservations or tribal land in rural areas. Funding is allocated by both statutory formula and through a competitive discretionary program.

Congestion Mitigation and Air Quality Improvement Program

Administered by the FTA, the Congestion Mitigation and Air Quality Improvement (CMAQ) program provides a flexible funding source for transportation projects that help meet the requirements of the Clean Air Act. These funds can be used for a range of activities, including transportation systems management, transportation demand management (TDM), transit capital projects, and certain transit-operating expenses. Transit operators are not the only agencies that qualify for these grants, and there can be stiff competition for these funds.

Under the FAST Act, CMAQ funds can be used not only for attainment of ambient air quality standards, but also to maintain standards in attainment areas.

In FY 2019, California received $489.6 million in CMAQ apportionments, of which the San Diego region received $33.3 million. In FY 2020, California was apportioned $497.6 million, of which San Diego received $33.9 million. Historically, the region has used this funding for TDM programs and projects that support alternative modes of transportation, including Express Lanes and intercity rail double-tracking.

Surface Transportation Program

The Surface Transportation Program (STP) provides funding that may be used by states and localities for a wide range of projects to preserve and improve the conditions and performance of surface transportation including highway, transit, intercity bus, bike, and pedestrian projects. Similar to CMAQ, STP funds are considered a flexible funding source that legislatively allow recipients to choose how funds should be used as local needs dictate. SANDAG converts both STP and CMAQ dollars into usable 5307 dollars through the FTA in order to fund coastal rail projects. The FAST act expands the existing STP into a Surface Transportation Block Grant Program (STBGP).

Under MAP-21, the Transportation Alternatives Program (TAP) was a standalone program for funding bike, pedestrian, and other alternative transportation projects. The FAST Act eliminates the existing federal authorization for TAP and moves it into the STBGP as two set-aside programs called the TAP STBGP Set-Aside and the TAP STBGP Recreational Trail Set-Aside. Additionally, the FAST Act expands eligible recipients for funds to include nonprofits responsible for administration of local educational and awareness programs and requires annual reports from state and local planning organizations on the number of project applications and awards.

In FY 2019, California was apportioned $1.02 billion in STBGP funds, of which the San Diego region is estimated to receive $40 million. In 2020, California was apportioned $1.04 billion in STBGP funds, of which the San Diego region is estimated to receive $41 million.

In FY 2019, California was apportioned $35.1 million in TAP STGP Set-Aside funding, of which San Diego was apportioned $2.79 million. In FY2020, California was apportioned $30 million in TAP STGP Set-Aside funding, of which San Diego was apportioned $2.79 million.

FTA Section 5337 State of Good Repair Grants

This program provides capital assistance for maintenance, replacement, and rehabilitation projects of existing high-intensity fixed guideway and high-intensity motorbus systems to maintain a state of good repair. Additionally, State of Good Repair (SGR) grants are eligible for developing and implementing Transit Asset Management plans.

Under the FAST Act, the SGR program gains significant increases in authorization levels. In FY 2020, the program was funded at $2.66 billion, of which the region received approximately $39.8 million in high-intensity fixed guideway SGR funds and $4.8 million in high-intensity motorbus SGR funds. In FY 2019, $2.9 billion was funded nationally, of which the region received $43.2 million in high-intensity fixed guideway SGR funds and $5.3 million in high-intensity motorbus SGR funds. In the San Diego region, these funds are used to contribute to the rail capital needs of the region and preventative maintenance.

FTA Section 5339(a) Grants for Buses and Bus Facilities Formula Program

This program provides funding to states and transit agencies through a statutory formula to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities. In addition to the formula allocation, this program includes two discretionary components new under the FAST Act: the Bus and Bus Facilities Discretionary Program and the Low or No Emissions Bus Discretionary Program.

The Bus and Bus Facilities Program apportioned $627.9 million nationally in FY 2020. From the formula portion of the program, the San Diego region is expected to receive $6.75 million. The program apportioned $610 million nationally in FY 2019, and the San Diego region was apportioned $6.5 million.

Discretionary Funding Programs

FTA Section 5309 Capital Investment Grants

As the FTA's primary grant program for funding major transit capital investments including heavy rail, commuter rail, light rail, street cars, and bus rapid transit, this discretionary grant program is unlike most others in government. Instead of an annual call for applications and selection of awardees, the law requires that projects seeking Capital Investment Grant (CIG) funding complete a series of steps over several years to be eligible for funding.

The CIG Program was authorized at approximately $2.5 billion in both FY 2019 and FY 2018. Locally, San Diego was apportioned $100 million for the Mid-Coast Corridor Transit Project in both fiscal years. The bill reduces the maximum federal share from 80% to 60% of project costs; however, other federal funds, including STBGP or CMAQ, may be used to supplement the full funding grant agreements up to 80%.

SANDAG secured a Full Funding Grant Agreement for the Mid-Coast Corridor Transit Project in mid-2016 in the amount of $1 billion. The Fixed Guideway CIP Program will provide approximately 50% of the total project's cost of $2.1 billion.

The FAST Act created a pilot program that streamlines regulatory steps for up to eight grants for new fixed-guideway capital projects, core capacity improvement projects, or Small Starts projects seeking a federal funding level of 25% or less. Additionally, the threshold for a Small Starts project increased, so projects with a total cost of $300 million and a federal share of $100 million would qualify. Joint public transportation and intercity passenger rail projects also gain eligibility for funding from CIG funds. CIG funding could be allocated to future new or expanded fixed guideways in the region as identified in the Regional Plan.

7.2 State

State funding sources generally include motor fuel taxes, special fuel taxes, vehicle registration fees, and driver's license fees. State funding for transit projects is available through the State Transportation Improvement Program (STIP) and the state's Proposition 1B (Transportation Bond), approved by voters in 2006. In addition to the STIP, State Transit Assistance is funded with 50% of the Public Transit Account revenues. Vehicle registration fee money is available as a potential funding source through Assembly Bill 2766 (Sher, 1990) (AB 2766). AB 2766 allows an Air Pollution Control District (APCD) to collect a $4 motor vehicle registration fee surcharge, which allows the San Diego APCD to fund its mobile source emission-reduction programs and leverage additional incentives for further motor vehicle emission reductions. Most recently, the California legislature passed Senate Bill 1 (Beall, 2017) (SB 1) on April 6, 2017, and it was signed into law by the governor of California on April 28, 2017. SB 1 provides funds for public transportation, roadway, freeway, and bridge repair in communities across California.

▶ Cap and Trade

The 2015 state budget included a new revenue source that would provide continuous appropriation of Cap and Trade Auction Revenues to transit and rail investments. The intercity rail is a competitive program, while the transit program is on a formula basis. The Affordable Housing and Sustainable Communities Program supports projects that implement land use, housing, transportation, and agricultural land preservation practices. -

In 2014, The Transit and Intercity Rail Capital Program (TIRCP) was created by Senate Bill 862 to provide grants from the Greenhouse Gas Reduction Fund to fund capital improvements and operational investments that will modernize California's transit systems and intercity, commuter, and urban rail systems to reduce emissions of greenhouse gases by reducing vehicle miles traveled throughout California. The goals of the TIRCP are to fund capital improvements and operational investments that will reduce greenhouse gas emissions, modernize California's intercity rail, and improve bus and rail transit systems. In FY 2019, SANDAG secured $3.5 million for Poinsettia Station Improvements and $17.5 million for the Elvira to Morena LOSSAN Double Track project; In FY 2020, SANDAG secured an additional $3.6 million for the Elvira to Morena Double Track project. On April 21, 2020, SANDAG was awarded $12.1 million for the SDConnect: San Diego Rail Improvement Program, which will fund the construction of an additional track and platform in El Cajon, and will also provide funding for Phase 5 of the Del Mar Bluffs Stabilization Project.

State Transportation Improvement Program

The STIP is a five-year program of eligible transportation projects for the State of California per STIP guidelines and under the purview of the California Transportation Commission (CTC). The STIP is updated every two years by each of the Regional Transportation Planning Agencies (RTPAs) in the state. RTPAs are responsible for submitting the programming request for their county share on a biennial basis to fund eligible projects with available revenue over the next five fiscal years. STIP funds are divided into two broad programs and are allocated by county based on a formula. The regional component comprises 75% of all STIP funds, and the interregional component comprises the remaining 25%.

The Interregional Transportation Improvement Program (ITIP) is a five-year program managed by Caltrans. Developed in cooperation with RTPAs to ensure an integrated transportation program, the ITIP promotes the goal of improving interregional mobility and connectivity across California.

The Regional Transportation Improvement Program (RTIP) is a five-year program of proposed transportation projects within a region. Each RTPA develops and adopts an RTIP for their region. SANDAG is responsible for developing the RTIP for the San Diego region, which incrementally implements the long-range transportation plan outlined in San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP). All projects funded through the STIP also are included in the SANDAG RTIP.

The final adopted 2016 STIP covers the period of FY 2017 to FY 2021. The STIP includes $670,934 programmed in FY 2019 and $806,222 programmed in FY 2020 for planning, programming, and monitoring projects.

State Transit Assistance

The State Transit Assistance (STA) program provides funding for allocation to local transit agencies to fund a portion of the capital and operating costs associated with local mass transportation programs. STA funding is derived from the statewide sales tax on diesel fuel. The State Controller's Office allocates the tax revenue by formula to planning agencies and other selected agencies. The formula allocates 50% of STA funds according to population and the remaining 50% according to transit operator revenues from the prior fiscal year. The State Controller's Office provides estimates of funding allocation for the upcoming fiscal year in February of each year. Based on the FY 2020-2021 allocation estimate, $39.9 million will be available to the San Diego region.

Senate Bill 1 Road Repair and Accountability Act of 2017

The California legislature passed Senate Bill 1 (Beall, 2017) (SB 1) on April 6, 2017, and it was signed into law by the governor of California on April 28, 2017. SB 1 provides funds for roadway, freeway, and bridge repair in communities across California. The goal is to address a backlog of needed repairs and upgrades to the infrastructure throughout the state with clean, sustainable transportation options for the future, including bike and pedestrian projects, public transportation, and rail systems. SB 1 will also provide an influx of funding to the State's Transportation and Intercity Rail Capital Program (TIRCP).

The CTC recommended the San Diego region be awarded $312 million to go to three projects: $195 million is to further fund the North Coast Corridor program, which includes coastal rail and transit upgrades, in addition to adding express lanes to Interstate 5; $82 million will fund the California–Mexico Border System project to continue reducing wait times; and $10.5 million will further fund the Sorrento-to-Miramar Double-Track project aimed at improving rail service along the LOSSAN Rail Corridor. The remaining funds will go toward funding local transportation projects around the region.

Active Transportation Program

The Active Transportation Program (ATP) was created by Senate Bill 99 (Chapter 359, Statutes of 2013) and Assembly Bill 101 (Chapter 354, Statutes of 2013) to encourage increased use of active modes of transportation, such as biking and walking. SB 1 (Chapter 2031, Statutes of 2017) added an additional $100 million per year in funding from the Road Maintenance and Rehabilitation Account. The ATP is administered jointly by the CTC and Caltrans.

State and federal law segregate the ATP into multiple overlapping components. ATP funds are distributed through three separate competitive programs:

- Small Urban/Rural Competition – 10% of ATP funds are distributed to small urban and rural areas with populations of 200,000 or less via a competitive process administered jointly by the CTC and Caltrans. Small urban areas are those with populations of 5,001 to 200,000. Rural areas are those with populations of 5,000 or less. Projects within the boundaries of a Metropolitan Planning Organization (MPO) in urban areas with populations greater than 200,000 (e.g., San Diego) are not eligible for funding in the Small Urban or Rural programs.

- Statewide Competition – 50% of ATP funds are distributed to projects competitively awarded by the CTC on a statewide basis.

- Regional Competition – 40% of ATP funds are distributed to MPOs in urban areas with populations greater than 200,000. These funds are distributed based on total MPO population. The funds allocated under this portion of the ATP must be selected through a competitive process facilitated by the MPOs. As an MPO, SANDAG is the administrator for the San Diego regional competition. Projects not selected for programming in the statewide competition must be considered in the Regional Competition.

A minimum of 25% of the funds distributed by each of the three competitions must benefit disadvantaged communities.

Local, regional, and state agencies are eligible to apply for both the statewide and regional competitive programs. Examples of eligible agencies include, but are not limited to, cities, counties, MPOs, and Regional Transportation Planning Agencies. Other eligible applicants include Caltrans, transit agencies, natural resources or public land agencies, public schools or school districts, tribal governments, and private nonprofit tax-exempt organizations.

SANDAG not only administers the San Diego regional ATP competition, but also is eligible to apply. During the last cycle (Cycle 4), SANDAG received approximately $16 million in funding, for active transportation projects in the San Diego region, including approximately $9.9 million for two SANDAG projects: the University Bikeway project, and the GO by BIKE San Diego: Education and Encouragement Start-Up Program .

7.3 Local

Local funds include revenue from *TransNet*, the half-cent regional sales tax for transportation; Transportation Demand Act (TDA) funds; transit fare revenues; and other miscellaneous local funds such as advertising revenue, concessions, and real estate development.

TransNet

Since 1988, *TransNet*, the half-cent sales tax dedicated for local transportation projects, has been instrumental in expanding the transportation system, reducing traffic congestion, and advancing critical transit projects. In November 2004, 67% of the county's voters approved a 40-year extension of the *TransNet* Ordinance (to 2048). In January 2020, it was estimated that the *TransNet* extension would generate an additional $10.5 billion for public transit, highway, and local street and road improvements; however, due to the COVID-19 pandemic, it is anticipated that this forecast will change.

The *TransNet* Ordinance prescribes funding for specific programs through the 40 years, including stipulating that 16.5% of the annual *TransNet* revenues be dedicated for transit system improvements, the majority of which is allocated by population to the two transit operators. Per the Ordinance, the transit operators must limit the increase of their total operating costs from one fiscal year to the next to no more than the increase in the Consumer Price Index for San Diego County over the same period. If this requirement is not achieved, the operators may not receive any additional funding. However, the operators may also request the exclusion of certain cost increases that were due to external events beyond their control (such as fuel costs). Of the 16.5% of revenues dedicated to transit, 94.25% can be used for either capital or operating needs, 2.5% is designated toward ADA paratransit services, and the remaining 3.25% is reserved for distribution through the Senior Mini-Grant (SMG) Program.

The SMG program is a competitive grant program administered by SANDAG. The SMG program seeks to improve mobility for seniors throughout the county by funding innovative and cost-effective specialized transportation services for older adults. Eligible projects may include senior shuttles, volunteer driver programs, travel training, and the brokerage of transportation services. The allocation of SMG funds through the Coordinated Plan competitive process are shown in Table 7.1.

In addition to the 16.5% of *TransNet* funds reserved for transit capital and operating, 38% of annual *TransNet* revenues are reserved for major transportation corridor improvements, including freeway, highway, and transit projects. Of this amount, approximately 28% is for *Rapid* and rail capital improvements. Some of these projects are already complete, including the NCTD SPRINTER; MTS *SuperLoop Rapid*; *Rapid* Routes 215, 235, and 237; and the Trolley Renewal project. Major corridor capital projects that currently are being implemented are the South Bay *Rapid* and Mid-Coast Trolley extension projects.

Finally, an additional 8.1% of all *TransNet* revenues is set aside for operating the services built through the transit portion of the *TransNet* major corridor improvement program.

Table 7.1 – FY 2020 *TransNet* Senior Mini-Grant Projects Funded Through the Coordinated Plan

The *TransNet* Senior Services Transportation Grant Program is a competitive grant program awarded for projects and operations that support mobility and access for seniors[1]

Project Number	Grantee	Project Title	Anticipated Expenditures			
			Grant Amount	Prior[2]	FY 2020	FY 2021 - FY 2022
1270400	City of La Mesa	Rides4Neighbors	$1,726,153	$1,312,677	$267,751	$145,725
1270500	City of Oceanside	Seniors for Solutions on the Go	$1,882,828	$1,679,105	$75,062	$128,661
1270800	FACT	RideFACT	$1,783,470	$1,268,261	$315,209	$200,000
1271000	Jewish Family Service	On the Go (North County Inland)	$1,934,238	$1,479,590	$293,003	$161,645
1271100	Peninsula Shepherd	Out and About	$566,344	$418,162	$80,182	$68,000
1271300	Traveler's Aid	SenioRide	$1,659,103	$1,259,103	$200,000	$200,000
1272600	Traveler's Aid	RIDEFinder	$85,500	-	$43,500	$42,000
1271800	Jewish Family Service	On the Go (Eastern San Diego)	$934,733	$476,768	$289,783	$168,182
1271900	FACT	CTSA & Brokerage Services	$1,578,656	$829,340	$449,316	$300,000
1272000	Jewish Family Service	On the Go (Northern San Diego)	$1,260,511	$877,120	$215,977	$167,414
Totals - Active Grants			**$13,411,536**	**$9,600,126**	**$2,229,783**	**$1,581,627**
Subtotals - 57 Projects completed prior to FY 2019			**$4,484,279**	**$4,484,279**		
Grand Total - *TransNet* Senior Services Transportation Grant Program			**$17,895,815**	**$14,084,405**	**$2,229,783**	**$1,581,627**

Notes:
(1) The grant awards shown reflect the current and active SANDAG projects per the FY 2009 - FY 2019 Call for Projects as approved by the Board of Directors on September 26, 2008, February 25, 2011, March 22, 2013, February 27, 2015, July 22, 2016, March 24, 2017, and March 22, 2019. As grant projects are completed, original grant awards may be reduced to reflect actual costs at close out, with remaining funds returned to the pool for future use.
(2)Prior Expenditures are calculated based on actual previous expenditures plus estimated expenditures for FY 2019. Prior Expenditures from completed projects are actual project costs. Any grant balance remaining is used for future call for projects in the *TransNet* Senior Services Grant Program.

Transportation Development Act

The TDA of 1971 provides funding to be allocated to public transit and non-transit-related purposes that comply with regional transportation plans. The TDA provides two funding sources – STA, which was described previously, and the Local Transportation Fund (LTF). LTF is derived from a quarter cent of the general sales tax collected statewide. The State Board of Equalization returns the general sales tax revenues to each county's LTF based on sales tax collected in each county.

TDA comprises the largest source of subsidy for the San Diego region's transit operators and for non-motorized transportation projects. TDA funds may be used for a wide variety of transportation programs, including operations, planning, and program activities; pedestrian and bicycle facilities; community transit services; public transportation; and bus and rail projects. If certain conditions are met, counties with populations under 500,000 also may use the LTF for local streets and roads, construction, and maintenance.

As RTPA, SANDAG is responsible to release the apportionment of TDA funds each year in conformance with state statute. Similar to the *TransNet* Ordinance discussed on page 7-17, the TDA also requires transit operators must limit the increase of their total operating costs from one fiscal year to the next to no more than the increase in the Consumer Price Index for San Diego County over the same period. If this requirement is not achieved, the operators may not receive any additional funding. However, the operators may also request the exclusion of certain cost increases that were due to external events beyond their control (such as fuel costs or start-up costs for new transit services). The transit operators and other member agencies submit their annual TDA claims based on the annual apportionment and in compliance with SANDAG Board Policy No. 027, Transportation Development Act.

Legislative priorities established by state law earmark a portion of TDA funds for administrative-related expenses rendered by SANDAG; County Auditor expenses; planning (less than 3%); bicycle and pedestrian facilities (less than 2%); and community transit services (less than 5%). The remaining apportionment, along with prior year carryover funds, is available to be claimed by the two transit operators based on the population estimates published by the California Department of Finance estimates. According to the 2019 apportionment, approximately 71% of remaining TDA funding is allocated to MTS and 29% is allocated to NCTD.

As mentioned above, 5% of the annual TDA apportionment (TDA Section 4.5) funds Community Transit Services. This includes services for persons who cannot otherwise use conventional transit services (such as persons with disabilities). Eligible applicants for this funding are cities, counties, public transit operators, and the Consolidated Transportation Services Agency (CTSA). According to SANDAG Board Policy No. 027, 2% of the total available under TDA Section 4.5 is set aside to support the CTSA for the San Diego region, which is FACT. The remaining funds in this section are divided between MTS and NCTD service areas based on the aforementioned formula to support their respective ADA paratransit services. A summary of the FY 2021 TDA claims is shown in Table 7.2.

Table 7.2 – Transportation Development Act FY 2021 Apportionment and Estimates

	FY 2021 Apportionment	FY 2022 Estimate ($000s)	FY 2023 Estimate ($000s)	FY 2024 Estimate ($000s)	FY 2025 Estimate ($000s)
Total Apportionment[1,2]	**$158,865,411**	**$164,564**	**$170,595**	**$176,455**	**$182,673**
Less County Auditor Expenses (PUC 99233.1)	(50,000)	(51)	(52)	(53)	(54)
Less SANDAG Administration (PUC 99233.1)[3]	(552,724)	(753)	(594)	(614)	(816)
Less 3% Planning Funds (PUC 99233.2)	(4,747,881)	(4,913)	(5,098)	(5,274)	(5,454)
Less 2% Bicycle/Pedestrian Funds (PUC 99233.3)	(3,070,296)	(3,177)	(3,297)	(3,410)	(3,527)
Less 5%Community Transit Service (PUC 99233.7)	(7,522,226)	(7,784)	(8,078)	(8,355)	(8,641)
Subtotal	**$142,922,285**	**$147,887**	**$153,476**	**$158,749**	**$164,181**
Total Available for MTS	101,588,031	105,117	109,090	112,837	116,699
Less Regional Planning/Capital Projects[4]	(478,688)	(214)	(214)	(214)	(214)
Less Transferred Functions[5]	(2,045,753)	(2,117)	(2,197)	(2,272)	(2,350)
Total Community Transit Service	5,239,804	5,422	5,627	5,820	6,019
Total Available to Claim	**$104,303,393**	**$108,208**	**$112,305**	**$116,171**	**$120,154**
Total Available for NCTD	41,334,254	42,770	44,386	45,911	47,482
Less Regional Planning/Capital Projects[4]					
Less Transferred Functions[5]	(692,349)	(716)	(743)	(769)	(795)
Total Community Transit Service	2,131,977	2,206	2,289	2,368	2,449
Total Available to Claim	**$42,773,883**	**$44,260**	**$45,933**	**$47,510**	**$49,137**
Total Available for SANDAG:					
Regional Planning/Capital Projects	478,688	214	214	214	214
Transferred Functions	2,738,102	2,833	2,940	3,041	3,145
SANDAG Expenses[3]	552,724	753	594	614	816
3% Planning Funds	4,747,881	4,913	5,098	5,274	5,454
Prior Year Carryover	0				
Total Available to Claim	**$8,517,394**	**$8,712**	**$8,846**	**$9,143**	**$9,629**
Total Community Transit Service (CTSA)	**$150,445**	$156	$162	$167	$173
Prior Year Carryover	$0				
Total Available to Claim	**$150,445**	**$156**	**$162**	**$167**	**$173**

*Totals may not add up due to rounding

[1]The County Auditor provided the apportionment for FY 2021. The projected estimates for FY 2022 to FY 2025 are based on the growth rate in retail sales as forecasted by SANDAG and excludes interest and prior year excess funds.

[2]Apportionment distribution is based on the population estimates published by the California Department of Finance (DOF) estimates as of January 2019 - approximately 71% for MTS and 29% for NCTD.

[3]The SANDAG Administration cost rises in FY 2022 and FY 2025 disproportionately due to costs associated with the triennial performance audit. All other annual increases in SANDAG administrative share are consistent with the estimated growth in the TDA.

[4]Represents the local match for federally funded regional planning and transit capital development projects identified in the FY 2021 transit CIP as provided by MTS and NCTD. The projects funded are scheduled to be included as part of the FY 2021 Capital Improvement Program scheduled for Transportation Committee/Board action at their March or April meetings. As a result, this amount is subject to change.

[5]Based on Addendums No. 3 and No. 4 to the Master Memorandum of Understanding between MTS, NCTD, and SANDAG. For NCTD, 26.09% of this share is transferred back to NCTD to be used for TDA-eligible purposes.

Fares

The collection of fares on transit provides an additional revenue source for the transit operators. SANDAG is responsible for the setting of transit fares in the San Diego region through SANDAG Board Policy No. 029, the Regional Fare Policy and Comprehensive Fare Ordinance. Since 2007, SANDAG has periodically increased fares upon request of the transit agencies. Recently, SANDAG has worked to implement a more simplified fare structure with the amendment of the Comprehensive Fare Ordinance in in February 2019.

It also is recognized that there are clear limitations on raising fares, and there are market forces that need to be considered carefully. It should be emphasized that fare increases are not easily accomplished, and that modification to fare policy will not independently change the dynamics of the situation facing public transit in this region.

As mentioned above, the fares were most recently changed in FY 2019. This stemmed from a recommendation made to SANDAG through the most recent state TDA Triennial Performance Audit, which include recommendations to simplify the fare structure. A working group conducted research, gathering feedback, and drafted fare options. The revised fares were implemented by MTS and NCTD in September 2019. An additional fare analysis will be completed in FY 2020 and FY 2021 and is anticipated to coincide in advance of the opening of the Mid Coast Trolley Extension in FY2022.

Tolls

Existing and future Express Lane programs on regional freeways allow revenues from the roadway to be used to support transit services. Currently, excess capacity on the Interstate 15 (I-15) Express Lanes is made available to single-occupancy vehicles for a fee administered by the FasTrak® program. After paying for administration of the FasTrak program, remaining revenue is used in the I-15 corridor exclusively for the improvement of transit service, including, but not limited to, support for transit operations; transportation corridor improvements; and, high-occupancy vehicle facilities, and cannot be used for any other purpose. To date, MTS has received over $15 million in revenue through the I-15 FasTrak program. In 2018, MTS received an additional $6.5 million in funding from revenue generated by SR 125 for the South Bay Rapid capital project. The annual amount made available for transit varies based on the tolls generated by the Express Lanes and administrative costs. The SANDAG Board has committed to providing $500,000 per year for I-15 transit services and evaluates revenue performance to determine if there is sufficient net revenue to pass through an additional $500,000.

SANDAG owns and operates the South Bay Expressway (SBX), which is a ten-mile stretch of State Route (SR) 125 that runs from Otay Mesa Road near SR 905 to SR 54. In 2012, SANDAG lowered SBX tolls by up to 40% in an effort to improve mobility within the region. The tolls were lowered enough to achieve this goal, while still generating enough revenue for operations, maintenance, debt (from purchasing the toll road from its previous owner), and future improvements. In 2017, SANDAG refinanced its outstanding loans, securing a more conservative level debt service structure and saving more than $147 million in total cash flows, which equate to $88 million on a present value basis.

Air Pollution Control District Quality Improvement Fund

The County of San Diego's APCD continues to provide funding for juror transit passes.

Caltrans Mitigation Funds

In special cases where highway construction creates additional congestion, some special funding has been available to transit operators to pay for additional transit services. Temporary mitigation funding may be available for future highway projects.

Other Potential Revenue Sources

The 2019 Federal RTP explores new funding sources and evaluates them based on their potential application to regional projects. New funding sources include the creation of levying fees, or taxes, which have been pursued by other regions or in other jurisdictions at the local level. Consideration of these alternatives generates a number of policy questions, the answers to some of which may require changes in state and/or federal law.

Other Local Sales Tax Measures

The creation of a supplemental sales tax funding measure (in addition to the *TransNet* sales tax) is a potential option to increase available dollars for transit operations. Before the region asks the voters for a new tax, careful assessment of priority issues for the voters must be made. Among the priorities being evaluated is funding for dedicated transit operations, additional transportation capital improvements, and other areas. A new tax, however, would provide the region with the greatest amount of flexibility and stability, as the revenues would be controlled regionally. A new sales tax also would create a new source of revenue to supplement existing sources.

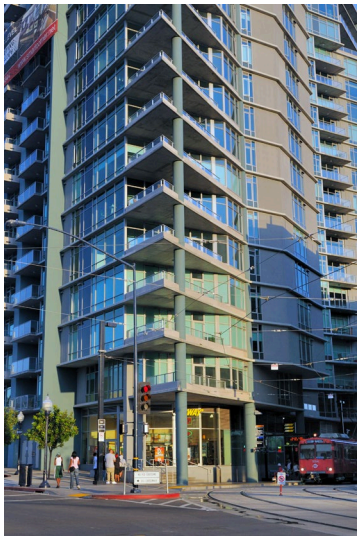
California Assembly Bill 805 (Gonzalez Fletcher, 2017) was approved by the governor of California and filed with the secretary of state on October 11, 2017. This bill authorizes MTS and NCTD to individually impose specified transactions and use taxes within their respective portions of the county (subject to approval of $^2/_3$ of the voters and various other requirements), with revenues to be used for public transit purposes within their respective jurisdictions. In 2019, MTS began to explore placing a ballot measure before voters within its jurisdiction, with the intent to place the measure on the ballot for the November 2020 election. However, in April 2020, the MTS Board of Directors decided not to pursue a ballot measure due to the economic effects of the COVID-19 global pandemic.

Road User Charges

As the popularity of hybrid and electric vehicles increases, and as gasoline vehicles have greater fuel economy, the state gas taxes are not generating as much funding as in prior years. To make up for these funding shortfalls, the state completed the California Road Charge Pilot Program in 2017. This program looked at having drivers pay to maintain roads based on the distance or period of time spent traveling rather than the gallons of gasoline purchased. In the future, Caltrans, along with the FHWA, may investigate the feasibility of a pay-at-the pump option for a road charge system. More information regarding this program can be found online at dot.ca.gov/road_charge/.

Transit Center User Fees

Parking structures and other facilities located at transit centers often are at or near capacity. Establishing user fees at these facilities is a potential revenue source. While user fees can help manage the use where parking supply is constrained relative to demand, care must be exercised to develop a fee structure that does not discourage use of transit services to the point that it significantly reduces ridership. SANDAG and the transit agencies have the authority to implement user fees at transit facilities. Currently, there are no transit centers that require a user fee. However, electric charging stations at the Sabre Springs Transit Station are available for public use for a fee. Revenues generated from the electric charging stations help to offset maintenance costs.



Transit-Oriented Development/Joint Development

Transit-Oriented Development and joint development around transit stations can benefit transit systems by increasing the number of residents and/or employees within walking distance of transit services and generating revenues through the sale/lease of transit station rights-of-way/air rights. This strategy has been implemented successfully at several rail stations in the San Diego region, and is being factored into the development of future transit service to be considered in the 2021 Regional Plan. As the land values continue to rise, the sale or lease of air rights is an attractive income opportunity for transit operators and agencies. The cost of construction may be considerably higher; however, the high land value secures reasonable economic feasibility.

Development Impact Fees and Exactions

Development Impact Fees (DIF) are fees collected by local agencies to grant development permits that are tied to certain infrastructure improvements. The DIF also could be a vehicle to fund regional transportation mitigation projects. An analysis of these options must include recognition that DIFs may be opposed by the development community, as additional fees would increase their cost of doing business. Public agencies also may find it hard to bond against projected DIF revenue, since the revenues materialize only once the development is implemented. DIFs currently can only be applied to transit capital expenses and not operating expenses. Local jurisdictions have the authority under the Mitigation Fee Act to impose a fee for transit capital, but new legislation would be required to allow the funding to be used for transit operations.

Advertising

Advertising can provide a source of income with minimal associated overhead costs. Revenues from advertising typically flow directly or indirectly to the operating agencies from single or multiyear advertising contracts. Advertising revenue opportunities can include both electronic and print formats, with print ad opportunities on buses and Trolleys and at transit stations. A targeted advertising strategy focused on naming rights for new transit services could present the opportunity to help subsidize operations or maintenance costs. A recent example of this strategy is MTS's agreement with UC San Diego Health and Sycuan Casino to rename two light rail routes the "UC San Diego Blue Line" and "Sycuan Green Line" respectively.

Coronavirus Aid, Relief, and Economic Security Act

In April 2020, the FTA announced a total of $25 billion in federal funding allocations to help the nation's public transportation systems respond to the COVID-19 pandemic via the Coronavirus Aid, Relief, and Economic Security (CARES) Act.

The FTA is allocating this $25 billion to recipients of urbanized area and rural area formula funds, with $22.7 billion allocated to large and small urban areas and $2.2 billion allocated to rural areas. Funding will be provided at a 100% federal share, with no local match required, and will be available to support capital, operating, and other expenses generally eligible under those programs to prevent, prepare for, and respond to COVID-19.

Further, operating expenses incurred beginning on January 20, 2020, for all rural and urban recipients, even those in large urban areas, are also eligible, including operating expenses to maintain transit services, as well as paying for administrative leave for transit personnel due to reduced operations during an emergency.

Funding will be provided to transit agencies via the FY 2020 shares of the following formula programs: FTA 5307, FTA 5311, FTA 5337 - State of Good Repair; and, FTA 5340. More information can be found at transit.dot.gov/cares-act.

The Coordinated Plan

Chapter 8

Measuring Our Success

CHAPTER 8: MEASURING OUR SUCCESS

A performance-monitoring program was created to develop a regional perspective on the public transit system as a whole. The program helps the San Diego Association of Governments (SANDAG) and the region's transit operators evaluate current service and determine the need for future service expansions or reductions. Performance of specialized transportation services provided by nonprofits, local governments, and social service agencies also is monitored. Monitoring of these programs helps to develop an understanding of their contribution to the host of transportation solutions available in the region.

Chapter 8 includes the following sections:

8.1 Vision and Goals – An overview of the goals of San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP) and how they have been refined and enhanced in this Coordinated Plan to evaluate public transit and specialized transportation services

8.2 Public Transit Performance Indicators – An overview of the goals and objectives derived from local policy and state and federal regulations that are used to monitor transit system performance

8.3 Regional Public Transit Performance Evaluation – An evaluation of San Diego Metropolitan Transit System (MTS) and North County Transit District (NCTD) transit services in meeting performance goals and objectives

8.4 Specialized Transportation – An overview of the objectives, monitoring, and reporting of the SANDAG Specialized Transportation Grant Program and the Consolidated Transportation Services Agency (CTSA)

8.1 Vision and Goals

San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP) serves as a blueprint for how the region will grow and how SANDAG will invest in transportation infrastructure that will provide more choices, strengthen the economy, promote a healthy environment, and support thriving communities. The Coordinated Plan implements the 2019 Federal RTP's transit and specialized transportation vision by evaluating the transportation system. The 2019 Federal RTP's vision describes a transportation system that:

- Provides innovative mobility choices
- Provides planning to support a sustainable and healthy region
- Provides a vibrant economy and an outstanding quality of life for all

The development of transit and specialized transportation services can enhance these elements in developing a more sustainable future transportation system. One of the Near-Term Actions of the 2019 Federal RTP was the development of a long-term specialized transportation strategy through 2050, as part of the next biennial update of the SANDAG Coordinated Plan, to address the increasing specialized service needs of seniors and people with disabilities. The Specialized Transportation Strategic Plan was finalized in January 2020, and addresses the increasing specialized service needs of seniors and persons with disabilities.

The 2019 Federal RTP expands this vision into six general categories of policy objectives, each with its own set of specific objectives:

Habitat and Open Space Preservation

- Focus growth in areas that are already urbanized, allowing the region to set aside and restore more open space in our less-developed areas
- Protect and restore our region's urban canyons, coastlines, beaches, and water resources

Regional Economic Prosperity

- Invest in transportation projects that provide access to a variety of jobs with competitive wages for all communities
- Build infrastructure that makes movement of freight in our community more efficient and environmentally friendly

Environmental Stewardship

- Make transportation investments that result in cleaner air, environmental protection, conservation, efficiency, and sustainable living
- Support energy programs that promote sustainability

Mobility Choices

- Provide safe, secure, healthy, affordable, and convenient travel choices between the places where people live, work, and play
- Take advantage of new technologies to make the transportation system more efficient and accessible

Partnerships/Collaboration

- Collaborate with Native American tribes, Mexico, military bases, neighboring counties, infrastructure providers, the private sector, and local communities to design a transportation system that connects to the mega-region and national network, works for everyone, and fosters a high quality of life for all
- As we plan for our region, recognize the vital economic, environmental, cultural, and community linkages between the San Diego region and Baja California

Healthy and Complete Communities

- Create great places for everyone to live, work, and play
- Connect communities through a variety of transportation choices that promote healthy lifestyles, including walking and biking
- Increase the supply and variety of housing types – affordable for people of all ages and income levels in areas with frequent transit service and with access to a variety of services

In order to specifically evaluate transit and specialized transportation in the San Diego region, a set of seven goals for the coordinated transportation network has been developed. These goals are based on the visions of the four agencies involved in planning and operating the transportation system, which include MTS; NCTD; Facilitating Access to Coordinated Transportation (FACT) and the CTSA for San Diego County; and SANDAG. Additionally, these goals are informed by the overarching goals of the 2019 Federal RTP identified above.

The coordinated transportation network goals are:

1. Reinforce and upgrade existing transit services in key urban corridors and pursue new transit projects in the most urbanized areas of the region using a broad combination of transit modes
2. Maximize the farebox recovery rate and ensure that operation of the transit system is fiscally responsible
3. Offer a network of affordable and accessible public and specialized transportation services that are productive, coordinated, convenient, and appropriate for the markets being served
4. Offer accessible public and specialized transportation services in San Diego that are reliable, offer competitive travel times to major destinations, and provide consistent travel times for the same trip and mode of transportation
5. Provide an accessible transit network in the urban areas that offers frequency and span of service to support spontaneous use for a wide range of needs to support a diverse economy

6. Enhance the mobility choices of the transportation disadvantaged by improving coordinated services (such as maintenance) to provide alternative modes of transportation at a reduced cost through coordinated efforts

7. Offer accessible public, lifeline, and specialized transportation services in San Diego to all populations, without discrimination on the basis of race, color, language, national origin, or disability

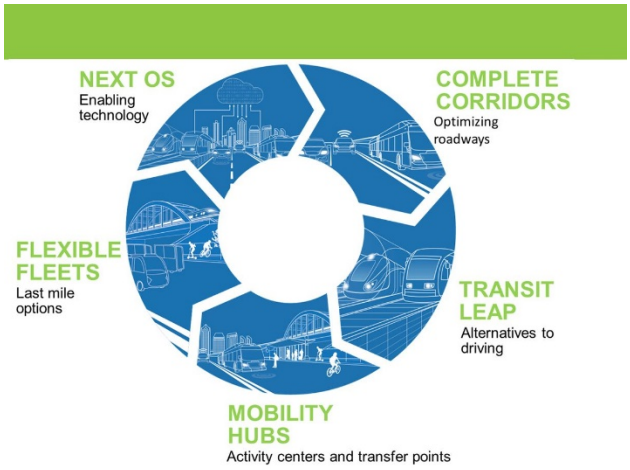
Looking Ahead

The San Diego Association of Governments (SANDAG) is developing a bold new vision for transportation in the region – one that will lead to a more sustainable future. New investments in the regional transportation network will provide people with more travel choices, while protecting the environment, creating healthy communities, and stimulating economic growth for the benefit all San Diegans.

In February 2019, the SANDAG Board of Directors approved an action plan that extends the development of a new Regional Plan into late 2021. San Diego Forward: The 2021 Regional Plan (2021 Regional Plan) will embody 5 Big Moves, transformative initiatives that reimagine how people will travel throughout the region.

These 5 Big Moves:

- Complete Corridors: The backbone of a complete transportation system that leverages technology, pricing, and connectivity to repurpose how both highways and local roads are used
- Transit Leap: A complete network of high-capacity, high-speed, and high-frequency transit services that incorporates new transit modes and improves existing services
- Mobility Hubs: Places of connectivity where a variety of travel options converge to deliver a seamless travel experience



- Flexible Fleets: On-demand, shared, electric vehicles that connect to transit and travel between Mobility Hubs along the network of Complete Corridors
- Next OS: An integrated platform that will make all of the strategies work together by connecting users, transportation service providers, and infrastructure to orchestrate more efficient movement of people and goods

Together, these initiatives will create a fully integrated, world-class transportation system. SANDAG is working with stakeholders and the larger public to create the 2021 Regional Plan.

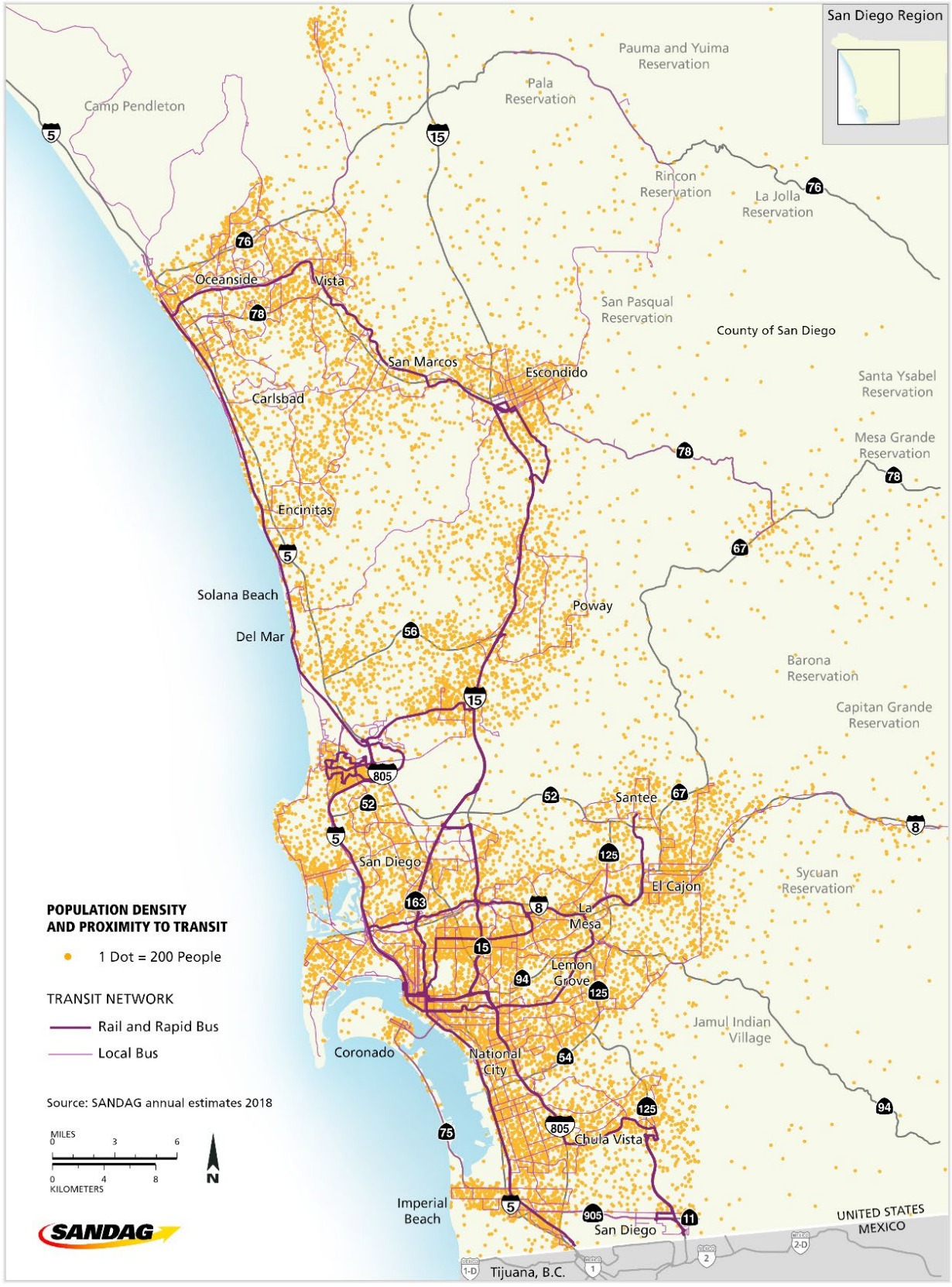
8.2 Public Transit Performance Indicators

The regional public transit performance evaluation program evaluates MTS and NCTD transit services over a five-year time period. Performance indicators are derived from SANDAG policy, 2019 Federal RTP goals, and state and federal regulations, and may be adjusted as needed to reflect changing conditions such as funding, energy costs, and the health of the local economy. As discussed in Chapter 7, some of these indicators are tied to potential funding allocations and are evaluated separately within those funding programs. The evaluation program in this chapter is for the purposes described in the bullets below.

Evaluation of transit operator performance allows transit operators, SANDAG, elected officials, and the public to:

- Assess the overall health of the regional transit system
- Determine whether sufficient funding is being provided to the regional transit system to meet performance targets and ensure that any additional planning and funding resources are allocated appropriately
- Determine the need for transit priority measures and, once implemented over time, assess how well these measures are performing in terms of improving transit performance
- Assess regional efforts to better link transit and land use planning through regional smart growth programs
- Identify deficiencies or service gaps

Figure 8.1 – Transit Network and Population Density



Overview of Transit Performance Indicators

The transit performance indicators are informed by the goals of the Regional Plan, Transportation Development Act (TDA) performance-monitoring program, Title VI Program Update, the *TransNet* Ordinance, and other service-monitoring programs. The following are the transit performance indicators by category:

- Productivity
- Ridership
- Average Weekday Load Factor and Peak Load Factor
- Passengers Per Revenue Mile†
- Passengers Per Revenue Hour†
- Revenue Hours Per Employee†
- Financial
- Farebox Recovery*†
- Operating Cost Per Passenger†
- Operating Cost Per Revenue Hour†
- Reliability and Speed
- Average Speed
- Completed Trips
- On-Time Performance*
- Convenience
- Span of Service
- Frequency of Service (Headways)*
- Vehicle Assignment*
- Access
- Service Availability*
- Distribution of Transit Amenities*
- Accessibility
- Comfort
- Trips Exceeding Vehicle Load Factor

* Denotes objectives that also are monitored for Title VI

† Denotes objectives that also are monitored for TDA

A brief description of the performance results relating to these categories is included in Section 8.4. Appendices B and C include data sets reported in prior years in order to ensure statistical continuity between previous and future Coordinated Plans.

TDA Objectives

SANDAG Board Policy No. 018, Regional Transit Service Planning and Implementation, establishes a requirement for annual and quarterly monitoring of transit performance for both MTS and NCTD operations. The six performance indicators evaluated per SANDAG Board Policy No. 18 are consistent with the annual performance measures required by California's TDA program, which SANDAG administers at the regional level.

The TDA performance indicators help SANDAG determine if the overall performance of the transit system is improving based on updated regional strategies or service operation plans. These indicators also help the transit operators determine where improvements can be made. Service improvements are incorporated into the Service Implementation Plans (SIPs) of each transit operator, which are included in Appendix E.

The following are the six TDA indicators monitored by SANDAG:

- **Operating Cost Per Passenger (adjusted for annual inflation) –** measures cost effectiveness; this metric is determined by taking the total operating costs incurred by the transit agency for that mode and dividing it by the total number of passengers.
- **Operating Cost Per Revenue Hour (adjusted for annual inflation) –** measures cost efficiency; this metric is determined by using the same operating cost data, but against the amount of service provided on the street.
- **Passengers Per Revenue Hour –** measures service productivity; this is determined by dividing ridership by the total revenue hours.
- **Passengers Per Revenue Mile –** measures service productivity; this is determined by dividing ridership by the total revenue miles.
- **Revenue Hours Per Employee –** measures labor productivity; this is determined by dividing the total number of revenue hours by the total number of full-time equivalent employees. While MTS and NCTD both have their own internal staffing goals based on operational needs, this metric can provide an indication of agency productivity.
- **Farebox Recovery Ratio –** measures service cost efficiency; this is determined by dividing total operating costs by total fare revenue. These performance indicators are measured separately for fixed-route services (MTS Bus, MTS Trolley, NCTD BREEZE [Bus], NCTD COASTER, and NCTD SPRINTER) and Americans with Disabilities Act of 1990 (ADA) paratransit services (MTS Access and NCTD LIFT). It should be noted that MTS Bus refers to all MTS bus services, including MTS *Rapid* (routes 215, 225, 235, and 237) and MTS *Rapid Express* (routes 280 and 290).

Environmental Justice Objectives

Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

The Federal Transit Administration (FTA) requires that all transit operators who receive federal funds conduct assessments of Title VI of the Civil Rights Act of 1964 in order to demonstrate nondiscrimination of services and facilities for minority communities. In San Diego County, this responsibility is held by two transit agencies: MTS and NCTD.

More than ten years ago, SANDAG entered into a Master Agreement with MTS and NCTD and took contractual responsibility for conducting the triennial Title VI Program Update on behalf of the transit agencies. MTS's and NCTD's program updates are consistent with the Title VI Circular "Title VI Requirements and Guidelines for Federal Transit Administration Recipients" (October 1, 2012, FTA C 4702.1B) as required.

Operational planning is managed by the individual transit agencies, along with the responsibility to evaluate major service changes under Title VI. SANDAG is responsible for the Title VI evaluation of transit fare changes that affect the Comprehensive Fare Ordinance pursuant to the Master Agreement between the parties. A summary of SANDAG responsibilities under Title VI is included in the SANDAG Triennial Program Update prepared separately from this document. The most recent Triennial Program Update for SANDAG was completed in September 2018.

MTS and NCTD's program updates for FY 2018 were submitted to the FTA for review on June 1, 2018. MTS's Triennial Title VI Program Update was reviewed and accepted by the FTA on June 14, 2018. NCTD's program update was reviewed and accepted by the FTA on July 26, 2018. Copies of the program updates can be found at the following links:

FY 2018 MTS Title VI Program Update - sandag.org/uploads/publicationid/publicationid_4500_24024.pdf

FY 2018 NCTD Title VI Program Update - sandag.org/uploads/publicationid/publicationid_4629_26659.pdf

8.3 Regional Public Transit Performance Evaluation

The following sections provide the specific objectives, guidelines, and performance results for each of the following performance categories: productivity, financial, reliability and speed, convenience, access, and comfort. Performance was evaluated for each service type for FY 2015 through FY 2019.

Productivity Objectives

The productivity of a transit service is evaluated based on ridership, load factor, passengers per revenue mile, passengers per revenue hour, and revenue hours per employee.

Ridership

Monitoring the ridership of the available transit services is necessary to ensure that overall productivity and performance goals are being met.

Objective – The ridership grows year-over-year for each transit service.

Guideline – Increase ridership year-over-year for each transit service.

Result – As indicated in Table 8.1, ridership decreased over the five-year monitoring period for all transit services when performing a year-over-year comparison. However, **MTS *Rapid*** and **MTS Trolley** both increased ridership between FY 2018 to FY 2019.

Table 8.1 – MTS and NCTD Ridership

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	56,276,585	52,549,680	50,048,942	41,834,313	40,984,068	N
MTS *Rapid* Bus	N/A	N/A	N/A	6,002,999	6,513,423	Y
MTS Trolley	40,083,445	39,577,369	37,607,470	36,995,201	37,293,757	Y
NCTD BREEZE	8,018,531	7,547,119	6,731,496	6,457,757	6,396,090	N
NCTD COASTER	1,641,525	1,556,056	1,454,865	1,433,125	1,408,680	N
NCTD SPRINTER	2,769,686	2,677,929	2,549,929	2,532,728	2,408,655	N
MTS Access	475,322	522,160	529,091	505,973	492,493	N
NCTD LIFT	184,845	199,670	202,173	186,456	168,818	N

Average and Peak Weekday Load Factor

Both MTS and NCTD have established load factor guidelines to monitor productivity on transit services and allocate resources appropriately. Load factor measures seat utilization. The load factor for each route is determined by calculating the average percentage of seats occupied for a typical weekday. As ridership is much lower on the weekends, Saturday and Sunday load factors are not included. Load factor is expressed as a decimal point to two decimal places. A load factor of 1.00 means that all of the seats on a vehicle are occupied. A load factor of 1.25 means that all seats are occupied and the number of standees on the vehicle is equal to 25% of the number of seats on the vehicle. Peak load factor differs from average weekday load factor (a performance indicator under the productivity objective) in that it pertains to seat utilization during a.m. and p.m. peak travel times only. MTS and NCTD have different standards for peak load factors for each transit service.

FTA Circular 4702.1B requires that all transit operators conduct a thorough analysis of both peak and off-peak vehicle loads to ensure that service is operated equitably on Minority and Non-Minority transit routes. MTS and NCTD's most recent Title VI Program Updates include this analysis as well. Links to these two documents can be found on page 8-8.

Objective – To monitor productivity on transit services and to allocate resources appropriately during both off-peak and peak travel times.

Guideline – Maintain vehicle loads that do not exceed the standards, which are as follows:

- For **MTS Bus**, the maximum average weekday load factor is 1.00 and the maximum average peak load factor is 1.50
- For **MTS Trolley**, the maximum average weekday and average peak load factor are both 3.00
- For **NCTD BREEZE**, the maximum average weekday load factor is 1.10 and the maximum average peak load factor is 1.25
- For **NCTD COASTER**, the maximum average weekday load factor is 1.00 and the maximum average peak load factor is 1.70
- For **NCTD SPRINTER**, the maximum average weekday load factor is 1.00 and the maximum average peak load factor is 1.40

Result – As indicated in Table 8.2 and Table 8.3, all transit services are operating within the guideline.

Table 8.2 – MTS and NCTD Average Weekday Load Factor

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	1.00	.27	.27	.27	.29	.26	Y
MTS Trolley	3.00	.44	.41	.40	.42	.42	Y
NCTD BREEZE	1.10	.20	.20	.19	N/A	N/A	Y
NCTD COASTER	1.00	.20	.20	.19	.18	.19	Y
NCTD SPRINTER	1.00	.25	.27	.20	.23	.21	Y

Table 8.3 – MTS and NCTD Peak Load Factor

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	1.50	.27	.27	.29	.31	.28	Y
MTS Trolley	3.00	.50	.48	.47	.49	.49	Y
NCTD BREEZE	1.25	.21	.22	.21	N/A	N/A	Y
NCTD COASTER	1.70	.28	.32	.32	.26	.27	Y
NCTD SPRINTER	1.40	.27	.36	.26	.30	.27	Y

Passengers per Revenue Mile

The number of passengers per revenue mile is determined by taking the total number of passengers and dividing it by the number of revenue miles. An increase in passengers per revenue mile is seen as positive, as it indicates that more passengers are using the service and for longer trip distances.

Objective – To operate transit services that are productive, convenient, and appropriate for the markets being served.

Guideline – Improve average passengers per revenue mile year-over-year for each transit service.

Result – As indicated in Table 8.4, all transit services experienced a decrease in the number of passengers per revenue mile year-over-year. However, **NCTD Breeze** and **NCTD LIFT** both experienced a small increase in Passengers per Revenue Mile between FY 2018 and FY 2019.

Table 8.4 – MTS and NCTD Passengers per Revenue Mile

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	2.82	2.68	2.56	2.41	2.32	N
MTS *Rapid* Bus	N/A	N/A	N/A	2.25	2.06	N
MTS Trolley	4.66	4.57	4.30	4.27	4.23	N
NCTD BREEZE	1.43	1.36	1.20	1.18	1.19	Y
NCTD COASTER	1.18	1.13	1.07	1.04	1.04	N
NCTD SPRINTER	4.03	3.87	3.71	3.56	3.48	N
MTS Access	0.12	0.11	0.11	.11	.11	N
NCTD LIFT	0.09	0.10	0.10	.10	.11	Y

Passengers per Revenue Hour

The number of passengers per revenue hour is determined by taking the total number of passengers and dividing it by the number of revenue hours. Much like the measurement of passengers per revenue mile, an increase in passengers per revenue hour is seen as positive, as it indicates that more passengers are using the service and for longer periods of time.

Objective – To operate transit services that are productive, convenient, and appropriate for the markets being served.

Guideline – Achieve the following standards:

- For **MTS Bus**, **MTS *Rapid* Bus**, and **MTS Trolley**: average at least 35 passenger boardings per revenue service hour
- For **NCTD BREEZE**, **COASTER**, and **SPRINTER:** average at least 20 passenger boardings per revenue service hour
- For **MTS Access** and **NCTD LIFT**: average 2.0 passenger boardings per revenue service hour

Result – As indicated in Table 8.5, **MTS Trolley**, **NCTD COASTER**, **NCTD SPRINTER**, and **MTS Access** met their respective guidelines. **MTS Bus**, **MTS *Rapid* Bus, NCTD BREEZE**, and **NCTD LIFT** missed the guideline.

Table 8.5 – MTS and NCTD Passengers per Revenue Hour

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	35.00	31.42	28.80	27.40	25.59	24.33	N
MTS *Rapid* Bus	35.00	N/A	N/A	N/A	32.52	31.44	N
MTS Trolley	35.00	233.15	229.60	218.40	214.64	215.66	Y
NCTD BREEZE	20.00	17.23	16.34	14.08	13.88	14.86	N
NCTD COASTER	20.00	234.67	225.13	212.03	208.96	177.17	Y
NCTD SPRINTER	20.00	117.73	113.41	108.98	107.83	101.77	Y
MTS Access	2.00	2.05	2.10	2.00	2.01	2.14	Y
NCTD LIFT	2.00	1.59	1.71	1.69	1.62	1.8	N

Revenue Hours per Employee

Monitoring the revenue hours per employee provides insight into the labor productivity of the operators and can provide an indication of the level of efficiency with which a transit system can deliver its services. A significant increase of revenue hours per employee may indicate that there is a shortage of employees able to operate services.

Objective – To measure labor productivity.

Guideline – Assess the average revenue hours per employee year-over-year for each transit service to measure labor productivity.

Result – As indicated in Table 8.6, **MTS Bus, MTS Access, NCTD COASTER, and NCTD SPRINTER** experienced increased labor productivity over the five-year period. **MTS *Rapid* Bus**, **MTS Trolley**, **NCTD BREEZE**, **MTS Access**, and **NCTD LIFT** experienced decreased labor productivity between FY 2018 and FY 2019.

Table 8.6 – MTS and NCTD Average Revenue Hours per Employee

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019
MTS Bus	269.38	265.89	245.12	272.48	276.27
MTS *Rapid* Bus	N/A	N/A	N/A	254.26	252.31
MTS Trolley	89.68	84.24	82.77	83.87	82.23
NCTD BREEZE	257.28	255.96	253.65	273.53	266.32
NCTD COASTER	15.57	15.93	14.18	12.51	14.96
NCTD SPRINTER	78.71	91.68	73.09	57.17	57.84
MTS Access	224.61	241.66	227.6	213.99	215.96
NCTD LIFT	285.42	262.20	271.41	248.70	237.97

▶ Financial Objectives

Public transit is funded through local, state, and federal funds. To ensure that operation of the transit system is fiscally responsible, transit services are evaluated based on farebox recovery, operating cost per passenger, and operating cost per revenue hour.

Farebox Recovery

The farebox recovery ratio is the fraction of operating expenses that are met by fares paid by passengers. It is calculated by dividing a system's total fare revenue by its total operating expenses.

The TDA requires transit operators to monitor the farebox recovery of all routes to ensure that public funds are spent in a fiscally responsible manner. SANDAG is required by the TDA to establish firm cost-recovery targets for MTS and NCTD. The cost-recovery indicator helps to determine the appropriateness of the fare structure and the ability of the system to generate ridership and revenue.

Additionally, SANDAG Board Policy No. 029, Regional Fare Policy and Comprehensive Fare Ordinance, stipulates that farebox recovery should exceed the minimum TDA targets and demonstrate a reasonable effort to prevent regression over a three-year period. This guideline stems from direction from the Board of Directors to encourage ridership and revenue growth.

Objective – To meet or exceed the farebox recovery ratio required by the TDA and SANDAG.

Guideline – Achieve farebox recovery ratios that meet or exceed the following:

- For **MTS Bus** and **Trolley**: 31.9%
- For **MTS *Rapid Express* Routes 280** and **290**: 20%
- For **NCTD BREEZE**, **COASTER**, and **SPRINTER**: 18.8%
- For **MTS Access** and **NCTD LIFT**: 10%

Result – As indicated in Table 8.7, **MTS *Rapid Express*, MTS Trolley, MTS Access,** and **NCTD COASTER** exceeded the minimum standards required by SANDAG and the TDA. **MTS Bus, MTS *Rapid* Bus, NCTD BREEZE**, **SPRINTER**, and **LIFT** did not meet the guideline.

Table 8.7 – MTS and NCTD Farebox Recovery Rate

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	31.90%	35.50%	34.90%	32.30%	29.76%	29.10%	N
MTS *Rapid* Bus	31.90%	N/A	N/A	N/A	26.50%	25.77%	N
MTS *Rapid Express*	20.00%	52.28%	56.40%	52.70%	50.20%	46.85%	Y
MTS Trolley	31.90%	56.30%	55.60%	51.00%	44.89%	49.71%	Y
NCTD BREEZE	18.80%	19.40%	16.37%	13.17%	13.81%	15.13%	N
NCTD COASTER	18.80%	35.90%	39.99%	35.62%	32.60%	27.28%	Y
NCTD SPRINTER	18.80%	18.60%	17.78%	17.35%	12.73%	12.53%	N
MTS Access	10.00%	13.70%	12.70%	14.00%	12.89%	14.84%	Y
NCTD LIFT	10.00%	9.20%	8.94%	8.26%	7.41%	6.78%	N

Operating Cost per Passenger

Operating cost per passenger is determined by dividing the total operating cost of a service and by the total number of boarding passengers. A decrease in operating cost per passenger is seen as positive as it indicates greater cost effectiveness.

Objective – To measure the cost effectiveness of the transit services.

Guideline – Improve the average operating cost per passenger year-over-year for each transit service.

Result – As indicated in Table 8.8, **MTS *Rapid* Bus, MTS Trolley,** and **NCTD BREEZE** improved by reducing the operating cost per passenger for year-over-year for the past two years. **MTS Bus**, **NCTD BREEZE**, **NCTD COASTER**, **NCTD SPRINTER, MTS Access**, and **NCTD LIFT Paratransit** services saw cost increases.

Table 8.8 – MTS and NCTD Operating Cost per Passenger

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	$2.79	$2.94	$3.17	$3.38	$3.42	N
MTS *Rapid* Bus	N/A	N/A	N/A	$3.50	$3.42	Y
MTS Trolley	$1.82	$1.86	$2.03	$2.37	$2.27	Y
NCTD BREEZE	$5.32	$6.03	$7.22	$7.44	$7.05	Y
NCTD COASTER	$12.51	$11.05	$12.45	$11.31	$14.07	N
NCTD SPRINTER	$5.83	$6.25	$6.09	$8.53	$8.95	N
MTS Access	$35.70	$35.93	$37.36	$39.84	$39.88	N
NCTD LIFT	$40.26	$43.48	$47.21	$52.68	$61.55	N

Operating Cost per Revenue Hour

Operating cost per revenue hour is determined by taking the total operating cost of the service and dividing it by the total number of hours that each vehicle is in revenue service (i.e., available for passengers to board and ride, including layover time). A decrease in operating cost per revenue hour is seen as a positive.

Objective – To measure the cost efficiency of the transit services.

Guideline – Improve the average operating cost per revenue hour year-over-year for each transit service.

Result – As indicated in Table 8.9, **MTS Bus**, **MTS *Rapid* Bus**, **MTS Trolley**, **NCTD SPRINTER**, and **MTS Access** experienced a decrease in its operating costs. **MTS Bus**, **MTS Trolley**, **NCTD BREEZE**, **NCTD COASTER**, **MTS Access**, and **NCTD LIFT** all showed operating cost increases.

Table 8.9 – MTS and NCTD Operating Cost per Revenue Hour

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	$87.65	$85.18	$90.59	$86.64	$83.28	Y
MTS *Rapid* Bus	N/A	N/A	N/A	$113.78	$107.60	Y
MTS Trolley	$425.20	$438.07	$480.85	$508.63	$488.67	Y
NCTD BREEZE	$91.66	$98.57	$101.59	$103.32	$104.80	N
NCTD COASTER	$2,935.63	$2,488.13	$2,640.03	$2,363.86	$2,492.82	N
NCTD SPRINTER	$686.38	$708.70	$663.57	$919.94	$910.92	Y
MTS Access	$73.26	$73.67	$75.36	$80.27	$85.16	Y
NCTD LIFT	$64.06	$74.55	$79.93	$85.19	$110.54	N

Reliability Objectives

Service reliability is a critical factor influencing people's mode choice. Therefore, transit operators recognize the importance of reliability and maintaining or improving travel times in order to maintain and gain ridership. Reliability is measured by average speed, completed trips, and on-time performance. External factors, such as traffic congestion, public works projects, and construction often can impact reliability. However, consolidating stops, transit signal priority, and other improvements may improve reliability.

Average Speed

Objective – To maintain or improve existing average speeds on existing transit services.

Guideline – Maintain or improve the average fleet speed year-over-year for each transit service.

Result – As indicated by Table 8.10, average fleet speed increased over the five-year period for **MTS Trolley, NCTD BREEZE, NCTD SPRINTER, and MTS Access**. **MTS Bus, NCTD COASTER**, and **NCTD LIFT** experienced decreases in speed throughout the five-year period.

Table 8.10 – MTS and NCTD Average Speed

Transit Service	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	11.13	10.60	10.64	10.60	10.48	N
MTS Trolley	50.00	50.29	50.69	50.22	51.01	Y
NCTD BREEZE	12.09	12.04	11.69	11.75	12.51	Y
NCTD COASTER	39.78	39.71	39.66	40.15	34.14	N
NCTD SPRINTER	29.20	29.32	29.37	30.27	29.22	Y
MTS Access	17.63	17.93	17.16	18.34	19.63	Y
NCTD LIFT	17.47	17.42	16.68	15.86	16.95	N

Completed Trips

The evaluation of completed trips is necessary to determine whether the transit routes are adequately serving the public. While on-time performance helps evaluate scheduling or congestion issues, this performance indicator quantifies maintenance or driver issues that result in vehicles being taken out of service.

Objective – To offer transit services that are reliable, offer competitive travel times, and adhere to published timetables or service intervals.

Guideline – Operate transit services that are reliable as indicated by the completion of 97.5% of trips.

Result – As indicated in Table 8.11, all transit services met the objective.

Table 8.11 – MTS and NCTD Completed Trips

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	97.50%	99.95%	99.97%	99.96%	99.85%	99.92%	Y
MTS Trolley	97.50%	98.90%	99.30%	99.80%	99.81%	99.80%	Y
NCTD BREEZE	97.50%	100.00%	99.91%	99.99%	99.91%	99.79%	Y
NCTD COASTER	97.50%	99.80%	99.68%	99.99%	98.55%	98.55%	Y
NCTD SPRINTER	97.50%	99.90%	99.87%	99.99%	99.59%	99.59%	Y
MTS Access	97.50%	99.30%	99.79%	99.99%	99.71%	99.86%	Y
NCTD LIFT	97.50%	100.00%	100.00%	100.00%	99.94%	99.92%	Y

On-time Performance

On-time performance refers to the ability of a transit service to be on time. It is calculated as a percentage and evaluates actual service operated on the road against the published schedules.

Objective – To operate transit services that are reliable, offer competitive travel times, and adhere to published schedules or service intervals.

Guideline – Meet or exceed the following on-time performance standards:

- For **MTS Bus**: meet or exceed 85% on-time performance
- For **MTS Trolley** and **NCTD BREEZE**: meet or exceed 90% on-time performance
- For **NCTD COASTER**: meet or exceed 95% on-time performance
- For **NCTD SPRINTER**: meet or exceed 98% on-time performance
- For **MTS Access** and **NCTD LIFT**: meet or exceed 94% on-time performance

Result – As indicated in Table 8.12, **MTS Trolley** and **NCTD SPRINTER** met and exceeded on-time performance standards. **MTS Bus**, **NCTD BREEZE**, **NCTD COASTER, MTS Access**, and **NCTD LIFT** did not meet the on-time performance standards.

Table 8.12 – MTS and NCTD On-Time Performance

Transit Service	Guideline	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Met Guideline? (Y or N)
MTS Bus	85.00%	81.30%	85.00%	82.70%	83.30%	83.70%	N
MTS Trolley	90.00%	89.50%	92.60%	93.90%	94.70%	95.00%	Y
NCTD BREEZE	90.00%	89.20%	88.25%	89.52%	89.00%	88.00%	N
NCTD COASTER	95.00%	97.60%	95.50%	90.97%	91.00%	91.00%	N
NCTD SPRINTER	98.00%	99.20%	98.90%	98.69%	98.00%	98.00%	Y
MTS Access	94.00%	92.00%	91.00%	88.00%	95.30%	91.30%	N
NCTD LIFT	94.00%	91.50%	91.80%	N/A	92.00%	85.00%	N

Convenience Objectives

Two of the regional transit goals relate to developing a transit system that is convenient for users and potential users. Convenience is measured by evaluating span and frequency of service and vehicle assignment. It is important to note that different levels of service are appropriate for different markets or zones.

Span of Service

Span of service refers to the times that transit service is provided. The objective of evaluating span of service is to ensure that a transit service is convenient and can accommodate travel during most hours of the day. In particular, the transit operators focus on providing excellent commuter services in major corridors and a limited network of lifeline services. The MTS and NCTD Boards of Directors also may decide to provide higher levels of service in specific areas where there is higher ridership or special market conditions. MTS and NCTD evaluate span of service on an ongoing basis and make adjustments as needed. Span of service for all transit service can be found in Appendix C.

Frequency of Service (Headways)

The frequency of service influences people's modal choice. The urban core is the area that requires and can support a high level of frequency that will enable passengers to travel spontaneously. Experience in San Diego County and elsewhere shows that better headways almost always result in more riders.

The minimum peak service headway goals are 15 minutes for MTS Bus and NCTD BREEZE, 15 to 30 minutes for MTS Trolley and NCTD SPRINTER, and 40 minutes for NCTD COASTER. With the additional investment described in the 2019 Federal RTP, headways will be enhanced in future plans with the goal of bringing bus services in key travel corridors up to the service goal of 10 minutes or better for all-day service. The current goals recognize the high cost of reducing headways and consider current funding or facility limitations. Headways for all transit and rail routes can be found in Appendix C.

Vehicle Assignment

Vehicle assignment refers to the process of placing transit vehicles into service in depots and on routes throughout the transit system. Transit operators set and implement policies on vehicle assignment to ensure vehicles continue to be in working condition and provide appropriate capacity given rider demand. Certain services, such as MTS *Rapid* and *Rapid Express*, have dedicated fleets. Below are descriptions of each transit operator's vehicle fleet and assigned divisions. Additional information regarding vehicle assignment can be found in Appendix B.

MTS

MTS assigns vehicles based on capacity, service needs, and whether or not the service has a dedicated fleet. Several vehicles for MTS Bus are interlined with one another for efficiency and cost savings. For example, one vehicle may be assigned to several routes in a service day.

The combined MTS Bus and MTS Access fleet contains 812 vehicles which consist of standard buses, articulated buses, minibuses, and over-the-road coaches. Standard buses are 30- to 40-foot medium- or heavy-duty transit buses. These buses operate using compressed natural gas (CNG), diesel fuel, and gasoline hybrid engines. The articulated buses, which are 60 feet long, operate on urban routes with heavy ridership and *Rapid* routes. The minibus fleet consists of buses 29 to 32 feet in length and operates paratransit and

fixed-route services with lower ridership. Over-the-road coaches are 45-foot buses that are assigned to the *Rapid Express* commuter service which operates along the Interstate 15 corridor.

These bus fleets are assigned to five different divisions:

- **Imperial Avenue Division –** operates standard and articulated buses
- **Kearny Mesa Division –** operates standard and articulated buses
- **South Bay Division –** operates standard buses. In early January 2015, the Chula Vista Transit Division was incorporated into this facility
- **East County Division –** operates standard buses, minibuses, and over-the-road coaches
- **Copley Park Division –** operates minibuses as well as the MTS Access fleet, which consists of gasoline-powered Type II buses

MTS's Rail fleet consists of high-floor Trolley vehicles, low-floor Trolley vehicles, and Vintage Trolley streetcars. In January 2015, a portion of the high-floor fleet was retired, and the completion of the Trolley Renewal Project now allows for low-floor trolleys to operate along all three rail lines. The Vintage Trolley operates on the Silver Line as a supplementary service in a loop around Downtown San Diego. MTS Rail operates out of one location in Downtown San Diego.

NCTD

NCTD assigns vehicles based on the following: vehicle age and type, fuel capacity and/or route mileage, length of route, frequency of service, capacity, operating conditions (including turns, dips, speeds, and other road conditions), and systemwide service needs. The combined NCTD BREEZE, FLEX, and LIFT fleets contain 204 vehicles, which consist of standard buses and minibuses. Standard buses are 30- to 40-foot medium- or heavy-duty transit buses. The majority of these buses operate using CNG, with a few diesel buses left in the fleet. The minibus fleet consists of buses 29 to 32 feet in length and operates demand-response service (NCTD FLEX and LIFT) and fixed-route services with lower ridership.

These bus fleets are assigned to two divisions:

- **Oceanside, referred to as the West Division –** operates standard and minibuses
- **Escondido, referred to as the East Division –** operates standard and minibuses

NCTD's Rail fleet consists of COASTER commuter rail vehicles and SPRINTER low-floor light rail Trolley cars. The COASTER consists of one rail line, which can accommodate up to 140 passengers in each rail car with a maximum six-car train accommodating 840 seated passengers. The SPRINTER consists of one light rail line that has a maximum capacity of 1,741 riders. NCTD COASTER operates out of one location north of Oceanside, and SPRINTER operates out of one location in Escondido.

Access Objectives

Service Availability

Service availability refers to the distribution of routes within a transit operator's service area. MTS and NCTD service availability standards are based on population and job density. Routes are distributed such that a certain percentage of residents or jobs are within a specified distance to a transit stop given their location within either an urban, suburban, or rural area; or a high-, medium-, or low-density area. Though MTS and NCTD share the same objective, they have different guidelines to account for their distinct service area and populations served. Figure 8.2 illustrates the population density of persons within ½ mile of transit services and of those that are more than ½ mile from transit services.

MTS operates within the central and southern portion of San Diego County. This service area encompasses approximately 3 million people residing in a 570-square-mile area of San Diego County, including the cities of Chula Vista, Coronado, El Cajon, Imperial Beach, La Mesa, Lemon Grove, National City, Poway, Santee, San Diego, and unincorporated areas within the County of San Diego.

Objective – To offer accessible public, lifeline, and specialized transportation services in San Diego to all populations, without discrimination on the basis of race, color, language, national origin, or disability.

MTS Guideline – Provide transit services such that:

- 80% of residents or jobs in urban areas are within ½ mile of a transit stop
- 100% of residents in suburban areas are within five miles of a transit stop
- Residents of rural villages are served with lifeline services, which is defined as one return trip at least two days per week

MTS Results – As indicated in Table 8.13, MTS met all of their service availability standards.

Figure 8.2 – MTS and NCTD Service Availability

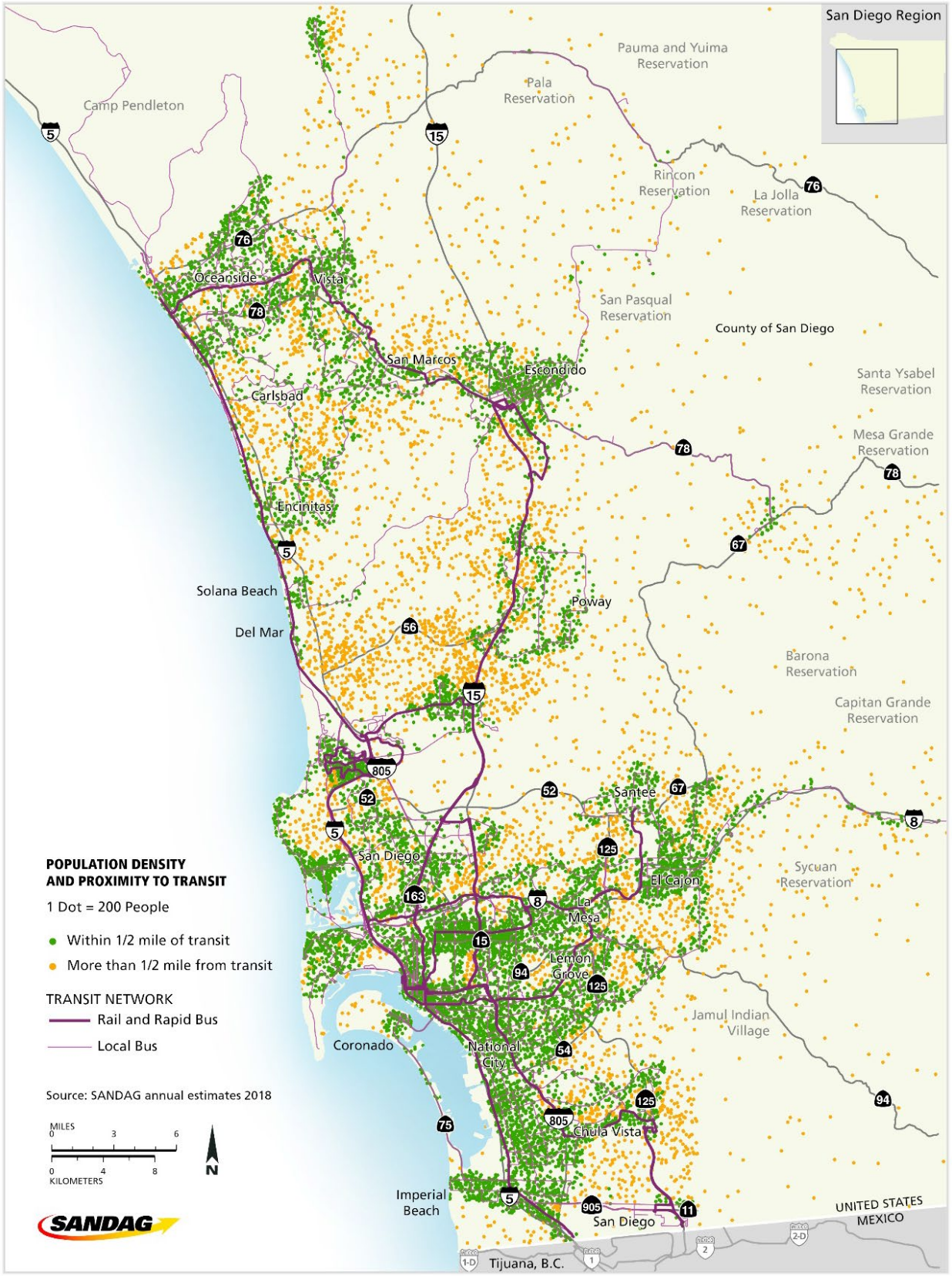


Table 8.13 – MTS Service Availability

Service Area	Guideline	Results	Met Guideline? (Y or N)
Urban	80% of residents within ½ mile of a transit stop	99.0%	Y
Urban	80% of jobs within ½ mile of a transit stop	99.2%	Y
Suburban	100% of residents within five miles of a transit stop	100%	Y
Rural	One return trip at least two days/week to destinations from rural villages (Lakeside and Alpine)	Route 848 serves Lakeside seven days a week and Route 838 serves Alpine seven days a week.	Y

NCTD operates a suburban–rural system with some pockets of higher density in certain corridors. Compared with the area served by MTS, North San Diego County has many fewer areas of high density. Higher-density areas in North County are along State Route 76 and Mission Avenue from Oceanside to Vista and along State Route 78 from Oceanside to Escondido passing through Vista and San Marcos. Any pockets of medium and high density along the coastal cities of Carlsbad and Encinitas mainly are along Carlsbad Boulevard/Highway 101 and El Camino Real/Rancho Santa Fe Road. The remainder of the area is considered low-density or rural based on persons per acre.

NCTD Guideline – Provide transit service such that:

- 90% of housing units in high-density areas (16 or more persons per acre) are within ¼ mile from a transit stop
- 75% of housing units in medium-density areas (11 to 15 persons per acre) are within ¼ mile from a transit stop
- 50% of housing units in low-density areas (6 to 10 persons per acre) are within ¼ mile from a transit stop
- 10% of housing units in rural areas (five or fewer persons per acre) are within ¼ mile from a transit stop

NCTD Results – As shown in Table 8.14, NCTD is meeting the target of service availability for low-density and rural areas in North County and is below the target for high- and medium-density areas.

Table 8.14 – NCTD Service Availability

Population Density (Persons per Acre)	Percent of Housing Units Within ¼ Mile of a transit stop		Met Guideline? (Y or N)
	Guideline	Result	
High (16 or more)	90%	81.4%	N
Medium (11 to 15)	75%	74.2%	N
Low (6 to 10)	50%	57.3%	Y
Rural (5 or fewer)	10%	24.3%	Y

Distribution of Transit Amenities

Transit amenities refer to items of comfort, convenience, and safety that are available to transit users. Examples of transit amenities include shelters, seating, wayfinding, trash cans, parking lots, and elevators. MTS and NCTD base distribution of amenities on passenger boardings among other considerations. Additional information on transit amenities can be found in Appendix B.

Accessibility

Accessibility specifically refers to the design of transit stops, amenities, and services for access by individuals with disabilities. Evaluating accessibility helps ensure individuals with disabilities have equal access to transit.

Objective – To provide fully accessible transit stops.

Guideline – Ensure that 100% of transit stops are fully accessible.

Results – Neither **MTS** nor **NCTD** currently meet the guidelines established for this category.

All MTS and NCTD transit centers are fully accessible. However, many individual bus stops within the county were installed prior to the implementation of the Americans with Disabilities Act (ADA) in 1990. Both agencies are working toward 100% accessibility and work with developers, cities, and other agencies to improve the bus stop infrastructure within their jurisdictions. Some bus stops also have been removed for being inaccessible.

Comfort Objective

This objective addresses the goal to provide appropriate service for the markets being served. One of the least welcomed aspects of public transit is the need to stand on crowded, moving buses or trains. People are often uncomfortable in an environment where they must stand shoulder to shoulder with complete strangers. MTS and NCTD have policies that define the maximum capacity of bus and rail vehicles. Comfort is evaluated based on peak load factor.

Objective – To offer appropriate transit services to ensure that no routes are overcrowded during the a.m. or p.m. peak service.

Guideline – Operate transit services that are comfortable by not exceeding the maximum peak load factor, which are as follows:

- For **MTS Bus**, no more than 20% of vehicle trips exceed the maximum peak load factor of 1.50
- For **MTS Minibuses** and **Over-the-Road Coaches**, the maximum peak load factor is 1.00
- For **MTS Trolley**, the maximum peak load factor is 3.00
- For **NCTD BREEZE**, the maximum peak load factor is 1.40
- For **NCTD COASTER**, the maximum peak load factor is 1.25
- For **NCTD SPRINTER**, the maximum peak load factor is 1.70

Both MTS and NCTD monitor the ridership for their respective services to minimize overcrowding. The agencies investigate complaints of overcrowding, monitor services, and conduct analysis to determine if the provided services need to be adjusted. Further analysis of this service standard will be included in future Coordinated Plans.

8.4 Specialized Transportation

SANDAG has administered specialized transportation grant programs since 2006. The governor of the State of California appointed SANDAG as the designated recipient of Job Access and Reverse Commute (JARC) and New Freedom funds, under the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU), and Enhanced Mobility of Seniors and Individuals with Disabilities Section 5310 funds, under Moving Ahead for Progress in the 21st Century (MAP-21), for the urbanized portion of San Diego County in letters dated August 21, 2006, and April 23, 2014, respectively. SANDAG continues to be the designated recipient of Section 5310 funds under the most recent federal transportation law, the Fixing America's Surface Transportation (FAST) Act.

As designated recipient, SANDAG is responsible for the development of the Coordinated Plan and the administration of Section 5310 program for the census-defined urbanized areas of San Diego County. The specific tasks required by the FTA for this designation are:

- Conducting an area-wide competitive selection process
- Certifying fair and equitable distribution of funds resulting from the competitive process
- Certifying that each project selected for funding was derived from the Coordinated Plan
- Certifying that the Coordinated Plan was developed through a process that included representatives of public, private, and nonprofit transportation and human service providers, as well as participation by the public

SANDAG also administers the Senior Mini-Grant program, which was established in 2008 under the *TransNet* Extension Ordinance. The agency develops program requirements and selection criteria, determines applicant eligibility, notifies eligible applicants of the availability of funds, and selects projects for funding.

Specialized Transportation Objectives

Under the Government Performance Results Act, the FTA is required by law to "establish performance goals to define the level of performance" and "establish performance indicators to be used in measuring relevant outputs, service levels, and outcomes" for each of its programs, including Section 5310. The performance measures established in the FTA Circular 9070.1G for the Section 5310 program are provided below.

For Traditional Section 5310 Projects

1. **Gaps in Service Filled –** Provision of transportation options that would not otherwise be available for seniors and individuals with disabilities measured in numbers of seniors and people with disabilities afforded mobility they would not have without program support as a result of traditional Section 5310 projects implemented in the current reporting year.

2. **Ridership –** Actual or estimated number of rides (as measured by one-way trips) provided annually for individuals with disabilities and seniors on Section 5310-supported vehicles and services as a result of traditional Section 5310 projects implemented in the current reporting year.

For Other Section 5310 Projects

1. **Increases or enhancements** related to geographic coverage, service quality, and/or service times that impact availability of transportation services for seniors and individuals with disabilities as a result of other Section 5310 projects implemented in the current reporting year.

2. **Additions or changes** to physical infrastructure (e.g., transportation facilities, sidewalks, etc.), technology, and vehicles that impact availability of transportation services for seniors and individuals with disabilities as a result of other Section 5310 projects implemented in the current reporting year.

3. **Actual or estimated number of rides** (as measured by one-way trips) provided for seniors and individuals with disabilities as a result of other Section 5310 projects implemented in the current reporting year.

FTA may ask SANDAG to report on these measures on behalf of each subrecipient active during that federal fiscal year.

Senior Mini-Grant Projects:

SANDAG has developed three performance indicators to monitor and report on the progress of Senior Mini-Grant projects:

1. **Cost Effectiveness –** measured by total cost in dollars per unit of service delivered (unlinked one-way passenger trips for operating)

2. **Cost Efficiency –** measured in operating cost in dollars per vehicle service hour (applicable only to operating projects)

3. **Service Effectiveness –** measured in passenger seat utilization as a percentage of available seats (applicable only to operating projects)

Due to varying project types and service parameters, not all performance indicators are applicable to all projects. Only operating projects are evaluated based on all three of the performance indicators listed above. However, all projects are evaluated based on the cost-effectiveness performance indicator. SANDAG will provide continuing oversight for the grant programs by monitoring the performance of individual projects in addition to the performance of the overall programs.

Results

During the last grant application cycle approved by the Board of Directors on March 22, 2019, 62 projects were submitted to SANDAG for Enhanced Mobility of Seniors and Individuals with Disabilities Section 5310 funding. Of the submitted projects, 42 were awarded full funding and 4 were awarded partial funding. A total of 21 applications were submitted for *TransNet* Senior Mini-Grant funds. Of the submitted projects, 10 were awarded full funding and 1 was awarded partial funding.

Through the Senior Mini-Grant program, specialized transportation operating projects collectively provided 496,695 one-way passenger trips in FY 2019 at a cost per trip of $6.19. Through the Section 5310 program, specialized transportation operating projects collectively provided 313,552 one-way passenger trips in FY 2019 at a cost per trip of $4.35.

▶ Specialized Transportation Project Monitoring and Reporting

With the responsibility of administering the local and federal specialized transportation programs, SANDAG has developed a consolidated approach to monitoring the projects funded through these programs. This monitoring program is specifically laid out in the Program Management Plan, which is available on the SANDAG website at sandag.org/PMP. SANDAG developed a Monitoring Checklist that assesses the project's compliance with the terms of the grant agreement, including federal requirements. As part of the Monitoring Checklist, SANDAG measures that grantee's progress towards project delivery by measuring the cost per one-way passenger trip (or other measurable unit of service) and comparing it with the cost per unit of service originally proposed by the grantee in their application. The Monitoring Checklist is completed during site visits, which are performed at regular intervals. SANDAG also monitors projects on an ongoing basis through progress reports that are submitted with each invoice packet.

SANDAG reports on the performance of its grant projects and grant programs to the Transportation Committee and Independent Taxpayers Oversight Committee quarterly and to the Social Services Transportation Advisory Council biannually. These performance reports are available on the Specialized Transportation Grant Program web page, located at sandag.org/stgp.

CTSA Objectives

The major initiative of SANDAG to improve transportation coordination among social service transportation providers has been the creation and funding of the CTSA. In 2006, SANDAG designated FACT to be the CTSA for San Diego County. SANDAG and FACT recently updated the language of the agreement between the two agencies to reflect recommendations from the most recent TDA performance audit. Most notably, the recommendations were to add performance measures that would be reported and tracked annually.

The role of the CTSA is to promote the consolidation of specialized transportation through functions identified in the Social Service Transportation Improvement Act such as centralized dispatching, combined purchasing of necessary equipment and supplies, centralized maintenance, centralized administration to eliminate duplicative administrative tasks, and consolidation of existing sources of funding. This consolidation can result in more efficient and cost-effective use of resources throughout the region.

The core mission of FACT is to assist San Diego County residents with barriers to mobility to achieve independence through coordination of transportation services.

The following Scope of Work was set by SANDAG to develop and encourage coordinated transportation.

Core Functions:

1. Provide comprehensive information and referral assistance on transportation for seniors, persons with disabilities, and other transportation disadvantaged populations.

2. Maintain an active (minimum four meetings per year) advisory council for the CTSA that can serve as a forum for local health and social service transportation agencies to coordinate and disseminate specialized transportation information inclusive of, but not limited to:

    - Legislative updates
    - Alternate transportation options
    - Funding opportunities
    - Service gaps
    - CTSA policies and procedures

3. Maintain a public webpage that hosts a comprehensive and up to date database of specialized transportation providers, including options for seniors and persons with disabilities. The database is to be used for information and referral assistance as well as to be provided to SANDAG for use in specialized transportation planning.

4. Identify and pursue longer-term funding sources to leverage and support CTSA-related activities.

The CTSA is also required to complete the following administrative tasks:

- Submit an annual certified fiscal audit to SANDAG and the State Controller within 180 days after the end of the fiscal year, pursuant to the Public Utilities Code 99245 and the SANDAG TDA claim procedures.
- Submit an annual report of its operations, consistent with the Uniform System of Accounts, to SANDAG and the State Controller within 90 days after the end of the fiscal year as required by state law and the SANDAG TDA claim procedures.
- Submit electronic quarterly operating statistics consistent with the regional reporting system if CTSA provides service directly.
- Develop and annually update a strategic business plan, work plan and budget, and provide three hard copies and one electronic copy of the plan to SANDAG prior to the beginning of each fiscal year. The strategic business plan must clearly delineate Core Functions from Other Functions and FACT activities, and also must provide a summary of accomplishments funded by the prior year's TDA claim.
- Ensure that elected officials from municipal or county positions in San Diego County hold at least two seats on the FACT Board of Directors. This will be in addition to one director who is a sitting member of the SANDAG Transportation Committee and is appointed to this position by the Chair of the SANDAG Board of Directors. Additionally, the CTSA shall ensure that local elected officials are involved to the maximum extent possible in the development of the CTSA action plans and other local plans necessary to fulfill the coordination provisions of the California Social Service Transportation Improvement Act, and to provide for the successful implementation of consolidated transportation services. The CTSA shall ensure that the makeup of the FACT Board of Directors demonstrates countywide geographic and stakeholder representation.

Other Functions:

Should the CTSA meet its obligations under the Core Functions listed above, additional services may be provided and reimbursed with TDA funds upon prior approval from the SANDAG project manager. The CTSA and the SANDAG project manager shall work together to determine which additional functions shall be completed that will meet the needs of both SANDAG and the CTSA within available funding limitations. Other Functions within the scope of CTSA services that the CTSA could perform with prior approval from SANDAG include but are not limited to the following:

- Fulfill the intent of Section 15951 of the Government Code (Social Service Transportation Act) through the following actions:
    - Facilitate combined purchasing to achieve cost savings among providers of social service transportation, develop a portfolio of transportation providers (brokerage) who have agreed to provide rides at reduced rates, and provide transportation using the brokerage.
    - Provide consolidated driver training for social service transportation providers.

- Provide centralized dispatch of vehicles for social service transportation providers so that the most efficient use of vehicles can be achieved.
- Provide centralized maintenance of vehicles so that adequate and routine vehicle maintenance can be achieved at lowest cost to social service transportation providers.
- Provide centralized administration of various social service transportation programs so that elimination of numerous duplicative and costly administrative organizations can occur.
- Identify and consolidate all existing sources of funding for social service transportation to provide a more effective and cost-efficient use of scarce resource dollars.
- Ensure that local elected officials from San Diego County or San Diego area municipalities are involved in development of local actions necessary for the success of CTSA.

- Participate on any Technical Advisory Committee established by SANDAG to oversee the development of a Coordinated Public Transit-Human Services Transportation Plan required by the FTA in order to access specialized transportation grants.

Performance Evaluation

The CTSA will be evaluated on the performance over the prior fiscal year of the following Core Functions during the TDA claims process and progress toward meeting the performance measures will be reported to the SANDAG Transportation Committee. CTSA shall submit quarterly progress reports summarizing progress made toward implementation of the Core Functions.

1. Provide information and referral services.

Data	Performance Measures
Number of referrals	100% referrals number reported (by agency)

2. Facilitate at least four Council on Access and Mobility (CAM) meetings annually.

Data	Performance Measures
Manage CAM meetings and agendas	At least 4 CAM meetings held annually
CAM meeting agendas	Report agenda and attendance from each CAM meeting
One technical training workshop per year, and six training/education items on CAM agenda	Report all training items

3. Maintain a public webpage that hosts a comprehensive and up to date database of specialized transportation providers, including options for seniors and persons with disabilities.

Data	Performance Measures
Number of web hits to FACT website	100% documentation of web hits
Number of web hits for "Find a Ride" page	100% documentation of web hits
Number of providers in the database	Maintain contact with 100% of the agencies in the database each year

4. Increase/leverage available funding for senior/disabled transportation in the San Diego Region.

Data	Performance Measures
List of identified sources of funding	Update funding inventory at least annually
Number of applications to SANDAG, DOT and other funding sources	Provide list of annual applications submitted and dollar amount of successful applications

The Coordinated Plan

Chapter 9

Implementation

CHAPTER 9: IMPLEMENTATION

Implementation of transportation services based on this plan largely will be the responsibility of the transit operators, health and human social service agencies, the Consolidated Transportation Services Agency (CTSA), and other public agencies (e.g., cities and tribes).

The SANDAG Mission Statement reads:

> *The 18 cities and county government are SANDAG, the San Diego Association of Governments. This public agency serves as the forum for regional decision-making. SANDAG builds consensus; makes strategic plans; obtains and allocates resources; plans, engineers, and builds public transportation, and provides information on a broad range of topics pertinent to the region's quality of life.*

SANDAG serves as a conduit for federal, state, and local funding of existing and future services recommended in this plan. SANDAG also develops the long-range transit plan through San Diego Forward: The 2019 Federal Regional Transportation Plan (2019 Federal RTP); develops operating plans for regional services identified in the *TransNet* Extension Ordinance; and implements projects identified in the *TransNet* Extension Ordinance. SANDAG also plays a role in developing and promoting various alternative transportation modes (e.g., iCommute programs) and enhancing transportation information made available to the San Diego region (e.g., 511).

Chapter 9 includes the following sections:

9.1 Program Management Plan and Competitive Process

The last federal surface transportation authorization, Fixing America's Surface Transportation (FAST) Act, further developed the program framework and reforms that originated in its predecessor, Moving Ahead for Progress in the 21st Century (MAP-21). The FAST Act, signed by the president in 2015, continued the performance-based approached for its programs and policies. These continued approaches folded in various specialized transportation programs once eligible under MAP-21 into the Enhanced Mobility of Seniors and Individuals with Disabilities – Section 5310 program we have today.

As mentioned in Chapter 7, SANDAG was authorized by the governor of the State of California to be the designated recipient of the MAP-21 Section 5310 funds for the San Diego region. This authorization continued under the FAST Act and is still true of SANDAG today. As the designated recipient of these federal funds, SANDAG is required to comply with regulations outlined in the FAST Act as well as other federal guidance, such as the FTA Circular.

The FTA Circular requires direct recipients to not only oversee the implementation of projects developed and prioritized in the Coordinated Plan, but also to maintain a Program Management Plan and hold a competitive selection process for the distribution of the funds to subrecipients.

▶ Purpose of the Program Management Plan

Federal guidance for Section 5310 (FTA Circular [C] 9070.1G) requires that SANDAG develop a Program Management Plan (PMP) to facilitate grant management and Federal Transit Administration (FTA) oversight over the program. The PMP can be downloaded at sandag.org/pmp. This PMP is designed to ensure that all applicable SANDAG policies and federal, state, and local statutes and regulations are fulfilled. Specifically, the purpose of this PMP is to fulfill several functions:

1. **Provide program guidance** to local project applicants and subrecipients of funds
2. **Provide public information** on SANDAG administration of the program
3. **Serve as the basis for the FTA to perform management reviews** of SANDAG administration of the program

The intent of this plan is to ensure that the maximum possible benefit is enjoyed by the community through a fair and equitable distribution of available funds and the effective administration and monitoring of the specialized transportation grant programs.

The rural competitive process for Section 5310 is run by Caltrans on a statewide basis; however, all rural projects selected by Caltrans in the rural areas of San Diego County must be derived from the Coordinated Plan prepared by SANDAG.

Competitive Process

SANDAG, as the designated recipient, assumes the responsibility for the administration of Section 5310 programs for the census-defined San Diego urbanized areas. The specific tasks required by the FTA for this designation are:

- **Conducting an area-wide competitive selection process**
- **Certifying fair and equitable distribution of funds resulting from the competitive process**
- **Certifying that each project selected for funding was derived from the Coordinated Plan**
- **Certifying that the Coordinated Plan was developed through a process that included representatives of public, private, and nonprofit transportation and human service providers, as well as participation by the public**

SANDAG is responsible for reporting information on subrecipient awards to the Federal Funding Accountability and Transparency Act Subaward Reporting System. SANDAG must report the information of each subaward by the end of the month following the month SANDAG executes a grant agreement with the subrecipient.

As the transportation authority collecting *TransNet* revenues, SANDAG is responsible for administering all elements of the *TransNet* program, including the Senior Mini-Grant program. This includes developing program requirements and selection criteria, determining applicant eligibility, notifying eligible applicants of the availability of funds, and selecting projects for funding.

9.2 FY 2020 Regional Service Implementation Plan

SANDAG includes the Regional Service Implementation Plan (RSIP) as part of this Coordinated Plan to ensure that any transit service changes are consistent with regional objectives. Each year, Metropolitan Transit System (MTS) and North County Transit District (NCTD) are required to submit a Service Implementation Plan (SIP) to SANDAG in advance of the budget approval process. The SIPs list the operational changes each transit operator implemented or plans to implement in order to balance proposed fiscal year budgets. A discussion is included in these plans regarding the service changes and their impacts on existing service gaps and deficiencies based on the goals and objectives from the Coordinated Plan. Both MTS and NCTD provided updated SIPs, which can be found in Appendix E.

Additionally, it is recognized that the CTSA for the San Diego region also plays a role in regional service implementation, since the CTSA's mission is to provide access and mobility in the region by coordinating existing resources and developing alternative transportation models. The inclusion of the CTSA in implementation discussions is appropriate given that transit service reductions have created gaps in service coverage that have, in turn, created challenges for the provision of specialized transportation in those areas.

RSIP Development

After receiving the transit operator SIPs, SANDAG is responsible for developing the RSIP to evaluate operational changes. Additional services can include those designed by the operators (MTS or NCTD) and/or by SANDAG. The RSIP includes two sections:

- **Service changes (reductions, restructuring, enhancements, or additions)**
- **Identification of future services and needs to address regional priorities**

Service Changes

Transit operations for both MTS and NCTD have been constrained throughout 2019 and 2020 due to a period of recent downward trends in ridership, revenue, and productivity. This trend is not unique to the San Diego region. A report released by the Southern California Association of Governments in January 2018, entitled Falling Transit Ridership: California and Southern California, notes that transit ridership has fallen consistently across the nation in recent years. According to the report, the largest cause of this decline is due to increased private vehicle use with lower fuel prices, Transportation Network Companies, and gentrification playing a contributing role.

The transit operators have worked proactively to mitigate these trends. MTS implemented its Transit Optimization Plan, with significant service changes taking place in 2018. NCTD also implemented significant service changes in October 2017 to increase productivity. Both agencies also looked to increase ridership and revenue by updating the regional fare ordinance and reinvesting resources from underutilized services into more productive areas and routes with high demand. By the end of 2019, ridership had begun to increase on the MTS *Rapid* bus and Trolley routes. However, the outbreak of the COVID-19 pandemic in early 2020 resulted in a sharp decline in ridership after the State of California issued Executive Order N-33-20 on March 19, 2020, ordering Californians to stay home or at their place of residence, except for permitted work, local shopping, or other permitted errands, or as otherwise authorized. Both MTS and NCTD were forced to implement unplanned service changes in March and April 2020. Despite the challenges faced throughout the transit industry, the operators in the San Diego region are actively working to maintain their productivity measures.

While the RSIP ideally focuses on the evaluation of new services and programs for regional consistency and need, the converse also is true. The RSIP must ensure that service reductions and restructuring are consistent with regional goals and objectives. Table 9.1 and Table 9.2 include the service changes undertaken by MTS and NCTD in FY 2020, including service changes undertaken in spring 2020 as a result of the COVID-19 pandemic.

Table 9.1 – MTS Service Changes (FY 2020)

Route	MTS Service Change	Date of Service Change
1	• Minor schedule changes.	9/2019
2	• Many stopes in North Park and South Park are being consolidated or removed to reduce travel times for Route 2 riders. Informational signs are posted at affected bus stops.	1/2020
3	• Minor schedule changes. • The Horton Plaza stop on 4th Avenue and Broadway will be closed approximately 18 months due to construction. Please use stops at B Street or G Street.	9/2019 1/2020
6	• Minor schedule adjustments.	6/2019
7	• Weekday short line trips do not run during summer. • Minor schedule changes.	6/2019 9/2019
8	• Increased service to the beach! Also, other schedule adjustments. • Seasonal reduction in frequency to 20 minutes Monday-Saturday, 30 minutes on Sundays.	6/2019 9/2019
9	• Increased service to the beach! Also, other schedule adjustments. • Seasonal reduction in frequency to 20 minutes Monday-Saturday, 30 minutes on Sundays.	6/2019 9/2019
11	• The Route 11 terminal in Downtown will be temporarily relocated from 1st Avenue and G Street to 1st Avenue and Broadway due to Federal Building construction. There will be no Route 11 service south of Broadway for approximately 14 months.	1/2020
14	• Major schedule adjustments to improve SDSU connections.	6/2019
20	• Minor schedule changes on all days.	9/2019
25	• Schedule adjustments.	1/2020
27	• Minor schedule changes on all days.	9/2019
28	• Minor schedule adjustments.	6/2019
30	• Seasonal adjustments. • Seasonal weekend schedule adjustments. • Schedule adjustments.	6/2019 9/2019 1/2020
35	• Minor schedule changes.	9/2019

Route	MTS Service Change	Date of Service Change
41	• Weekday extra tripper service is suspended during summer.	6/2019
44	• Weekday extra tripper service is suspended during summer.	6/2019
105	• Minor schedule adjustments.	6/2019
110	• Minor schedule changes.	9/2019
120	• The Route 120 terminal in Downtown will be temporarily relocated from 4th Avenue and Broadway to 4th Avenue and B Street for approximately 18 months due to Horton Plaza construction.	1/2020
150	• Southbound Route 150 (towards Old Town and Downtown) will no longer enter into the VA Medical Center (VAMC). Riders travelling from the VAMC towards Downtown can board Route 150 at the new stop adjacent to the VAMC on northbound Villa La Jolla Drive. Northbound Route 150 trips (towards UTC) will continue to circulate through the VAMC Driveway. An earlier northbound morning trip is added on Saturdays from Old Town. Other schedule adjustments.	6/2019
Rapid 201/202	• Note that extra service provided on UCSD school days does not operate during summer months. • Schedule adjustments.	6/2019 1/2020
Rapid 215	• Schedule adjustments.	1/2020
Rapid 225	• Minor schedule adjustments. • New *Rapid* stops in East Village serve riders on the eastern side of Downtown San Diego. The new outbound stop is located on G Street at 14th Street, and the complementary inbound stop is on F Street at 14th Street.	6/2019 1/2020
Rapid 235	• New *Rapid* stops in East Village serve riders on the eastern side of Downtown San Diego. The new outbound stop is located on G Street at 14th Street, and the complementary inbound stop is on F Street at 14th Street.	1/2020
704	• Minor schedule adjustments.	6/2019
705	• Minor schedule adjustments.	6/2019
709	• Route 709L trips do not run during summer.	6/2019
712	• Route 712L trips do not run during summer.	6/2019
815	• An earlier westbound morning trip is added on weekdays, and other minor schedule adjustments.	6/2019
838	• Schedule adjustments.	1/2020
848	• An earlier southbound morning trip is added on Saturdays, and other minor schedule adjustments.	6/2019
852	• Minor schedule adjustments and reduced early and late service due to low ridership.	6/2019

Route	MTS Service Change	Date of Service Change
854	• Route 854X trips do not run during summer.	6/2019
874	• Minor schedule changes.	9/2019
875	• Minor schedule changes.	9/2019
901	• Sunday routing in Nestor is changed to follow the regular Monday-Saturday routing via Coronado Avenue. (Service to Hollister Street, Tocayo Avenue, and Iris Avenue remains on Route 933/934.). Other schedule adjustments.	6/2019
904	• Added service and no fare for summer, beginning Friday, May 24! As Coronado's "Free Summer Shuttle", Route 904 frequency increases to every 15 minutes 7 days/week, with later evening service on Fridays and Saturdays. Additional service and free fares sponsored by the City of Coronado. • Extra summer service and free fares continue through Labor Day (Monday, September 2). Regular fares and hourly schedule resume on Tuesday, September 3.	6/2019 9/2019
905	• Weekday afternoon schedule adjustments. • Added weekday morning and afternoon trips between Iris Avenue Transit Center and Caliente Avenue.	9/2019 1/2020
906/907	• Route 907 will no longer enter the Virginia Avenue Transit Center; riders can board Route 907 at the eastbound stop on Camino de la Plaza at Virginia Avenue.	6/2019
909	• Minor schedule adjustments. • Schedule adjustments.	6/2019 1/2020
921/921A	• Minor weekday morning schedule adjustments to improve connections at Miramar College. Route 921A weekend routing change at UC San Diego to follow a one-way loop via Gilman Drive and La Jolla Village Drive • Weekend schedule adjustments.	6/2019 1/2020
923	• Minor schedule changes including adjustments to improve morning connections with Route 35.	6/2019
929	• Minor schedule changes on all days.	9/2019
932	• Minor schedule changes on all days.	9/2019
933/934	• Minor schedule changes and an increase in early morning and late evening service on Sundays.	6/2019
944	• Morning schedule adjustments.	1/2020
945A	• Schedule adjustments.	1/2020
955	• Minor schedule adjustments.	6/2019
962	• Minor schedule changes on all days.	9/2019
963	• Minor schedule changes on all days.	9/2019

Route	MTS Service Change	Date of Service Change
974	• New Sorrento Valley COASTER Connection route replaces the UCSD-provided service that connects the Sorrento Valley Coaster Station with the Gilman Transit Center on the UCSD Campus. Route 974 will operate during weekday peak periods only.	1/2020
Orange Line	• New westbound trips added on weekdays in the mid-morning.	6/2019
SDG&E Silver Line	• Friday evening service is discontinued and weekend service has major schedule changes.	1/2020
Sycuan Green Line	• Minor reductions in early morning outbound trips.	6/2019
UCSD Blue Line	• New trips added on weekdays in the early morning and mid-afternoon. • ADDED SERVICE! The UC San Diego Blue Line will have a significant service increase, with weekday service to operate every 7-8 minutes until 6:30 p.m. Frequency on all evenings and on Sunday mornings will be increased from every 30 minutes to every 15 minutes.	6/2019 1/2020
Service Changes due to COVID-19 Pandemic (through April 2020)		
Trolley Services	• Increases implemented in January 2020 were temporarily suspended, reverting to the schedules in effect in late 2019.	4/2020
Bus Services	• Saturday frequencies were used as the starting point to establish the temporary, emergency service frequency. Some routes were adjusted from this, based on anticipated maximum loads, to ensure sufficient capacity for distancing on board.	4/2020
Bus Services	• Spans-of-service were extended to cover most of the weekday span-of-service for most routes.	4/2020
Bus Services	• Routes that do not operate on Saturdays (weekday-only routes) continue to operate with their regular weekday span and frequency. (These are typically lower volume routes that operate low 30- or 60-minute frequencies.)	4/2020
Bus Services	• No reductions or other changes to Rural routes, which operate a minimal lifeline level of service	4/2020
Bus Services	• *Rapid Express* commuter routes were reduced to just five daily round trips, due to a loss of 87% of their ridership between February and mid-April.	4/2020
Bus Services	• Services that primarily exist for extra capacity due to school and college demand were curtailed earlier, as those facilities shut down in mid-March.	4/2020

Table 9.2 – NCTD Service Changes (FY 2020)

Route	NCTD Service Changes	Date of Service Change
101	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
302	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
	• The 302 timepoint on South Coast Highway at Oceanside Boulevard has been removed. 302 will continue to service the stops at the former timepoint.	10/2019
303	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
304	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
305	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
306	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
	• The 306 timepoint near Fallbrook High School has been moved from the intersection on South Mission Road at Winterhaven Road to the stops near Sterling Bridge and Air Park Rd. 306 will continue to service the stops at the former timepoint.	10/2019
308	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
309	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
313	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
315	• Weekday and weekend minor schedule adjustments to improve on-time performance and connections with other services	10/2019
318	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
323	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
325	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
332	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
334	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
	• The 334 timepoint at East Vista Way Drive at Townsite has been moved to Vale Terrace Drive at Williamston Street (adjacent to the Vista Community Clinic) and the timepoint at Brengle Terrace Park has been removed. 334 will still service the stops at the former timepoints.	10/2019

Route	NCTD Service Changes	Date of Service Change
347	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
350	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
351/352	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
353	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
355/357	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
356	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
358/359	• Weekday minor schedule adjustments to improve performance and connections between routes	10/2019
371	• An additional trip has been added to FLEX 371 westbound in the evening.	10/2019
388	• Weekday and weekend minor schedule adjustments to improve performance and connections between routes	10/2019
COASTER	• To help facilitate large scale rail construction projects, rail traffic between Oceanside and San Diego will be annulled on the following dates (subject to change): October 19-20; October 26-27; February 1-2; February 22-23; March 7-8; SPRINTER and MTS Trolley services are not affected by these closures.	10/2019
	• Minor alterations to some current trips. Removal of COASTER 699 (Padres train) as well as COASTERs 664, 671, 672, 675, 688, 689, 696, and 697 for the Fall/Winter schedule.	10/2019
Service Changes due to COVID-19 Pandemic (through April 2020)		
COASTER	• All weekend and Some Weekday COASTER Trains suspended (as of 3/23/20).	3/2020
BREEZE	• Route 388 – Casino Closures	4/2020
BREEZE	• Route 347 Eastbound – San Marcos Creek Project	4/2020
BREEZE	• Routes 303, 305, 308, 309, 311, 323, 350, 354, and 445 – School Tripper Bus Service Halted During School Closures	4/2020
BREEZE	• Routes 351, 352, and 354 – Temporary Bus Stop Closures: Midway Drive	4/2020
BREEZE	• Route 332 – Temporary Bus Stop Closure: Vista Courthouse	4/2020
BREEZE	• Routes 355 and 357 – El Norte Parkway Improvement Project	4/2020
BREEZE	• Route 353 – Palomar Health Medical Center Construction	4/2020
BREEZE	• Route 302 – Vista Way at Emerald Drive	4/2020

Regional Service Changes

Beyond necessary service cuts or restructuring activities, the RSIP also includes a list of service enhancements or additions planned for the five-year Coordinated Plan implementation period (FYs 2020 to 2025).

SANDAG currently is developing several key transit projects that will be implemented over the next five years. The budget worksheets for these projects can be found in the SANDAG 2020 Program Budget, which is located at sandag.org/budget unless otherwise noted.

A description of the transit projects planned for implementation is provided below.

Mid-Coast Corridor Light Rail Project

The Mid-Coast Corridor Light Rail Project will extend light rail transit service from the Old Town Transit Center (OTTC) to the University City community of San Diego. The extension will link major destinations, including the Westfield UTC shopping mall and UC San Diego, with OTTC and Downtown San Diego.

Adopted by the SANDAG Board of Directors in November 2013, the Mid-Coast Project is an 11-mile extension to the existing San Diego Trolley Line. It begins just north of the OTTC and travels in existing railroad right-of-way and alongside Interstate 5 to serve UC San Diego and UTC. Between OTTC and State Route 52, stations are proposed at Tecolote Road, Clairemont Drive, and Balboa Avenue. Within the University City area, stations are proposed at Nobel Drive, the Veterans Administration Medical Center, UC San Diego west campus, UC San Diego east campus, Executive Drive, and the new UTC Transit Center.

Pre-construction activities – consisting of the relocation of utilities out of the project alignment – began in early 2016, and primary construction activities began in October 2016. Construction reached its halfway point in spring 2019 and remains on schedule. In FY 2019 MTS initiated a Feeder Bus Study for the Mid-Coast Light Rail Extension to University City, which will result in changes to the various routes serving the new stations. Mid-Coast trolley and revised bus service is anticipated to begin in late 2021.

Bus Stop Upgrades and Reconfiguration of the Old Town Transit Center

Built in 1996, the Old Town Transit Center is in need of modernizing and rehabilitation. MTS has completed the design on a project to upgrade the west side with improved bus bays and capacities, new passenger boarding areas, and updated amenities, signage, and pavement. It is working with Mid-Coast Transit Constructors, which will build the improvements in parallel with the Mid-Coast corridor light rail extension. The capital budget for the OTTC reconfiguration is included in MTS's FY 2020 Proposed Budget, which can be viewed at sdmts.com/sites/default/files/attachments/budget_book_-_final.pdf.

Downtown Bus Stopover and Multiuse Facility

SANDAG, in partnership with MTS, is developing a stopover facility that would provide an off-street location in Downtown San Diego where buses can be parked for short periods between runs. In conjunction with the stopover, the facility also could potentially provide other residential, office, and retail needs as part of a mixed-use development project. More information on the project can be found at sandag.org/buspark.

New COASTER Locomotives and Completion of Rail Projects

In FY 2021, NCTD will begin the deployment of new locomotives on the COASTER, along with and the completion of rail projects in the corridor, which will allow for additional eight weekday trips with a frequency of 45-minutes during the peak and 90 minutes in the off -peak. The planned purchase of expansion train sets will allow for 12 more weekday trips, allowing NCTD to achieve 30-minute peak and 60 off-peak frequencies by October 2023.

Iris *Rapid* Planning and Design

This project will introduce *Rapid* service connecting Otay Mesa and Imperial Beach with the UC San Diego Blue Line Trolley at the Iris Avenue Transit Center. Its development is being funded largely by a Transit and Intercity Rail Capital Program grant, which will also require that the service use battery electric articulated buses, a first for the San Diego region.

Zero-Emission Bus Pilot

MTS received six battery-electric buses in 2019 and two more are expected in mid-2020. These buses are operating a pilot study that will review how well the buses perform on a wide variety of MTS bus routes. The results will help inform MTS on how best to specify, deploy, operate, and "fuel" (charge) a future electric fleet as mandated by the California Air Resources Board's Zero Emission Bus Rule.

Identification of Future Services and Needs

The RSIP also includes a discussion of the plan to develop new services in the future should additional funding become available. At such a time, proposals for new services will be prioritized and recommended for funding consideration based on the performance measures included in Chapter 8. The need for those services is generally identified by the individual transit operators in their service implementation plans, as well as by SANDAG through the Coordinated Plan development process and identification of gaps in transit service (Chapter 5). Table 9.3 summarizes the needs identified by NCTD and MTS. Table 9.4 highlights some of the transit facilities identified as Phased Revenue Constrained Projects in the 2019 Federal RTP.

Table 9.3 – Operator-Identified Service Area Needs

	Route	Day	Description	Urban Zone
			MTS Identified Service Area Needs	
FY 2020-FY 2022	8/9	All	Adjust schedule due to OTTC Reconfiguration	Yes
	10	All	Adjust schedule due to OTTC Reconfiguration	Yes
	28	All	Adjust schedule due to OTTC Reconfiguration	Yes
	30	All	Adjust schedule due to OTTC Reconfiguration	Yes
	44	All	Adjust schedule due to OTTC Reconfiguration	Yes
	83	All	Adjust schedule due to OTTC Reconfiguration	Yes
	84	All	Adjust schedule due to OTTC Reconfiguration	Yes
	88	All	Adjust schedule due to OTTC Reconfiguration	Yes
	105	All	Adjust schedule due to OTTC Reconfiguration	Yes
	150	All	Adjust schedule due to OTTC Reconfiguration	Yes
	Iris *Rapid*	All	*Rapid* service connecting Otay Mesa and Imperial Beach with the UC San Diego Blue Line Trolley at the Iris Avenue Transit Center.	Yes
	Mid-Coast Feeder Bus	All	MTS will complete the Feeder Bus Study for the Mid-Coast Light Rail Extension to University City	Yes
			NCTD Identified Service Area Needs	
FY 2020-FY 2022	COASTER	All	Carlsbad Poinsettia COASTER Station Rideshare Program	N/A
	SPRINTER	All	Cal State University San Marcos (CSUSM) Micromobility Pilot	All

Table 9.4 – Identified Regional Needs

Year Built By	Service	Route	Description	Capital Cost ($2019); millions	Capital Cost ($YOE); millions
2025	COASTER	398	Double tracking (20-minute peak frequencies and 120-minute off-peak frequencies)	$609	$693
2025	Trolley	510	Mid-Coast Trolley Extension	$919	$919
2025	*Rapid*	2	North Park to Downtown San Diego via 30th Street, Golden Hill	$54	$62
2025	*Rapid*	10	La Mesa to Ocean Beach via Mid-City, Hillcrest, Old Town	$57	$65
2025	*Rapid*	120	Kearny Mesa to Downtown via Mission Valley	$127	$145
2025	*Rapid*	550	SDSU to Palomar Station via East San Diego, Southeast San Diego, National City	$112	$126
2025	*Rapid*	709	H St Trolley Station to Millennia via H Street Corridor, Southwestern College	$89	$101
2025	*Rapid*	950 (formerly 905)	Extension of Iris Trolley Station to Otay Mesa Port of Entry (POE) route with new service to Imperial Beach	$3	$3
2025	*Rapid*	SR 163 DARs	Kearny Mesa to Downtown via SR 163. Stations at Sharp/Children's Hospital, University Avenue, and Fashion Valley Transit Center	$204	$215
2025	Streetcar	554	Hillcrest/Balboa Park/Downtown San Diego Loop	$39	$45

Year Built By	Service	Route	Description	Capital Cost ($2019); millions	Capital Cost ($YOE); millions
2020	Shuttle	448/449	San Marcos Shuttle	$0	$0
2020	Airport Express		Airport Express Routes	$71	$82
2025	Intermodal Transit Center	--	San Diego International Airport Intermodal Transit Center and I-5 Direct Connector Ramps	$231	$258
2025	Other	--	Other improvements (vehicles, transit system rehabilitation, maintenance facilities, ITS, regulatory compliance, Park & Ride, transit center expansions)	$721	$798
2025	--	--	Local Bus Routes – 15 minutes in key corridors	--	--

9.3 Looking Ahead

SANDAG and the transit operators have continued to evaluate the need for enhanced services based on the knowledge of changing development, demographics, fuel prices, or gaps in service from current service cuts. Additionally, the CTSA is developing ways to serve other passengers in the region in areas outside of the transit coverage area.

MTS developed a COA in 2005, with the full implementation period occurring through FY 2007. MTS will continue to monitor operations consistent with MTS Policy No. 42, which was amended in 2007 to incorporate the vision for MTS services developed in the COA. This includes services that are productive, customer-focused, competitive with other travel options, integrated, and sustainable. MTS began implementing its Transit Optimization Plan in 2018, which resulted in an investment of $2 million in additional annual operating subsidy, to improve the bus network and grow ridership. The results of this effort will inform planning and budget decisions for the near future. MTS also explored sponsoring a ballot measure for a local sales tax measure that would provide funding specifically for transit in the MTS jurisdiction, however, this effort will be postponed due to the COVID-19 outbreak. The outcome of these items could have a substantial impact on MTS's operating and capital revenues.

NCTD is undertaking the Strategic Multimodal Transit Implementation Plan (SMTIP), which will use performance information along with additional information such as traffic congestion and development patterns to recommend service adjustments or new services to improve transit availability and performance. The SMTIP will include a ten-year service plan that will inform future service changes. NCTD will complete the SMTIP in FY 2021.

SANDAG most recently completed the 2019 Federal RTP, which provides a comprehensive roadmap to guide the region through 2050. Projects that are included in the near term of the transportation component include the planning, construction, and operation of regional transit services through the 2008 extension of the *TransNet* half-cent sales tax measure. This measure will fund future projects, including the South Bay *Rapid*, the Mid-Coast Trolley extension, new transit stations, and the double-tracking of the coastal rail corridor.

SANDAG is developing a bold new vision for transportation in the region – one that will lead to a more sustainable future. New investments in the regional transportation network will provide people with more travel choices, while protecting the environment, creating healthy communities, and stimulating economic growth for the benefit all San Diegans.

In February 2019, the SANDAG Board of Directors approved an action plan that extends the development of a new Regional Plan into late 2021. San Diego Forward: The 2021 Regional Plan (2021 Regional Plan) will embody 5 Big Moves, transformative initiatives that reimagine how people will travel throughout the region.

These 5 Big Moves are:

- Complete Corridors: The backbone of a complete transportation system that leverages technology, pricing, and connectivity to repurpose how both highways and local roads are used
- Transit Leap: A complete network of high-capacity, high-speed, and high-frequency transit services that incorporates new transit modes and improves existing services
- Mobility Hubs: Places of connectivity where a variety of travel options converge to deliver a seamless travel experience
- Flexible Fleets: On-demand, shared, electric vehicles that connect to transit and travel between Mobility Hubs along the network of Complete Corridors
- Next OS: An integrated platform that will make all of the strategies work together by connecting users, transportation service providers, and infrastructure to orchestrate more efficient movement of people and goods

Together, these initiatives will create a fully integrated, world-class transportation system. SANDAG is working with stakeholders and the larger public to create the 2021 Regional Plan.

At this time, it is unclear how long the COVID-19 global pandemic and resulting Executive Order to stay at home will be in effect, however, the short-term consequences on the public transportation system have been immediate: on April 6, 2020, MTS announced that it would be reducing bus and Trolley service by 25%, effective April 13, 2020, due to ridership declines as a result of the pandemic. NCTD reduced service on the COASTER, halted school tripper service on the BREEZE bus, and temporarily discontinued service at bus stops to locations, which are closed due to the Executive Order (including bus stops located at casinos and courthouses, for example).

Specialized transportation providers have also shifted their focus to continue to assist the vulnerable populations they serve. Many providers are now providing meal delivery to their clients, instead of transporting them to nutritional programs, for example.

9.4 Post Implementation Monitoring

The Coordinated Plan includes the evaluation of transportation system performance using the performance measures and indicators developed in the original plan. In the future, the document will add more quantitative analysis on a regional basis as more data becomes available on public transit and supplementary transportation providers. New technologies recently have been implemented in transit, including automatic vehicle-location devices, the Compass Card, and automatic passenger-counting devices. These new technologies will increase the amount of data available when future plans are being produced. The timeliness of the data and the accuracy also should be improved. Future plans will address the data priorities and recommend where efforts should be made to improve the flow of information.

Currently, very little data is available on transportation coordination or the specialized transportation system. As SANDAG becomes more involved in funding these services, it is expected that more information will become available on the performance of these systems. The performance data will be fed back into the planning process, and priorities may be adjusted.

9.5 Unforeseen Events

This plan has been prepared based on the best information available and the current guidance and priorities from senior levels of government. Unforeseen events, such as changes in fuel prices, funding formulas, and annual appropriations, could impact local transportation operations. Additionally, the success of future projects or plans, such as the Mid-Coast Trolley Extension in this plan period, have the potential to significantly change the baseline levels of transit ridership and performance in San Diego. In early 2020, the COVID-19 global pandemic had an immediate effect on transportation in the region, with sharp declines in ridership across all modes as the State of California issued an Executive Order requiring residents to stay at home unless accessing essential services. It is unclear at this time how long the pandemic will last, and how it will affect transportation in the region for years to come. However, it is clear that the impact of this event will cause significant changes to this plan over the next five years.

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