

2004-
20024

UMTA-CA-06-0136-85-1

Coordinated Human Service Transportation Project in Chico, CA

U.S. Department
of Transportation

Urban Mass
Transportation
Administration

UMTA/TSC Evaluation Series

Final Report
April 1985

UMTA Technical Assistance Program

NOTICE

This document is disseminated under the sponsorship of the Department of Transportation in the interest of information exchange. The United States Government assumes no liability for its contents or use thereof.

NOTICE

The United States Government does not endorse products or manufacturers. Trade or manufacturers' names appear herein solely because they are considered essential to the object of this report.



Tech

20040115 -- page

1. Report No. UMTA-CA-06-0136-85-1	2. Government Accession No.	3. Reel	
4. Title and Subtitle COORDINATED HUMAN SERVICE TRANSPORTATION PROJECT IN CHICO, CA		5. Report Date April 1985	
		6. Performing Organization Code DTS-64	
7. Author(s) Sydwell Flynn		8. Performing Organization Report No.	
9. Performing Organization Name and Address Crain & Associates, Inc.* 120 Santa Margarita Avenue Menlo Park, CA 94025		10. Work Unit No. (TRAI5)	
		11. Contract or Grant No. DOT-TSC-1755	
12. Sponsoring Agency Name and Address U.S. Department of Transportation Urban Mass Transportation Administration Service and Methods Division Washington, DC 20590		13. Type of Report and Period Covered Final Report March 1980 - June 1982	
		14. Sponsoring Agency Code URT-30	
15. Supplementary Notes *Under contract to:		U.S. Department of Transportation Research and Special Programs Administration Transportation Systems Center Kendall Square, Cambridge, MA 02142	
16. Abstract The goal of the Chico Human Service Transportation Project was to develop a coordinated human service transportation plan whereby vehicles owned by various human service organizations would be made available to all organizations in the Chico Urban Area. The project would as well test the effectiveness of a user-side subsidy as an aid to coordination and as an incentive for providers to operate efficiently. The project was terminated in April 1982 when the Urban Mass Transportation Administration concluded that the demonstration could not be completed as intended. This report describes the project as it was intended to operate, assesses the project's accomplishments, and evaluates why the project was never completed.			
17. Key Words Coordination, User-Side Subsidy, Broker, Human Service Agency, Paratransit, Handicapped, Elderly		18. Distribution Statement Document available from the Service Assessment Division, DTS-64, Transporta- tion Systems Center, Kendall Square Cambridge, MA 02142	
19. Security Classif. (of this report) Unclassified	20. Security Classif. (of this page) Unclassified	21. No. of Pages 121	22. Price

PREFACE

The Chico Coordinated Human Service Transportation Project was funded by the U.S. Department of Transportation, UMTA Service and Methods Demonstration Program. The California Department of Transportation offered technical assistance throughout the project. As part of the demonstration program, Crain & Associates, under contract to the U.S. Department of Transportation, Transportation Systems Center, has prepared the following evaluation report on the demonstration.

This report was based on analysis of information gained from a number of people closely associated with the project. They were: William Murphy, Transportation Coordinator; Fred Davis, Chico City Manager; John Dougherty, Chico Deputy Manager; Libby Haraughty, California Department of Transportation, District 3; David Kamp, Operator, Chico Clipper; Marcia Murphy, Program Supervisor, California Department of Rehabilitation, Chico District Office; Vicki Farrell, Planner, Area Agency on Aging; Jane Patterson, Administrative Assistant, Work Training Center; Ron Kirby, Urban Institute.

Sydwell Flynn conducted the field work and wrote the report. David Koffman provided technical assistance throughout the project and during the preparation of this report. MaryJeanne McAteer acted as report coordinator. Larry Bruno was the project administrator at UMTA and Bob Casey was the technical monitor at TSC.

METRIC CONVERSION FACTORS

Approximate Conversions to Metric Measures		Approximate Conversions from Metric Measures	
When You Know	Multiply by	When You Know	Multiply by
LENGTH			
inches	2.5	millimeters	0.04
feet	30	centimeters	0.4
yards	0.9	meters	3.3
miles	1.6	kilometers	0.6
AREA			
square inches	6.5	square centimeters	0.16
square feet	0.09	square meters	1.2
square yards	0.8	square kilometers	0.4
square miles	2.6	hectares (10,000 m ²)	2.5
acres	0.4		
MASS (weight)			
ounces	28	grams	0.035
pounds	0.45	kilograms	2.2
short tons (2000 lb)	0.9	tonnes (1000 kg)	1.1
VOLUME			
teaspoons	5	milliliters	0.03
tablespoons	15	liters	2.1
fluid ounces	30	quarts	1.06
cups	0.24	liters	0.26
pints	0.47	cubic meters	35
quarts	0.95	cubic meters	1.3
gallons	3.8		
cubic feet	0.03		
cubic yards	0.76		
TEMPERATURE (exact)			
Fahrenheit temperature	5/9 (after subtracting 32)	Celsius temperature	9/5 (then add 32)

When You Know	Multiply by	When You Know	Multiply by
LENGTH			
mm	0.04	inches	25
cm	0.4	inches	2.5
m	3.3	feet	30
km	0.6	yards	0.9
		miles	1.6
AREA			
cm ²	0.16	square inches	1.6
m ²	1.2	square meters	1.2
km ²	0.4	square kilometers	0.4
ha	2.5	hectares (10,000 m ²)	2.5
		acres	0.4
MASS (weight)			
g	0.035	ounces	28
kg	2.2	pounds	0.45
t	1.1	short tons	0.9
VOLUME			
ml	0.03	fluid ounces	30
l	2.1	pints	0.47
l	1.06	quarts	0.95
l	0.26	gallons	3.8
m ³	35	cubic feet	0.03
m ³	1.3	cubic yards	0.76
TEMPERATURE (exact)			
°C	9/5 (then add 32)	Fahrenheit temperature	5/9 (after subtracting 32)

0 1 2 3 4 5 6 7 8 9 10 cm

0 1 2 3 4 5 6 7 8 9 10 11 12 inches

CONTENTS

<u>Section</u>		<u>Page</u>
1	INTRODUCTION	1
2	PROJECT BACKGROUND AND DESCRIPTION	3
3	PROJECT EVENTS AND ACCOMPLISHMENTS	7
4	REASONS FOR LACK OF PROJECT COMPLETION.	13
	4.1 Poorly Conceived Project for the Area	14
	4.2 Lack of Local Commitment to the Project	16
	4.3 Change in Transportation Supply	18
	4.4 Competition of Chico Clipper.	21
	4.5 Interagency Problems.	25
5	CONCLUSIONS.	29

Appendix

A	AGENCY INTERVIEWS.	A-1
B	NEEDS ASSESSMENT SURVEY.	B-1
C	REQUEST FOR PROPOSAL FOR OPERATION OF PROJECT VEHICLE(S)	C-1
D	VEHICLE PROCUREMENT PROCESS.	D-1
E	UPDATE ON VEHICLE STATUS	E-1

LIST OF TABLES

Table

1	PROJECT EVENTS AND EVALUATION ACTIVITIES	8
2	CHANGES IN CHICO TRANSPORTATION, 1979-1982	19

EXECUTIVE SUMMARY

BACKGROUND

In March 1980, the City of Chico was awarded a Service and Methods Demonstration Grant from the Urban Mass Transportation Administration (UMTA) to test a coordinated human service transportation concept. In April 1982, UMTA concluded that the demonstration could not be completed successfully, and the project was terminated.

PROJECT DESIGN

The goal of the Chico demonstration was to develop a coordinated transportation plan whereby vehicles owned by various human services organizations would be made available to all organizations in the Chico area. A Transportation Coordinating Council and a Transportation Coordinator would oversee the project. The Coordinator, with input from the Council, would determine what transportation needs existed. Acting as a broker, the coordinator would then match demand and supply across a variety of users and providers. The grant also provided funds for the purchase of two fully-accessible vehicles, which could be acquired once the participating agencies' and providers' existing vehicles had been fully utilized.

The demonstration was also intended to test the effectiveness of a user-side subsidy as an aid to coordination. Agencies wishing to provide transportation for their clients would purchase shared-ride tickets from the Coordinator based on the amount of transportation funds they had. This approach offered the agency administrative flexibility: it could decide what clients to subsidize, at what level and for what kinds of trips.

PROJECT ACCOMPLISHMENTS

Although the demonstration did not develop a coordinated transportation system for Chico human service agencies, the project did produce substantial results:

1. Increase in the number of lift-equipped vehicles available to the developmentally disabled population,
2. Increase in productivity of an agency-owned lift-equipped vehicle,
3. Provision of city subsidized, door-to-door service for wheelchaired persons,
4. City assistance in vehicle purchase and operational agreements,
5. Turnover of a vehicle by one agency to another in return for a transportation credit, and
6. Issuance of formal RFP for operation of vehicle purchased with grant funds.

REASONS FOR LACK OF PROJECT COMPLETION

There were five conditions which prevented the project from working as it was intended to. First, the project was poorly conceived for the area as there were so few vehicles to coordinate, and the community was too small an area in which to test the idea of competitive bidding among providers.

Second, local commitment for the project was lacking. Agencies were hesitant about committing their time and resources to the project. Within city government; no high level staff person was in charge or clearly behind the project. Commitment at the state level also changed due to the transfer of a senior staff person who was most responsible for setting up the project.

Third, the need for elderly and handicapped transportation diminished due to significant changes in the area's transportation supply, specifically, an increase in the number of social service agency vehicles and the initiation of county and city transit service using accessible buses.

Fourth, the Chico Clipper, a city-subsidized, door-to-door transportation service, increasingly served a larger portion of the elderly and handicapped need and at a lower cost. Human service agencies had little interest in purchasing \$4.50 trips on the coordinated system when almost all their clients could ride the Clipper for 60¢ or 80¢.

Finally, interagency problems, particularly the number of participants involved in implementation of the project, contributed to delays and lack of communication.

PROJECT TERMINATION

Toward the end of the project there was a good deal of variance between UMTA and the City of Chico regarding demonstration objectives. The city believed the project's original concept was simple -- bring social service agencies together in a cooperative effort to provide better transportation. The concept of a user-side subsidy as a catalyst to bring about coordination was not paramount. According to UMTA this was the key concept to be tested, and competition among providers was an important part of that concept. UMTA asked that the Clipper service be integrated into the coordinated system, with the cost of Clipper tickets priced the same as all other tickets. When the city would not agree to this action, UMTA finally terminated the project because the objectives stated in the grant application were not going to be implemented.

1. INTRODUCTION

In March 1980 the Urban Mass Transportation Administration (UMTA) awarded a Service and Methods Demonstration grant to the City of Chico to test a new coordinated human service transportation concept. In April 1982 UMTA concluded that the demonstration could not be completed successfully and that the project should be terminated.

This report will document what was accomplished in the project and why it was never completed. Four chapters follow this brief introduction. Chapter 2 describes events leading up to the grant award and how the project was intended to work. Chapter 3 describes project events beginning with the grant award in March 1980 through June 1982 and summarizes project accomplishments. Chapter 4 examines reasons for lack of completion. Finally, Chapter 5 attempts to extract the lessons learned from this project.

2. PROJECT BACKGROUND AND DESCRIPTION

Private fixed-route bus systems were operated in Chico by various bus companies between 1947 and 1968. The city's involvement in these operations was limited to issuing permits and authorizing routes and bus stops.

No transit service was provided from 1968 to 1973. In 1971 the Transportation Development Act was enacted by the California legislature. This law provides funding for public transportation* generated by one-quarter of one percent of a county's retail sales tax. Using a portion of these funds the City of Chico and Butte County in 1973 established a dial-a-ride program in Chico with limited service between Paradise and Chico. Called "Your Bus" the service operated Monday through Friday between 10 AM and 4 PM. The service was terminated at the end of six months due to low ridership and because the city and county could not agree on a cooperative method for continuing the program. Ridership on "Your Bus" was comprised largely of seniors; when the service was terminated public officials recognized that the elderly and handicapped still needed some form of subsidized public transportation. This concern led to the establishment of the Chico Clipper in 1974, a subsidized shared-ride, dial-a-ride system serving handicapped and elderly citizens within the Chico urban area. Eligible patrons may buy tickets from the city, paying one-fourth of the actual trip cost (65¢). The operator of the service redeems the tickets with the city for \$3.10.

In 1976, because Chico wished to qualify for UMTA grants under Section 3 of the Urban Mass Transportation Act of 1964, the city was required to develop a Transit Development Program (TDP), and a Citizen's Advisory Committee was formed for this purpose. This study, submitted to the City Council in March 1978 made

*If there are no unmet transit needs, excess money may be spent on the building or repair of streets, highways, bicycle paths, etc.

four recommendations:

1. Continue the Chico Clipper for elderly and handicapped.
2. Develop a coordinated social service transportation plan under a single operator.
3. Establish a fixed-route bus system for Chico.
4. Form a transit district to administer public transportation within the Chico Urban Area.

It was the second recommendation which led to the grant application to UMTA in May 1979 for the Coordinated Human Service Transportation Project. Technical assistance on this proposal was provided by Caltrans District 3; its aim was to make the Chico project a national demonstration to "test the effectiveness of pre-sold shared-ride tickets as a means of administering a coordinated human service transportation program to overcome the operational restrictions placed on funds and vehicles received through certain funding sources." *

The project was expected to operate as follows. A transportation coordination council, composed of representatives from participating agencies, and a transportation coordinator, hired by the City of Chico for the project's duration, would oversee the project. The Coordinator, with input from the Council, would determine what transportation needs existed. Acting as a broker, the coordinator would then match demand and supply across a variety of users and providers. Users in the Chico project would be limited to persons age 62 and older and handicapped persons of all ages. Providers could range from an agency that operated a fleet of vehicles to a single individual who provided trips in his/her own car. An agency that had its own vehicles to provide for client transportation could itself choose to be a provider in the system or could lease its vehicles to another provider who would operate,

*City of Chico Grant Application--taken from "Project objectives" in Part IV, Program Narrative.

maintain and insure the vehicles.* The grant also provided \$40,000 for the purchase of two fully accessible vehicles. These vehicles could be acquired once the participating agencies' and providers' existing vehicles had been fully utilized.

The transportation coordinator would also search out additional funds to provide for trips, foster agreements between riders and providers and provide information on available transportation, costs, and insurance. The coordinator was to act as a liaison between human service agencies and the City (grantee) and actively promote institutional or regulatory changes which would facilitate the operation of the brokerage-managed services.

In addition to coordinating agency transportation through a broker concept, the Chico demonstration was intended to test the effectiveness of a user-side subsidy as an aid to coordination. Through the user-side subsidy, funds would be given to the user (rather than the provider) in the form of tickets which the user would use to pay for rides. The providers, in turn, would submit the used tickets to the coordinator who would authorize payment for services performed.

Agencies that purchased shared ride tickets for their clients could do so based on the amount of transportation funds they had. This approach was intended to offer administrative flexibility: the agency could decide what clients to subsidize, at what level and for what kinds of trips.

Throughout the duration of the project, the transportation coordination council was to meet on a regular basis to discuss project operations and advise the coordinator on issues relating to transportation for the various client groups. The City of Chico would be responsible for project administration, budget control, and collection of data necessary for monitoring and evaluating the project. The Transportation Systems Center was responsible for evaluation of the demonstration.

*These agencies would be given a transportation credit (based on depreciation during the leasing period) which would be used to purchase service.

3. PROJECT EVENTS AND ACCOMPLISHMENTS

The previous chapter described how the project was expected to function. Many of these intended activities and relationships did occur and were developed. Table 1 shows events and evaluation activities over the project's duration.

As indicated in Table 1, the Transportation Coordinating Council was formed and met on five occasions. A needs assessment survey of potential users of the coordinated system was conducted; results of this survey are given in Appendix B. Two agencies--the Butte County Association for the Retarded (BCAR) and the Community Action Volunteers in Education (CAVE) agreed to turn over their vehicles, purchased through UMTA's 16(b)(2) program, to the project. Caltrans subsequently informed the City it could not legally operate the vehicles for the nonprofit agencies. This restriction was based on interpretation of UMTA guidelines for 16(b)(2) vehicles. Because of this restriction the BCAR vehicle is now being operated by the Work Training Center, a private, nonprofit corporation that provides social, vocational and educational programs for mentally handicapped persons. The Work Training Center also paid the 20% cost match required in the purchase of 16(b)(2) vehicles. The CAVE vehicle is being operated by Dave Kamp who also operates the Chico Clipper, a city-county subsidized shared-ride taxi service for handicapped and elderly persons. Addition of the CAVE vehicle allows the Clipper to serve wheelchair persons it was previously unable to accommodate. In return, CAVE receives a transportation credit of 30 trips per month for its clients.

It is doubtful whether either of these arrangements would have developed were it not for the catalytic effect of the coordinated

TABLE 1. PROJECT EVENTS AND EVALUATION ACTIVITIES

Date	Project Events	Evaluation Activities
<u>1980</u>		
March	Grant award	
June	City issues RFP for Transportation Coordinator. Three bids received.	
July	William Murphy hired as Transportation Coordinator. UMTA questions hiring process, delays approval.	
October	UMTA approval received.	
November	Murphy meets with Chico social service agencies to assess their transportation needs and willingness to participate in program.	
December	First meeting of Transportation Coordinating Council. 21 persons representing 15 agencies attend.	
<u>1981</u>		
January		"Before" data collection forms given to eight agencies.
February	Second meeting of Transportation Coordinating Council. Butte County association for the retarded (BCAR) applies for UMTA 16(b)(2) vehicle. City of Chico agrees to put up matching funds (20%); acquired vehicle to be used for the coordinated project.	
March	Third meeting of Transportation Coordinating Council.	
	Community Action Volunteers in Education (CAVE) agrees to turn over its lift-equipped vehicle to the project. Murphy develops specifications for purchase of the BCAR vehicle.	

TABLE 1 (Cont'd).

Date	Project Events	Evaluation Activities
April		On-site visits to four agencies currently providing transportation to clients to collect before data on their operation (see Appendix A). Plans for needs assessment survey begin.
May	Mechanical work completed to upgrade CAVE vehicle. Fourth meeting of Transportation Coordinating Council. Turn-out is low; agencies adopting a wait-see attitude. Problems emerge regarding turnover of CAVE vehicle to project and approval of specs for BCAR vehicle.	
June	BCAR vehicle specifications approved by Caltrans. Notice inviting bids issued. Bid modified to include second vehicle (similar specifications) to be purchased with project funds.	On-site visits to four agencies that are potential ticket buyers for the coordinated service (see Appendix A). Plans for conducting needs assessment survey are slowed because of agencies' concerns over protecting client confidentiality.
July	Four bids received. Low bid \$22,248.	Needs assessment survey conducted by telephone. 250 interviews completed.
August	City Council approves low bid. The Work Training Center agrees to turn over some of its vehicles for project use during midday, evening and weekend hours. The Center would provide the driver for these trips and continue to insure and maintain the vehicles.	

TABLE 1 (Cont'd)

Date	Project Events	Evaluation Activities
September	<p>Negotiations for project use of BCAR vehicle terminated. Caltrans informs city that 16(b)(2) guidelines prevent the city from entering into agreement with a non-profit agency (BCAR). Work Training Center agrees to 20% required match; will operate vehicle for BCAR.</p>	<p>Preliminary analysis of needs assessment survey completed (see Appendix B).</p>
October	<p>Agreement for CAVE van to be operated on month-to-month basis by Clipper operator as 16(b)(2) guidelines prevent City from operating the vehicle. CAVE to receive 30 free trips a month for turnover of vehicle. Clipper operation of CAVE van begins. Fifth meeting of Transportation Coordinating Council.</p>	
November	<p>New vans delivered. Work Training Center assumes operation of BCAR vehicle. Legal problems prevent issuing RFP for operation of project vehicle: Clipper contract states operator has exclusive right to transport handicapped and elderly persons for City of Chico. Murphy contacts agencies that are potential ticket buyers of coordinated system trips.</p>	
December	<p>First meeting of Steering Committee--the group that is to continue guidance of coordinated project through demonstration. UMTA states three requirements are to be met before vehicle purchased under grant may be put in service:</p> <ol style="list-style-type: none"> 1. Vehicle must be put out for competitive bid. 2. Clipper service must be integrated into coordinated system with trips priced at same rate as on other coordinated vehicles. 3. Implementation of coordinated system should coincide with implementation of fixed-route system. 	
1982		
January	<p>City issues RFP for operation of project vehicle, informs UMTA it is unable to meet requirements 2 and 3 (above).</p>	

TABLE 1 (Cont'd)

Date	Project Events	Evaluation Activities
February	Clipper operator is only respondent to RFP for operation of project vehicle. Bid is \$4.50 per one-way trip.	
April	The Area Agency on Aging and the California Department of Rehabilitation--the two agencies considered to be the biggest potential trip ticket buyers--indicate they would buy, respectively, only 8 and 10 tickets per month from the coordinated system.	
May	UMTA decision to terminate project, transfer vehicle to San Diego demonstration site. City begins closeout of demonstration project, asks UMTA to allow City to keep new accessible vehicle.	

project. Thus a very real accomplishment of the project is that it has increased the number of lift-equipped vehicles available to the disabled population of Chico and the surrounding area through the city-assisted purchase of the BCAR vehicle. The city agreed to serve as the purchasing agent for the van and facilitated an operating agreement between the Butte County Association for the Retarded (BCAR) and the Work Training Center.

The project has also resulted in better utilization of the Community Action Volunteers in Education (CAVE) vehicle. According to data acquired as part of before data collection activities, in February 1981, 74 client trips were provided on the CAVE vehicle. During the same month in 1982, once the vehicle was under the Clipper operation, 437 trips were provided, 96 of these to non-ambulatory passengers. Again, the city facilitated the agreement between CAVE and the Clipper.

The city developed and issued a formal RFP for operation of the vehicle purchased with grant funds (see Appendix C). Because there appeared to be insufficient demand or funding for operation of this vehicle--at least from the perspective of Chico human service agencies--the vehicle was not placed in service.*

In summary, the project accomplishments were as follows:

1. Increase in number of lift-equipped vehicles available to the developmentally disabled population
2. Increase in productivity of CAVE lift-equipped vehicle
3. Provision of Clipper service to wheelchaired persons
4. City assistance in vehicle purchase and operational agreements
5. Turnover of vehicle by one agency to another in return for a transportation credit
6. Issuance of formal RFP for operation of vehicle purchased with grant funds.

*See Appendix E for update of vehicle status.

4. REASONS FOR LACK OF PROJECT COMPLETION

Coordination of social service agency transportation programs and vehicles is not an easy task. In a federally-funded demonstration (covering five sites) coordination efforts were more costly and time consuming than had been expected.¹ An evaluation of the Knoxville, Tennessee Transportation Brokerage Demonstration concluded that "staff spent considerable time interacting with agencies, while no real advantages of the coordination were observed."² Considering problems such as these experienced by many communities attempting to coordinate paratransit operations, the accomplishments of the Chico project described in the previous chapter are substantial ones. UMTA concluded, however, that the demonstration could not be completed as intended and terminated the project.

This chapter will examine five conditions which we believe contributed to the failure to complete the demonstration:

1) the project was poorly conceived for the area, 2) local commitment for the project was lacking, 3) the need for elderly and handicapped transportation diminished due to significant changes in transportation within the Chico urban area, 4) the Chico Clipper increasingly served a larger portion of the elderly and handicapped need and at a lower cost, and finally 5) interagency problems, particularly the number of participants involved in implementation of the project, contributed to delays and lack of communication.

¹Coordinated Transportation Demonstration Results: Evaluation of the Office of Human Development Services Transportation Demonstration Program, prepared by Ecosometrics, Inc. for the Office of Human Development Services, U.S. Department of Health, Education and Welfare, February 1980.

²The Knoxville, Tennessee Transportation Brokerage Demonstration: An Evaluation, prepared by Multisystems, Inc. for the U.S. Department of Transportation, Transportation Systems Center, Cambridge, MA, August 1979.

The conclusions described in this chapter are based on the evaluation contractor's knowledge of project events and association with project participants over a two-year period and interviews with these project participants during May and June 1982.

4.1 POORLY CONCEIVED PROJECT FOR THE AREA

At the time the grant application was made to UMTA (May 1979) three human service agencies and one private for profit provider operated a total of 11 vehicles to serve the needs of handicapped and elderly persons in the Chico urban area. The Work Training Center operated three vans to transport developmentally disabled clients to and from its sheltered workshop. The Community Action Agency provided transportation on its van to and from a Chico nutrition site for elderly clients wishing a hot noonday meal. The Community Action Volunteers in Education provided rides to a variety of clients on its lift-equipped vehicle using volunteer drivers, usually students from California State University at Chico. The Chico Clipper service, subsidized by the city and county, was contracted to a private operator who, in 1979, ran a fleet of six vehicles, all standard size American cars.

In retrospect it appears that the Chico demonstration plan (\$125,000 grant, hiring of transportation coordinator, concept of user-side subsidy, multiplicity of providers) was ill-suited for this particular site as there were so few vehicles to coordinate. Six of the eleven vehicles were already operated successfully (i.e., to capacity) by a single operator. Four of the vehicles were used to serve two specialized client groups with regular, repeating trip needs (developmentally disabled to workshops, elderly to nutrition site). Thus the basic motivation for coordination efforts--increasing vehicle productivity and eliminating duplicative, fragmented service--seems not to have been present in Chico. At the time of this evaluation the Chico City Manager said he

believed the demonstration concept was more appropriate for a big city operation, whereas most social service agencies in Chico were barely able to survive.

It also appears that the demonstration objective of testing the effectiveness of the user-side subsidy concept was not appropriate in this geographic setting. First, the Chico community is too small an area in which to push the idea of competitive bidding among providers--there were simply too few potential providers or operators.* Second, within Chico the idea of fostering competition among providers was at cross purposes with another demonstration objective--promoting cooperative efforts among human service agencies. If agencies desiring service are one group and potential providers are a separate group, this problem does not occur; however, in Chico, there was not a clear division between the two groups. The Work Training Center, as an example, was considered to be a potential operator of project vehicles and a potential buyer of trips on the coordinated system.

The user side subsidy concept, of course, has other purposes than promoting competition among providers. It can facilitate the administration of a coordinated transportation program because it allows individual agencies to buy tickets based on the amount of transportation funds they have. Agencies can make the choice to buy tickets rather than buy or operate vehicles. It also offers administrative flexibility: the agency decides which clients to subsidize, at what level, and for what kind of trips. The problem is that by the time the project reached the implementation stage, there were no agencies with funds to buy trips. Those agencies that could not provide transportation for their clients before the demonstration still cannot do so because they have no funds.

*The Chico Clipper's bid was the only one received for operation of the van purchased with grant funds.

4.2 LACK OF LOCAL COMMITMENT TO THE PROJECT

As described previously, one of the four recommendations of the Chico Transit Development Program developed by a Citizens' Advisory Committee in 1978 was to "develop a coordinated social service transportation plan . . ." The grant application submitted to UMTA included letters of support from the City of Chico, 10 human service agencies, and two potential providers, all indicating a willingness to participate in the project. Thus it appeared that the demonstration project had local support; in reality it did not. Enthusiasm for the project shifted during the course of the demonstration. Agency personnel tended to adopt a wait-and-see attitude and were hesitant to commit their time and resources to the project. Within the city government, no high level staff person was in charge or clearly behind the project.

The City Manager emphasized that the city's commitment to the project was to introduce accessible vehicles to the community. The city stood by this commitment, as described in Chapter 2, by agreeing to put up the 20% match for the Butte County Association for the Retarded (BCAR) 16(b)(2) vehicle, eventually allowing BCAR to work through the city purchasing process to acquire the vehicle, and finally facilitating an agreement between BCAR and the Work Training Center for operation of the vehicle.

The intent here is not to fault the city for lack of accomplishment but to point out the importance of local community motivation for becoming part of a federal demonstration. If a city is not enthusiastically behind a project, it is not unreasonable that the energy city staff

devotes to the project will be less than to projects and problems they believe to be of more importance.*

This problem was partly addressed by the project's design of hiring a transportation coordinator, a person with a strong interest in coordination who would work full time (during the initial phase) to promote coordination among community agencies. However, the coordinator's efforts cannot compensate for lack of timely support at higher levels of government where policy decisions are made. The coordinator expressed great frustration at long delays at all three levels of government (city, state, federal) either because of time-consuming procedures or because the required action was set aside because it was not high on the responsible person's list of priorities.

Commitment to the project from the next level of government--Caltrans--also changed during the course of the demonstration. This was principally due to the transfer of a senior staff person from Caltrans District 3, the man who was most responsible for setting up the project.

4.3 CHANGE IN TRANSPORTATION SUPPLY

Perhaps the single most important reason for the project's lack of completion is that the need addressed by the demonstration--adequate transportation service for handicapped and elderly persons--diminished due to significant changes in the transportation picture. Table 2 shows the change in transportation supply between May 1979, when the grant application was submitted to UMTA, and May 1982, when UMTA concluded the demonstration should be terminated. The data show that considerably more transportation was available to the disabled population in 1982 than was available in 1979.

*From the start this project was eclipsed by the city's increasing involvement in another transportation project--its brand new fixed-route bus system.

TABLE 2. CHANGES IN CHICO TRANSPORTATION, 1979-1982

May 1979	May 1982
CHICO CLIPPER	CHICO CLIPPER
Subsidized, shared-ride taxi service	8 standard automobiles
6 standard automobiles	1 accessible van
WORK TRAINING CENTER	WORK TRAINING CENTER
Transportation for developmentally disabled persons to and from workshop	9 vans
3 vans	
COMMUNITY ACTION AGENCY	COMMUNITY ACTION AGENCY
Transportation for seniors to mid-day nutrition site	1 van
1 van	
COMMUNITY ACTION VOLUNTEERS IN EDUCATION	COMMUNITY ACTION VOLUNTEERS IN EDUCATION
Transportation for a variety of clients--vehicle lent to other agencies	Van turned over to Clipper; productivity greatly increased
1 accessible van	
	MEDI-TRANS
	Service for non-emergency, medical patients
	1 van with wheelchair ramp
	BUTTE COUNTY TRANSIT
	Intercity service in Butte County on 3 routes (2 serve Chico)
	4 buses, all accessible
	CHICO AREA TRANSIT
	4 intracity routes
	6 buses, all accessible

In 1979, operating six vehicles, the Clipper delivered an average of 160 trips per day. In 1980, operating nine vehicles, trips provided had increased to 200 per day. The addition of the lift-equipped vehicle also allowed the Clipper to serve wheelchaired persons.* During February 1982 the Clipper provided 96 trips to non-ambulatory passengers.

The Work Training Center (WTC) has tripled its fleet since 1979. Its nine vans, two of which are accessible, provide transportation to and from work centers for 135 developmentally disabled person a day. This significant increase in fleet size was in response to need: Butte County's population grew by 41% between 1970 and 1980, and this growth brought a corresponding growth in the number of developmentally disabled persons moving into the area. If the coordinated project had been implemented earlier, it is possible the WTC would have considered purchasing trips from the project. However, because no other transportation was available for its clients and WTC had the funds to purchase vehicles**, the Center continued to increase its fleet, and increasingly became a strong transportation provider. In fact, due to its cost-effective service, the Far Northern Regional Center contracted with the WTC to transport developmentally disabled persons to and from a sheltered workshop in Paradise, a neighboring community about 15 miles to the east of Chico. By the time the coordinated project was at the implementation stage, the Work Training Center was effectively serving the transportation needs of developmentally disabled persons and had no interest in purchasing service. Thus, a large potential clientele and an agency with funding to purchase client trips had been lost to the project.

*The Clipper had served wheelchaired person before 1982, but only those who could transfer from their wheelchair to the sedan.

**WTC is reimbursed by the Far Northern Regional Center on a per mile basis; its vans currently travel 20,000 miles per month. Funds to purchase vans come from this source. The center has been able to acquire vans with low down payments.

Three new transportation services--Medi-Trans, Butte County Transit and Chico Area Transit--are now available to disabled persons in the Chico Urban Area. The Medi-Trans van has a wheelchair ramp; all buses of the two transit systems are lift-equipped.

The California Department of Rehabilitation was considered, during the project planning phase, to be a potential major purchaser of trips from the coordinated system. The Department had, in fact, agreed in a letter included as part of the grant application, to purchase ride tickets for its clients. However, a large portion of Rehabilitation clients can now use the lift-equipped buses of the county and city transit systems to get to work and training programs. These are less expensive alternatives than the cost quoted to agencies for trips on the coordinated system.* Budget restrictions imposed by cuts in federal funds also dictated that the department would purchase tickets from the coordinated system on an as-needed basis rather than buying blocks of tickets as had been anticipated by the Transportation Coordinator. The Chico district Program Supervisor for the Department of Rehabilitation was disappointed the project did not work but stated that "essentially the project was outdated before it was implemented."

4.4 COMPETITION OF CHICO CLIPPER

The Chico Clipper has already been described. The current ticket cost to users is 65 ¢ for city residents, 80 ¢ for county residents. (The actual cost of trips is \$3.10 with the city and county subsidizing \$2.45 and \$2.30, respectively.) All persons age 62 years and older and handicapped persons of all ages are eligible for service.

*A one-way fare on city transit is 50 ¢; on county transit it is 50 ¢ during non-peak hours, 75 ¢ during peak hours. Project trip cost was \$4.50 per trip.

Dave Kamp, the current operator, began providing service in December 1976 with two vehicles. As more people learned of the service, Kamp added more vehicles to accommodate the demand.

In October 1981 the CAVE van was incorporated into the Clipper operation. The agreement between the agency and Kamp was that the vehicle would be operated on a month-to-month basis until it could be formally turned over to the project. The new van purchased with project funds was delivered in November and in January 1982 an RFP was issued for its operation. Kamp's was the only bid received in response to the RFP.

It is necessary to digress for a moment and comment on the RFP process. The RFP stated ". . . the service for this vehicle may not commence until July 1, 1982 . . ."* This was due to a legal constraint: Kamp's contract with the city for operation of the Clipper service gave him the exclusive right to transport handicapped and elderly persons. Five years previously (December 1976) when Kamp took over the Clipper service the city agreed to such a clause as Kamp felt the Clipper service was a marginal business operation; if the city was to enter into another arrangement with a second operator, there would be insufficient passengers for both operators to make a profitable business. This RFP restriction may have served to discourage potential bidders.

A second issue regarding the RFP was that the city could not project what the demand for this vehicle might be as the Transportation Coordinator had not been able to obtain a firm commitment from agencies as to the number of tickets they might purchase from the coordinated project vehicles. This uncertainty must surely have discouraged potential bidders even though the city amended the RFP to state, "The vehicle (s) may

*Kamp's contract with the city, at the time the RFP was written, expired on June 30, 1982.

be utilized by the operator for services to elderly and handicapped clients other than human service agencies' clients, provided, however, that human service agencies' clients shall have first priority and guaranteed services." This amendment was of value to Kamp who could then use the vehicle to provide service to Clipper customers if there was insufficient agency demand.

Kamp's proposal in response to the RFP was to provide trips for agency clients (on both CAVE and new vehicle) for \$4.50 per trip. This cost was higher than the \$3.10/trip charged for Clipper service as these lift-equipped vans were more costly to operate than a standard car. Also, presumably, wheelchair trips would take longer due to deployment of the lift, and increase the labor cost per trip. The Transportation Coordinator contacted potential buyer agencies to determine how many trip tickets they planned to purchase from these project vehicles.

At this point, as could be expected, a problem occurred. Social service agencies had little interest in purchasing trip tickets that cost \$4.50 when almost all their clients were eligible to purchase tickets for the Clipper at 65¢ or 80¢. The balance of these trip costs was subsidized by the city and county; it did not require expenditure of an agency's funds.

It was this problem that led UMTA to demand that the Clipper service be integrated into the coordinated system, with the cost of Clipper tickets priced the same as all other tickets, before UMTA would allow the newly purchased vehicle to be placed in service.* UMTA suggested if the city wanted to keep directing subsidies to this client group (handicapped and elderly persons served by the Clipper) it could spread the current susidy level across the entire system.

*Bruno letter to Dougherty, Deputy City Manager, December 1981.

The city responded that Clipper fares were established by the Butte County Board of Supervisors and the Chico City Council and that any suggested change in fare policy would require the approval of these two bodies.* Before any formal action was taken on consideration of such a change, UMTA terminated the project.

UMTA's position, presumably throughout the demonstration, was that the Clipper service should be merged into the coordinated system. Without this merger the demonstration was unlikely to work as agencies, as noted above, had the option of encouraging their clients to use the city-subsidized Clipper service, and the city would be in the "unenviable position of supporting three (including the new fixed route service) competing transportation services."**

How likely was such a merger to have occurred? Dave Kamp's letter of intention to participate in the coordinated project, submitted as part of the grant application, does state "I also understand that it is possible that the fare structure may change during the demonstration period." This would indicate that early in the planning stage of the demonstration, some thought had been given to the concept of a merger, and that it might require a change in the Clipper fare structure. However, according to Kamp, this concept was not pursued once the project began. He feels the thinking is backward, that the coordinated system (two vehicles) should have been integrated into the considerably larger Clipper operation. (Though unplanned, this was partly accomplished when the CAVE van could not be turned over to the project (city) due to 16(b)(2) restrictions and was, instead, turned over to the Clipper.)

*Dougherty letter to Larry Bruno, UMTA, January 1982.

**Bruno letter to Dougherty, December 1981.

William Murphy, the Transportation Coordinator, believes a merger of the Clipper into the coordinated system was unlikely if it meant an increase in the Clipper fares and a loss of identity for the Clipper operation. Agreement on the part of the County Board of Supervisors and the Chico City Council to allow the merger and a corresponding change in fares would put the elected officials in the position of seeming to take away a popular service, one of which the city is proud, and of raising fares for a group with limited incomes. Of course, as suggested by UMTA, the city could continue to sell special, coordinated system tickets at the same price range (65¢-80¢) for those individuals not affiliated with an agency. However, Murphy still believed a merger would appear to have taken something away and elected officials are very sensitive to appearances. The Caltrans staff person interviewed for this report said, "The elderly and handicapped community would have been up in arms if Kamp's contract was terminated." Again, officials would be quite anxious to prevent such a reaction.

This competition between Clipper service and that to be offered on project vehicles is what finally caused UMTA to terminate the project. UMTA believed there was simply too much concentration of service on one provider to fairly test the concept of a user side subsidy, and that Kamp's exclusivity clause with the city and the city's inability to project the potential clientele for project service discouraged potential bidders.

Perhaps the only conclusion to be derived here is that this question of the Clipper competition was not dealt with sufficiently in the early planning stages of the project. Conversations between Caltrans and UMTA regarding the proposed Chico project were begun in 1977, only one year after Kamp took over the Clipper's operation. At that early stage the idea of merging Clipper and other city-sponsored transportation was probably feasible. By 1982 when the Clipper had grown

substantially and was an accepted service in the community, a merger was not feasible.

4.5 INTERAGENCY PROBLEMS

There were three levels of government--federal, state and local--involved in the planning and implementation of this demonstration: the Urban Mass Transportation Administration, the California Department of Transportation, and the City of Chico. The need for each government body, and in some cases the Board of participating human service agencies, to approve decisions, agreements, vehicle specifications, etc., required to plan and implement the project led to a lengthy and frequently frustrating process.* A change in personnel at Caltrans also contributed to delays. New directors and staff demanded a review of the decisions made by their predecessors since they would ultimately be responsible for those decisions. Almost four years passed between the conception (1977) and implementation (1981) of the project. During that time too many outside influences adversely affected the project.

A second problem was the lack of good communication between these three government bodies. Three examples of the problems caused by this lack of communication follow.

According to Chico's City Manager, the project's original concept was simple--bring social service agencies together in a cooperative effort to provide better transportation. The concept of a user-side subsidy as a catalyst to bring about coordination was not paramount. According to UMTA this was the key concept to be tested, and competition among providers was an important part of that concept.

*The long, time consuming process of developing new vehicle specifications and obtaining agreements for turnover of the CAVE vehicle are documented in Appendix D.

This difference in perception is important because what one perceives to be the main objective of the project is likely to be the area in which one puts forth the greatest effort. UMTA finally terminated the project because the objectives stated in the grant application were not going to be implemented.

The second example concerns Caltrans' interpretation of UMTA's guidelines pertaining to the operation of vehicles purchased through the 16(b)(2) section of the Urban Mass Transportation Act of 1964. The reader will recall that the Butte County Association for the Retarded (BCAR) had agreed to turn over its 16(b)(2) vehicle to the coordinated project and that Caltrans subsequently informed the city that it could not enter into an agreement with non-profit agencies for the operation of these vehicles. This interpretation by Caltrans raises a number of questions. Earlier when BCAR had decided not to apply for a 16(b)(2) vehicle due to lack of sufficient operating funds, it was Caltrans that suggested the application be kept open because they believed the coordinated project might be able to use the vehicle. Caltrans was aware that the City of Chico would be responsible for project administration and that project use of the vehicle would require an agreement between the city and BCAR. Caltrans had in fact given the Transportation Coordinator copies of agreements between other agency owners of 16(b)(2) vehicles and a subcontractor to assist him in developing the agreement between BCAR and the city. Why did the restriction in the guidelines against such an agreement not surface at that time? And if not then, why not soon after as UMTA, the administrator of the 16(b)(2) program, was brought into the negotiations? If the Coordinator and the City of Chico had been made aware of this problem early in the project's development, perhaps measures could have been taken to solve it, for example, creating a nonprofit corporation to administer the project.

Caltrans' interpretation of the 16(b)(2) guidelines poses another question. Was their interpretation regarding the nature of allowable agreements too technical? By allowing the City to enter into an agreement with BCAR, would not the intent of the guidelines still have been met? The City of Chico was simply the facilitator for the coordinated system; it would not have operated the project vehicles.

The local Caltrans (District 3) staff person who had been affiliated with the Chico demonstration believed that had the project moved along at a faster rate, this problem would not have occurred. The staff person assumed Caltrans was aware of UMTA restrictions during the project's planning phase, that they believed the project could legitimately operate the BCAR vehicle, but that as time passed, federal regulations were tightened which disallowed this possibility.

A third example pertains to the clause in the Chico Clipper contract which gave the Clipper the exclusive right to provide transportation services to elderly and handicapped persons in Chico. This revelation was not made until December 1981 and from UMTA's point of view "directly contradicts the demonstration grant application in which the city certified that there were no legal constraints in carrying out the terms of the project."* The Transportation Coordinator stressed that there was no intent in this to deceive UMTA--the clause had been inserted for what seemed at the time to be a reasonable purpose and had been overlooked. It was the Coordinator, hired long after the Clipper contract had been approved, who became aware of this issue while developing the RFP for operation of the new vehicle.

*Bruno letter to Dougherty, December 1981.

5. CONCLUSIONS

The purpose of this chapter is to summarize the lessons learned in the Chico demonstration which may be applicable to other cities planning to coordinate or consolidate transportation resources.

1. Project objectives should be clear and achievable. The grant application clearly stated that the project was intended to "demonstrate effective and efficient use of various agencies' transportation funds through a user-side subsidy scheme," but it appeared to the evaluator that there was a good deal of variance between this original objective and the city's concept of the project at the time of this evaluation. UMTA's main reason for terminating the project was that they believed that testing a user-side subsidy as a means to bring about coordination could not be fairly accomplished in Chico. Because the city did not see a user-side subsidy as a viable concept, given the transportation picture in Chico, its efforts were not directed to implementation of this concept.
2. Local commitment is essential for project success. It is important that someone at a high level of city government believes in the project's benefits in order to keep it moving.

Political support for the project also appears to have been lacking. The project was not implemented, in part, because the institutional changes required for the project to operate successfully were not implemented. The grantee must determine whether such changes are required and obtain support for these changes before submitting the grant application.

3. Communication among project participants is essential. In retrospect, communication was not adequate among project participants. There was misconception among the participants with respect to the importance of a user-side subsidy as a means of achieving coordination.
4. Institutional problems must be examined in the planning phase. From the beginning there were two problems that impeded the project's success--lack of strong commitment from local agencies and the competition posed by the Clipper. The project could

not really work without the integration of Clipper service into the coordinated system, and this required a restructuring of its fare system. Whether there would have been political support for such a restructuring when the project was first conceived (1977) is impossible to determine at this point. It is clear that by 1982 when the Clipper service had grown to a highly visible and popular service there was no political support for such a move from the City Council and the County Board of Supervisors who set the Clipper fares. In addition, because agency clients could use the Clipper at a considerably lower per-trip cost than the price quoted to agencies for trips on the coordinated system, agency staff were unwilling to purchase trip tickets. If greater attention had been given to these problems at the start they would either have been resolved or they would have been deemed unresolvable (which in effect is what occurred) and the project terminated much earlier.

5. Agency support for the project must not conflict with its own desire to minimize transportation costs. This problem has been alluded to in the previous conclusion. Agencies wished to be supportive of the coordinated system. All agency personnel interviewed indicated they saw the coordinated system as another transportation resource. However, when it came to making a financial commitment to purchase trip tickets, agencies chose less costly alternatives to transport their clients, i.e., the Chico Clipper or the newly established city and county transit systems.

APPENDIX A
AGENCY INTERVIEWS

AGENCY INTERVIEWS

April 22-23, 1981

The purpose of this visit was to personally meet with agencies that currently provide transportation services for their clients and have expressed an interest in participating in the Chico Coordinated Human Service Transportation Project.

Work Training Center

Work Training Center, Inc., is a private, non-profit corporation established in 1960 that provides social, educational and vocational programs for mentally handicapped persons residing in Butte County. During 1980 the Workshop served 170 disabled persons, subcontracting with 15 local firms for approximately \$120,000 of work. At the Workshop, clients are taught proper work habits such as attendance, punctuality and interpersonal relations. They learn equipment maintenance and how to handle machinery.

The Workshop operates five vans--four with 15 seats and one lift-equipped van with ten seats and two wheelchair spaces. These vans are used to transport clients to and from the center, five days a week. Some of the vans make more than one run, e.g., first picking up clients in the Paradise area and delivering them to the center, then making a second run to pick up and deliver clients residing in the Oroville area.

Information supplied by the Workshop on the Driver Trip Log data collection forms shows that vehicles are in operation roughly between 6 and 10 AM and again between 2 and 6 PM.

Trip, mileage and cost data supplied by the Workshop's accountant show the vehicles travel 135,369 miles per year providing 43,200* individual one-way trips, an average of 3.1 miles per trip.**

*Based on 100 clients with average attendance of 18 days per month (100 clients x 18 days x 2 trips/day x 12 months = 43,200).

**Actual trip mileage ranges from clients who live 6 blocks from the center to some who are transported 80 miles round trip.

Total cost for providing transportation including administrative and depreciation costs is \$89,992 (FY 1980-81) which translates to \$2.08 per one-way trip or \$4.16 per client per day and \$.66 per vehicle mile (for purposes of providing transportation to clients).

The vehicles operated by the Work Training Center appear to be in good condition. As noted earlier, information collected on the Driver Trip Logs indicates there are times during weekdays (roughly between 10 AM and 2 PM) when the vans could be made available to other users. The Workshop occasionally allows Do-It, Inc., a Chico agency providing recreation activities for handicapped persons, to use their vehicles during off hours if the event involves its (the Workshop) clients. In the AB 120 survey submitted to Butte County the Work Training Center indicated "We are willing to let others use our vehicles providing we are properly reimbursed."

William Murphy, the project's Transportation Coordinator, is discussing the possibility of the Workshop turning over its vans for project use during these off-peak hours. No formal agreement has been developed.

Because the Work Training Center has proven to be an efficient provider of transportation, the Far Northern Developmentally Disabled Center, the primary funding agency for transportation of developmentally disabled persons in Butte County, is exploring the possibility of giving the Workshop additional funds to provide transportation services for clients to and from the Paradise Vocational Development Center (approximately 15 miles east of Chico). Providing this service would necessitate the purchase of additional vans which would imply more carrying capacity if these additional vans were also made available to other users between 10 AM and 2 PM.

Community Action Volunteers in Education

Community Action Volunteers in Education (CAVE), was created in 1967 as a project of the Chico Associated Students of California State University, Chico. Their primary motivation at that time was to provide tutorial service to students in the Chico area. Since then CAVE's services have expanded to include volunteers who work with residents of a board and care home for persons with psychiatric disabilities; helping, working and playing with children at Napa and Sonoma State Hospitals; visiting and listening to residents of Yountville California State Home for veterans; senior programs and tutorial, recreation and summer programs for children of junior high school age. Volunteers enrolled at California State University, Chico may be eligible for university credit.

Project Respond, which helps to meet some of Chico's transportation needs, was begun in 1976. The project operates a Caltrans van* which is available to elderly and handicapped residents at a minimum charge of 17¢ per mile. The van accommodates 11 passengers and is equipped with a wheelchair lift.

According to Julia Coogan who is the program coordinator, Project Respond is the "band-aid" of transportation programs in Chico, catching people who cannot be served by other providers. For example, the Respond van can be used by persons who need transportation outside the Chico area or after 5 PM, areas and times not served by the Chico Clipper (described below).

Individuals call the agency to make a ride request. A two-day reservation is required, but Ms. Coogan accommodates shorter pre-scheduled requests when possible. The individual may supply the driver (as, for example, a father who regularly uses the van to drive his handicapped daughter to physical therapy sessions) or, if they need a driver, they are matched with one of CAVE's volunteer drivers, mainly university students who gain units for their time. The van is also used by other Chico agencies who supply their own driver and are charged, as are individuals, 17¢ per mile. Do It, Inc.,

*Purchased through UMTA's 16(b)(2) grant.

Butte County Association for Retarded Citizens, Disabled Students of Chico and several convalescent hospitals are the most frequent users.

Ms. Coogan also works as a broker providing for some ride requests by private vehicles owned and driven by volunteers. She will also tell callers about other possible transportation providers such as the Chico Clipper, American Cancer Society and the Red Cross if she feels these organizations can fill the need.

Project Respond publicizes its service through public service announcements on radio and fliers which are regularly posted or distributed.

Ridership and cost figures were obtained from Project Respond for what Ms. Coogan considered to be four typical months--two busy months and two slow ones. These data are presented in Table A-1.

Assuming that all persons served were provided with a round trip, during this four month period a total of 672 one-way trips were provided at a total cost of \$1,886 or \$2.81 per trip.* The average one-way trip length (2138/672) is 3.2 miles.

The figures provided on average number of hours the vehicle is in service per day indicate that there are a good many hours when the van could be made available to other users. Although no formal agreement has been worked out, CAVE has indicated a willingness to turn over their van to the Chico project. At one time Project Respond, the transportation service component of CAVE, also operated a Ride Board that coordinated ride requests and offers outside the Chico area and also gave assistance to persons forming car pools. The carpooling efforts were taken over by Caltrans and the Ride Board has been transferred to the Chico State Student Union. Thus personnel at CAVE feel that turning over their vehicle to the central project that can afford to maintain the vehicle (which is in need of a major overhaul) and probably obtain a better insurance rate is

*This does not include depreciation costs or rent/utilities/phone costs. The building occupied by CAVE is on the college campus; the agency pays no rent.

TABLE A-1
PROJECT RESPOND RIDERSHIP, COST FIGURES

	1980		1981	
	Oct	Nov	Jan	Feb
Number clients served				
Elderly	32	8	0	19
Handicapped (Wheelchaired persons)	118 (41)	122 (31)	19 (9)	28 (31)
	<u>150</u>	<u>130</u>	<u>19</u>	<u>37</u>
Total vehicle miles	990	738	142	268
Average vehicle service hours/day	3.8	2.3	1.4	1.5
Costs				
Fuel, and oil	\$164	\$163	\$ 20	\$ 20
Repairs	183	262	0	126
Insurance*	42	42	42	42
Administration**	195	195	195	195
	<u>\$584</u>	<u>\$662</u>	<u>\$257</u>	<u>\$383</u>
Revenue	NA	\$106	\$ 41	\$221

*Based on \$500 yearly cost

**Project coordinator salary--12 hrs/wk at \$3.74/hr.

the best thing to do. CAVE would then receive a transportation credit (to be used for providing client trips on the coordinated system) based upon vehicle depreciation during the leasing period. William Murphy, the Transportation Coordinator, wants to obtain UMTA approval to use project money earmarked for new vehicles to upgrade the CAVE van.

Chico Clipper

The Chico Clipper is a subsidized, shared ride, dial-a-ride system serving handicapped and elderly citizens within the Chico urban area. The present Clipper service began in December 1976 under the management of David Kamp. (The City had previously contracted for dial-a-ride service for handicapped and elderly persons with two providers, the earliest in 1972. Both operators lasted about a year.) At the time Kamp made his bid to the City for the Clipper operation he was running an ambulance service and says he bid on a non-profit basis mainly to obtain publicity for his ambulance service. He leased two vehicles so his start-up costs were minimal. The City publicized the system and paid Kamp \$2.10 per one-way ride. Kamp expected to gross about \$25,000 per year providing approximately 1000 rides per month.

In March and May 1977, Kamp added a third and fourth vehicle and has added vehicles as demand increased over the 4½ years he has been in operation. He now operates a fleet of 12 vehicles-- seven in Chico and three in Paradise with two back-up vehicles. By July he expects to expand to eight vehicles in Chico, four in Paradise. He employs 25 drivers and two dispatchers and currently (April 1981) charges the City \$3.10 per ride. Kamp states that he makes a good profit from the business but will not divulge his actual percentage.

All persons age 62 years and older and handicapped persons of all ages* are eligible for service. Patrons call the Clipper to request service which operates seven days a week between 7 AM and 6 PM. Kamp states he is able to accommodate all requests within half an hour of the time service is requested. Few rides are scheduled in advance. Clipper tickets are purchased from the City of Chico and are sold primarily at banks. There is no limit to the number of tickets which may be purchased or the number of rides clients may take; there is also no restriction as to trip purpose.

*Handicapped persons must have a certificate from a licensed physician indicating physical disability requiring transportation assistance.

The cost per trip for City residents is 65¢; for county residents the cost is 80¢. Patrons riding in groups of three or less, with a common origin and destination, are considered one fare. Patrons without a ticket are charged taxi rates and persons who desire trips beyond the service area--the Chico Urban Area--are considered a taxi passenger and charged a regular fare for that trip.

The Clipper provides an average of 180 rides per day, 210 rides per weekday. Recurring trips account for 36 rides per day; this is service provided to 18 handicapped children who are picked up on a regular basis and taken to and from school. None of the vehicles, standard American cars, is equipped with a lift. Kamp had planned to buy some smaller model cars and with the savings purchase one van with a lift, but he says the handicapped persons he served opposed this saying they would rather ride in regular cars. The Clipper does serve persons in wheelchairs but only those with collapsible chairs who can transfer from their chair to the car.

Kamp was asked how he was able to provide service for \$3.10 a trip (low for comparable paratransit, demand responsive service) and still make a good profit. He admits to having "blundered as bad as a person could blunder" but attributes his success to common sense more than anything. His overhead costs are low: he is the only administrator, pays little for office rent and runs both businesses (the Paradise and Chico services) out of the same office. He pays his drivers an average of \$4.20 an hour but allows them to set their own hours (working out schedule variations among themselves) and to work all the overtime they want. He has had a stable pool of drivers--some part-time drivers are Chico State University students and full-time housewives--who Kamp says like their work because there are no rules ("If there are no rules you don't have to spend time monitoring your help") and who are guaranteed job tenure if they perform satisfactorily for two weeks. As his profits increase, Kamp will pay his drivers more, and this knowledge motivates the drivers to greater efficiency. Kamp also purchases his gas through a wholesale dealer and has his own pump.

Vehicles are maintained by Kamp and are inspected every three months by the California Highway Patrol. Insurance costs are approximately \$9000 per year for the 12 vehicles with \$500 deductible for collision and \$5 million for liability.

Data on 932 Clipper trips were recorded over a seven day period (February 28 through March 5, 1981) by five Clipper drivers. (A copy of the driver trip log used to record information is shown in Figure A-3.) Trips were divided into three different time periods for analysis purposes:

<u>Period</u>	<u>Number of Trips</u>	<u>% of Trips</u>
Weekday peak, 6 AM - 9 AM 3 PM - 6 PM	253	27%
Weekday midday, 9 AM - 3 PM	514	55%
Weekend, Saturday & Sunday	<u>165</u>	<u>18%</u>
Total	932	100%

Table A-2 presents information on degree of ridesharing, average trip length in time and miles, trip purpose and degree and type of assistance provided by drivers for the three periods and for all trips.

Community Action Agency

The Community Action Agency (CAA) offers a variety of programs for seniors and low-income persons residing in Butte County: Head Start programs, nutrition (hot or other appropriate meal) service and homemaker aids for persons 60 years or older, summer and senior recreation programs, housing and weatherization service, blood pressure clinics, and counseling, legal and translation services.

CAA operates one van in Chico for the purpose of transporting senior clients to and from a nutrition site where they are served a hot meal at midday. The same van is used, on occasion, to transport seniors to doctor's appointments, shopping or for other personal

Table A-2

Chico Clipper Passenger and Trip Characteristics

	Peak n=225	Afternoon n=512	Weekend n=165	Total n=932
<u>Degree of Ridesharing*</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
0 Passengers	33	28	38	31
1 Passenger	40	38	42	39
2 Passengers	17	24	17	21
3 Passengers	8	9	3	8
4 or more	2	1	0	1
<u>Average Trip Length</u>				
(miles)	3.1	3.4	3.1	3.3
<u>Average Trip Time</u>				
(minutes)	12.7	12.7	12.4	12.7
<u>Trip Purpose*</u>				
Shopping	6	10	18	10
Personal business	6	20	5	14
Health/medical	8	13	1	10
School/training	16	4	0	7
Social/recreation	3	4	6	4
Nutrition	2	3	9	4
Work	8	2	2	4
Church	0	1	9	2
Other	0	3	0	2
Home	52	42	50	46
<u>Trips Requiring Special Assistance</u>	23	34	34	31
<u>Type of Assistance*</u>				
1. Enter/leave vehicle	54	60	29	53
2. Assistance with packages	23	22	55	29
3. Door-to-door	9	6	16	8
4. 1 and 2 (above)	6	6	0	5
5. 2 and 3	9	1	0	3
6. 1, 2 and 3	0	4	0	2

* Columns may not total 100% due to rounding.

needs. These trips are made in conjunction with the nutrition trips. For example, clients who are regularly picked up and delivered to the meal site will be told well in advance that "June 26th is doctor's day." If a client has a medical need, he/she is urged to make an appointment for that day and the van driver works out an additional route to deliver these clients to the medical facility and home again. Clients are not charged for this transportation service but are asked to donate what they can (suggested donation is 75¢) for the meal service.

About 15 clients are delivered to and from the meal site five days a week so that 146 one-way trips¹ are provided per week or 7610 trips per year. These trips average 2.5 miles² or 319 vehicle miles driven per week. Trips provided for other purposes on average amount to about eight one-way trips per week (456 trips per year). The van is also used for other purposes such as delivering meals to home-bound individuals and getting groceries for the nutrition program. Figures quoted here, however, refer to transportation of clients.

Cost data were supplied by CAA's Senior Programs Manager for fiscal year 1980-81. Total cost for providing transportation (on the CAA van) including administrative and depreciation costs, is \$14,728³ which translates to \$1.84 per one-way trip⁴ and \$.89 per vehicle mile.⁵

CAA also employs two homemaker aides in Chico who aid four to five clients per month with errands, house cleaning, laundry and personal care. Each client receives approximately two visits per week. The aides are reimbursed for their transportation costs (22¢/mile) traveling to and from client homes and for errands they

¹Each time an individual gets into a vehicle is counted as one one-way trip.

²This figure is based on analysis of driver trip logs kept for 3 days indicating pick-up and drop-off odometer reading for each passenger.

³These costs are broken down in Table A-3 on the next page.

⁴Total costs per year/total one-way trips per year.

⁵Total costs per year/total vehicle miles per year.

TABLE A-3
CAA ANNUAL TRANSPORTATION COST BY CATEGORY

<u>Direct Labor</u>	
Administrator(s)	\$ 1,977.30
Dispatcher	1,319.50
Drivers	5,479.50
Clerical	175.00
 <u>Payroll Burden</u>	
Group Insurance	968.53
 <u>Materials & Services</u>	
Gas and oil	1,332.14
Maintenance	686.05
Insurance	396.88
License, fees	58.00
Rent, utilities, phone	110.00
Supplies	25.00
 <u>Capital Costs</u>	
Purchased vehicles	<u>2,200.00</u>
TOTAL	\$14,727.90

perform. Cost for this transportation is about \$46 per homemaker aide per month (\$92/month total or \$1,104/year). It is unlikely that the above-described service could be supplanted by the coordinated service; rather, homemaker aides will continue to use their own cars in the performance of these duties.

AGENCY INTERVIEWS

June 17-19, 1981

The purpose of this visit was to interview agencies in Chico that have expressed an interest in being a part of the coordinated system by purchasing tickets to provide trips for their clients. None of these agencies is now operating its own vehicles.

Chico Community Day Care Center (CCDCC)

The CCDCC, a nonprofit, community-based organization, provides childcare services to low income families who are working or in training. Children 6 weeks to 10 years are served in four programs: infant, toddler, preschool age and after-school. In addition, the Center provides resource, referral and information on child care and other children's services in the community. Including families of the children in the four child care programs, the center serves 350 clients during the year. Approximately 65 children are enrolled in the care programs.

Parents are responsible for transporting their children to and from the Day Care Center. The Center assists parents in arranging carpools for school age children from school to their after-school program. In emergencies, e.g., when a family car has broken down, transportation may be organized spontaneously between families and program co-directors. Parents' cars are used for occasional field trips; however, the staff is uneasy about this arrangement because the cars may not be in good condition, the drivers are not qualified (i.e., they have no class 2 license) and there are no seat belts or insufficient belts for all the passengers.

No records are kept on the number of trips provided. The Program Coordinator estimated that 15-30 one-way trips are provided each month. These are short trips averaging two miles, one-way. Because trips are provided on a sporadic basis, no cost records are kept.

The bulk of the Center's operating funds come from the California State Department of Education. There are no restrictions on how the funds are to be used--a portion could be spent for transportation--but the agency's budget is tight and this is generally not possible. The agency also receives a small grant from the California Office of Special Education for four to six handicapped children enrolled in its programs. These funds may be used as needed, and a portion is used to transport some of the children to the Center on the Clipper.

The CCDCC has a need for additional transportation--the problem is the cost. The agency does not have a specific budget for transportation and does not have money to allocate from its already tight budget for transportation purposes. Ideally, if funds were available, they would like to use the coordinated system to provide trips for their program purposes as follows:

1. To transport children of families who have no means of transporting their children to and from the Center and thus are unable to take advantage of the programs. This is particularly true of parents who work and cannot bring children from school to the Center for after-school programs (about 250 trips/month).
2. For field trips, i.e., reserving a van (seating 10-12 children) for approximately five field trips a month (about 120 trips/month).
3. To provide emergency transportation when a family's car breaks down (about 24 trips/month).
4. As a systematic way of transporting some children each day, i.e., the handicapped children (about 84 trips/month).

These needs total 478 trips per month. However, the Center's Program Coordinator estimates that between all their programs the Center can only spend \$200-500 per year for transportation which would not cover the cost of one month's trips outlined above. She hopes the Transportation Coordinator can provide help in securing additional transportation funds for her agency. In the meantime

what she realistically hopes to obtain from the coordinated system is some help with emergency trips and field trips and transportation of handicapped children.

Department of Rehabilitation

The Department of Rehabilitation provides on-the-job training, education and information service to any person having a physical or mental disability that interferes with his or her employment possibilities. There must be a reasonable chance that individuals can benefit from these services. Almost 700 clients are served in Butte County; about 166 of these clients reside in the Chico area.

The Department provides assistance with transportation if it is needed for the client's employment--to training programs, medical appointments and job interviews or testing. Because there has been little public transportation available in the Chico area, the Department primarily provides funds for clients to purchase gasoline for their own cars or for persons offering them a ride, and for car repairs. In some cases the Department will actually purchase a vehicle for a client, usually a severely disabled individual in a wheelchair. The Department pays the actual transportation cost rather than a specified amount per mile. They contract on a monthly basis with Oroville Bus Lines and the Work Training Center to transport 12 clients to sheltered workshop programs and pay, respectively, \$6.84 or \$3.40 per client per day. They will also pay for Greyhound, taxi and Chico Clipper trips. The Department may certify clients as eligible for Clipper service and pay the \$.65 or \$.80 fare, depending on whether the client resides in the city or the county. (The Clipper service is used on a limited basis as the Clipper does not guarantee exact pick-up and delivery times. This is a requirement of most Rehab clients who are attending classes or scheduled for job interviews or testing. The Rehab Program Supervisor stated, for example, that the Clipper has no on-going system for picking up college students and getting them to class each day.)

The Department is unable to provide figures on the number of trips their clients make each month. About three fourths of the 166 clients in Chico are receiving some kind of transportation allotment, but an individual could require transportation on a daily basis to a training program or just once during the month for a job search trip. Clients contact their counselors when they have transportation problems.

Operating funds for the Department of Rehabilitation are provided by the Federal Department of Rehabilitation Services Administration (85%) and by the state (15%) under health and welfare agencies allocated under the governor's budget. Money spent for client services is not restricted and can be used wherever counselors feel there is a need. In the Chico office approximately \$170,000 is spent for client services. Cost figures for transportation service provided in Butte County are shown below and a portion of this (24%) allocated to the Chico area.*

	<u>County</u>	<u>Chico Area</u>
Client reimbursement using own cars or as passenger	\$60,000	\$14,400
Repairs	7,500	1,800
Vehicle purchase & modification	505	120
Insurance	<u>2,000</u>	<u>480</u>
	\$70,005	\$16,800

The program Supervisor for the Chico office views the new, coordinated system as another transportation resource for its clients. They are required to use available transportation services to provide for client transportation rather than paying direct transportation money for private vehicles. However, since little public service is available in the Chico area and the Clipper service is used only

*There are no separate figures for the Chico area; however, of all persons served in Butte County, 24% reside in Chico (166 out of a total of 686 clients).

sporadically, the Supervisor states they would definitely purchase trips on the new system. They are particularly looking for a resource for people in motorized wheelchairs.

Association for Retarded Citizens

The Association for Retarded Citizens (ARC) of Butte County is a non-profit organization serving the needs of retarded persons and their families. ARC works with all levels of government to represent the interests of the mentally retarded, works to initiate community understanding and acceptance of retardation, and has a staff to generate and operate programs to serve locally mentally retarded persons.

The Respite Service places trained workers in the homes of families with developmentally disabled family members to provide a necessary break for parents; the Home Outreach Program matches retarded adults with teachers on a one-to-one basis to provide them with independent living skills. ARC pays the transportation costs of workers who drive to and from client homes for these two programs. The Activity Center, located near downtown Chico, is a group program for severely retarded adults; it is the only day program in Butte County serving the needs of this group. Transportation is provided to and from the Activity Center each work day for 25 persons by Oroville Bus Lines. Two wheelchaired persons are transported separately as Oroville Bus Lines has no lift-equipped vehicles. One person is transported by his mother and the second, who lives in Gridley, is transported to and from the Center (a 50-mile round trip) two days a week by a staff member of ARC.

Occasionally ARC uses the CAVE van or Work Training Center vehicles for outings for the Activity Center clients, e.g., to go swimming.

Funding for ARC is through the Far Northern Regional Center (75%) and local fund raising activities (25%). There is no stipulation as to how the Regional Center funds are used; however, ARC

receives a specified amount per client served and their director believes if they were to increase transportation expenditures, this money would have to come from private sources.

In 1978 ARC applied to UMTA for 16(b)(2) funds to purchase a vehicle but have since decided they have insufficient funds to operate a vehicle and do not want to be in the transportation business. The application, however, is still open and ARC has agreed to go ahead with the purchase of the vehicle and turn it over to the coordinated system. The matching 20% funds required by UMTA will be paid by the City of Chico.

ARC would like to use the coordinated system to transport clients to and from Activity Center outings approximately once a week. This would involve 27 clients and staff and would require several vehicles. The director also feels the coordinated system may offer new opportunities for their clients. For example, if purchased transportation is available on an occasional basis, ARC may start new recreation programs as one of their goals is to generate programs for mentally retarded clients.

Easter Seal Society

The Easter Seal Society provides a variety of services for physically handicapped persons and estimates they serve approximately 52 clients in the Chico area. They operate a loan closet specializing in items handicapped persons may need (e.g., a temporary loan of a wheelchair), help in buying necessary prosthetic equipment, provide camping programs for children and young adults and provide transportation to and from medical appointments. The director believes the Easter Seal Society fills a service gap not filled by other organizations serving the physically handicapped by expanding what others do or filling the gap themselves.

The Society pays for approximately 50 one-way trips per month for trips to and from medical facilities by providing money for gas, bus tickets or Clipper service. Much of this transportation help is for trips outside the Chico area.

During 1979-80 the Society spent \$5,300 to advance money to or reimburse clients for trips. Administrative costs for this service amount to approximately \$1,130* for a total of \$6,430 spent on transportation. If 600 trips are provided during the year (50/month), the cost per trip is \$10.70. This high cost is due to the distances covered on many trips. The Society could not estimate the average trip mileage as they keep no records, but a trip between Chico and Oroville, for example, is 20 miles, or 40 miles per round trip.

The Easter Seal Society views the coordinated system as another transportation resource for its clients. The director estimated they might wish to purchase 4-6 one-way trips per day, and how much they would be willing to pay per trip would depend on the distance covered, whether the trip was provided by a lift-equipped vehicle or a less costly mode, and whether it was an individual or group trip. As an estimate he felt a one-way trip to the downtown from E. 5th Avenue, for example, should cost between \$.50 and \$1.00.

*This figure was estimated by the director during an interview in June 1981 based on an annual budget of approximately \$49,000, 23% of which is administrative and overhead costs. He estimated that 10% of their time is devoted to providing transportation, therefore, $\$1130 = \$49,000 \times .23 \times .1$.

The needs assessment survey was conducted July 13 through
11, 1981. Two hundred fifty (250) persons were interviewed by
telephone. The purpose of the survey was to determine
the most critical needs of handicapped and elderly persons who
would be utilizing rides on the Utah Governmental Transit
System.
The preliminary analysis of the survey results was completed
in December 1981 and is included in this report following the
introduction. Because of the difficulties experienced in the
project, the District Office is requested that further
reflexive analysis of the survey should be postponed until
after the project has progressed as anticipated. It is
felt that it will be a completed system because the project
was completed, there was no further analysis of the survey.

APPENDIX B
NEEDS ASSESSMENT SURVEY

The needs assessment survey was conducted July 23 through 31, 1981. Two hundred fifty (250) persons were interviewed by telephone. The purpose of the survey was to more accurately assess the unmet trip needs of handicapped and elderly persons who would be potential riders on the Chico Coordinated Human Service Transportation Project.

The preliminary analysis of the survey results was completed in September 1981 and is included in this appendix following the questionnaire. Because of the difficulties experienced in the project, TSC directed Crain & Associates that further, more extensive analysis of the survey should be postponed until it appeared the project would progress as anticipated, i.e., that there would in fact be a coordinated system. Because the project was terminated, there was no further analysis of the survey.

CHICO AGENCY CLIENT SURVEY

Phone # _____ Interviewer _____

Calls:

1. _____ 3. _____ 5. _____ Card 1
 2. _____ 4. _____ 6. _____ ID# _____
 2-4

Hello. My name is _____ and I'm calling for the City of Chico. We're doing a survey on the transportation needs of Chico residents and would like to speak with _____.

If different person, reintroduce yourself and survey purpose as necessary.

I would like to get some information from you about your travel patterns. The information I collect will help the City to plan a special transportation system for elderly citizens and handicapped people of all ages. Could you take 10-15 minutes now to answer some questions for our survey?

1. I'd like to ask some questions about the trips you made today and yesterday by any means of transportation including walking. Let's begin with your first trip this morning. Where did you go? What was the purpose of this trip? How did you travel? What fare, if any, did you pay for this trip? Where did you go from there? *Repeat questions until all trips are recorded. Ask about any trips to be made this evening. Code purpose and mode by categories listed:*

Trip No.	Today			Yesterday		
	Purpose	Mode	Fare	Purpose	Mode	Fare
1	5	6	7-9	10	11	12-14
2	15	16	17-19	20	21	22-24
3	25	26	27-29	30	31	32-34
4	35	36	37-39	40	41	42-44
5	45	46	47-49	50	51	52-54
6	55	56	57-59	60	61	62-64

Purposes

Modes

- | | | | |
|-----------------------|----------------------|--------------------|-------------------|
| (1) Work | (6) Church | (1) Auto Driver | (5) Agency Van |
| (2) Shopping | (7) School/ Training | (2) Auto Passenger | (6) Chico Clipper |
| (3) Medical/Dental | (8) Return Home | (3) Bus | (7) Walk |
| (4) Personal Business | (9) Other | (4) Taxi | (8) Mixed Mode |
| (5) Social/Recreation | | | (9) Other |

2. During the last seven days, were there trips that you wanted to make within the Chico area but were unable to make because of a lack of transportation or the high transportation cost?

1 No (*Skip to Question 6*)

2 Yes

65

3. For what purposes would these trips have been taken?

Probe to account for all desired trips. Record number of one-way trips.

No. of Trips

66 Work

67 Shop

68 Medical/Dental

69 Personal Business

70 Social/Recreation

71 Church

72 School/Training

73 Other

Card 2
Duplicate cc 2-4

4. During what time period would these trips have been made?

Number of trips shown here should equal those shown in question 3.

No. of Trips

5-6 Weekday morning

7-8 Weekday afternoon

9-10 Weekday evening

11-12 Saturday

13-14 Sunday

5. What were the reasons why you were unable to make these trips?

No. of Trips

		15
1	Cost too high	
2	Transportation not available	16
3	Other (Specify) _____	

6. What do you think is a reasonable price to pay for a one-way trip within Chico offering door-to-door service? Please stop me when I name a price you would consider reasonable.

1	\$3		6	35¢		
2	\$2		7	25¢		17
3	\$1		8	00¢		
4	75¢		9	Don't know.		
5	50¢					

7. If Chico Clipper was listed as a trip mode in Question 1 skip this question. Have you ever taken the Chico Clipper for trips around town?

1	Yes		2	No (Skip to Question 9)		18
---	-----	--	---	-------------------------	--	----

8. How would you rate the following things about Clipper service?

	<u>Satisfactory</u> (1)	<u>Needs Improvement</u> (2)	<u>Not Sure NA</u> (3)	
a. The length of time you must call in advance for a ride	()	()	()	19
b. The ability of the service to accommodate your trip request	()	()	()	20
c. Getting picked up on time	()	()	()	21
d. Courtesy and helpfulness of drivers	()	()	()	22
e. Riding on vehicle with people you don't know	()	()	()	23

(Continued)

	<u>Satis- factory</u> (1)	<u>Needs Improvement</u> (2)	<u>Not Sure NA</u> (3)	
f. Comfort of the ride	()	()	()	<u>24</u>
g. Length of time you spend on vehicle	()	()	()	<u>25</u>
h. Length of time waiting for the vehicle for your return trip home	()	()	()	<u>26</u>

9. If agency van was listed as a trip mode in Question 1 skip this question.

Have you ever ridden in CAVE or Work Training Center vans
for trips around Chico?

 Yes 1 CAVE 2 WTC 3 Both

4 No (Skip to Question 11)

27

10. How would you rate the following things about the agency service?

	<u>Satis factory</u> (1)	<u>Needs Improvement</u> (2)	<u>Not Sure NA</u> (3)	
a. The length of time you must call in advance for a ride	()	()	()	<u>28</u>
b. The ability of the service to accommodate your trip request	()	()	()	<u>29</u>
c. Getting picked up on time	()	()	()	<u>30</u>
d. Courtesy and helpfulness of drivers	()	()	()	<u>31</u>
e. Riding on vehicle with people you don't know	()	()	()	<u>32</u>
f. Comfort of the ride	()	()	()	<u>33</u>
g. Length of time you spend on vehicle	()	()	()	<u>34</u>
h. Length of time waiting for the vehicle for your re- turn trip home	()	()	()	<u>35</u>

11. For today's users of Clipper or agency services. If no trips by these modes skip to Question 13.

I would like to ask some questions about the trip you took on (Clipper) (Agency) vehicle today. What was the purpose of this trip? How often do you make this type of trip?

36 times per week or 37-38 times per month

12. Could you have made this trip by another means of transportation?

1 <input type="checkbox"/> No	<input type="checkbox"/> Yes (please specify)	2 <input type="checkbox"/> Auto driver	
		3 <input type="checkbox"/> Auto passenger	<u>39</u>
		4 <input type="checkbox"/> Regular taxi	
		5 <input type="checkbox"/> Chico Clipper	<u>40</u>
		6 <input type="checkbox"/> Agency van	
		7 <input type="checkbox"/> Walk	
		8 <input type="checkbox"/> Other	

13. Do you have any physical or health condition that prevents or limits your ability to travel?

1 Yes 2 No (Skip to Question 15) 41

14. Could you describe your disability? Probe as necessary to identify categories listed below. Check all categories that apply. 42-43

1 <input type="checkbox"/> Cerebral palsy	12 <input type="checkbox"/> Deafness/hearing impairment	<u>44-45</u>
2 <input type="checkbox"/> Muscular dystrophy		<u>46-47</u>
3 <input type="checkbox"/> Multiple sclerosis	13 <input type="checkbox"/> Speech impairment	
4 <input type="checkbox"/> Arthritis	14 <input type="checkbox"/> Orthopedic (bone or joint) impairment	
5 <input type="checkbox"/> Epilepsy	15 <input type="checkbox"/> Paraplegic	
6 <input type="checkbox"/> Polio	16 <input type="checkbox"/> Quadriplegic	
7 <input type="checkbox"/> Mental Retardation	17 <input type="checkbox"/> Amputee	
8 <input type="checkbox"/> Stroke	18 <input type="checkbox"/> Temporary injury	
9 <input type="checkbox"/> Heart impairment	19 <input type="checkbox"/> Other _____	
10 <input type="checkbox"/> Lung impairment		(Specify)
11 <input type="checkbox"/> Blindness/visual impairment		

15. What aids do you use when traveling outside of the house?

1	_____ Wheelchair	7	_____ Artificial limb	
2	_____ Walker	8	_____ White cane	<u>48-49</u>
3	_____ Cane	9	_____ Car controls	<u>50-51</u>
4	_____ Crutches	10	_____ Another person (escort)	<u>52-53</u>
5	_____ Braces	11	_____ Other _____	
6	_____ Guide dog		(Specify)	
		12	_____ None	

16. Do you have a driver's license? 1 _____ Yes 2 _____ No 54

17. How many vehicles are available for regular use to persons in your household? 55

18. Is an auto available to you as a driver or passenger for trips you need to make 56
1 _____ Always? 2 _____ Usually? 3 _____ Sometimes? 4 _____ Never

19. How many other persons live with you? 57

20. In what year were you born? 58-59

21. What is your employment status? 60

1	_____ Work full time	5	_____ Retired or not looking for work
2	_____ Work part time	6	_____ Unemployed, looking for work
3	_____ Student	7	_____ Disability prevents employment
4	_____ Homemaker		

22. What is your yearly household income? 61

1	_____ Less than \$5,000 (less than \$416 monthly)
2	_____ \$5,000 - \$9,999 (\$417 to \$833 monthly)
3	_____ \$10,000 - \$14,999 (\$834 to \$1,249 monthly)
4	_____ \$15,000 - \$24,999 (\$1250 to \$2083 monthly)
5	_____ \$25,000 or more (\$2084 or more monthly)
6	_____ Don't know or refused

23. Sex (by observation)

1 _____ Male 2 _____ Female 62

CLIENT SURVEY OF CHICO AGENCIES

NUMBER OF CLIENTS BY AGENCY

AGENCY	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
	1	.	.	.
SENIOR INFO REFE	12	12	4.819	4.819
CHICO COMM DAY C	5	17	2.008	6.827
REGIONAL CENTER	7	24	2.811	9.639
DEPT OF REHABILI	11	35	4.418	14.056
COMMUNITY ACTION	43	78	17.269	31.325
CONCILIO MEXICAN	27	105	10.843	42.169
CHICO CLIPPER	144	249	57.831	100.000

1. TRIP DIARY - YESTERDAY AND TODAY

Trip Rate

NUNTRIPS	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
0	32	32	12.800	12.800
1	2	34	0.800	13.600
2	56	90	22.400	36.000
3	20	110	8.000	44.000
4	67	177	26.800	70.800
5	16	193	6.400	77.200
6	25	218	10.000	87.200
7	13	231	5.200	92.400
8	7	238	2.800	95.200
9	6	244	2.400	97.600
10	1	245	0.400	98.000
11	2	247	0.800	98.800
12	3	250	1.200	100.000

Trip Purpose

PURP	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
WORK	48	48	5.101	5.101
SHOPPING	153	201	16.259	21.360
MEDICAL/DENTAL	41	242	4.357	25.717
PERSONAL BUSINES	106	348	11.265	36.982
SOCIAL	154	502	16.366	53.348
CHURCH	20	522	2.125	55.473
SCHOOL	10	532	1.063	56.536
RETURN HOME	405	937	43.039	99.575
OTHER	4	941	0.425	100.000

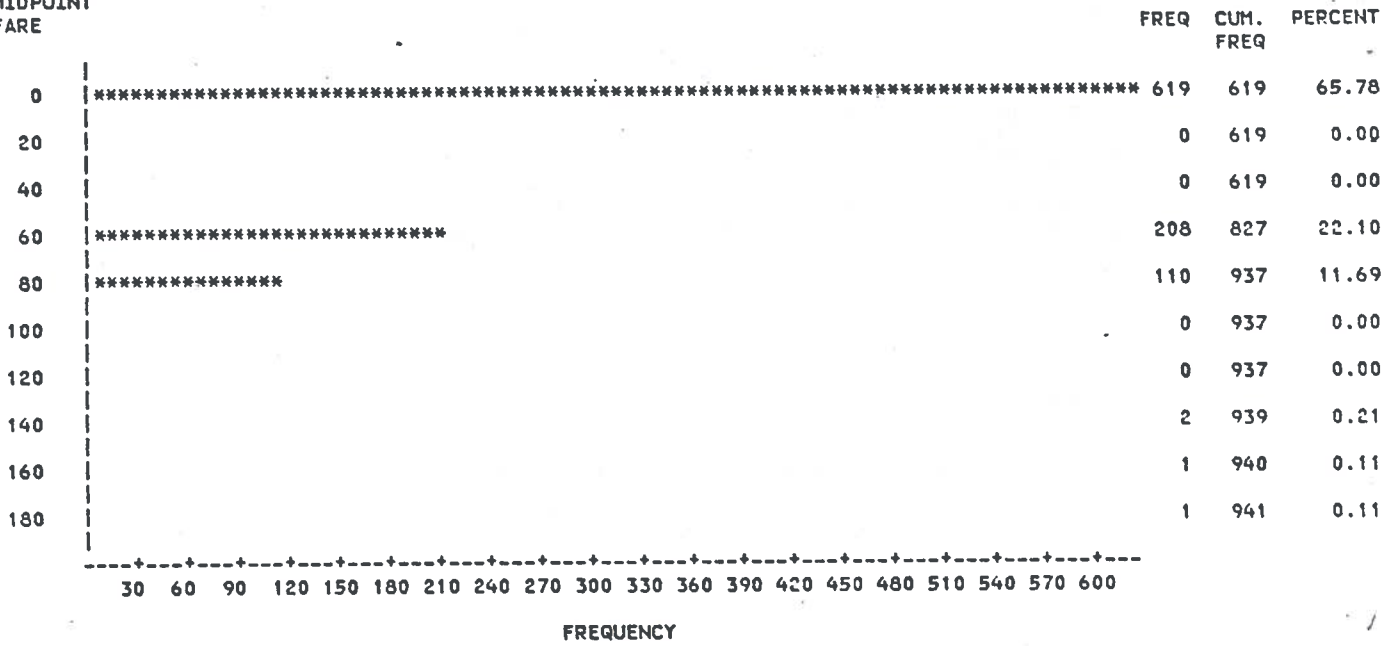
Mode Used

MODE	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
AUTO DRIVER	229	229	24.336	24.336
AUTO PASSENGER	230	459	24.442	48.778
BUS	12	471	1.275	50.053
NUTITION VAN	4	475	0.425	50.478
CHICO CLIPPER	315	790	33.475	83.953
WALK	104	894	11.052	95.005
OTHER	47	941	4.995	100.000

"Other" includes:
 Bicycle
 Salvation Army van
 Church van
 Wheelchair

Fare Paid

FREQUENCY BAR CHART
MIDPOINT
FARE



2.

Have you ever taken the Chico Clipper for trips around town?

1 $\frac{179}{72\%}$ Yes 2 $\frac{71}{28\%}$ No

3. How would you rate the following things about Clipper service?

	<u>Satis- factory</u>		<u>Needs Improvement</u>		<u>Not Sure Not Applic.</u>	
	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>	<u>n</u>	<u>%</u>
a. The length of time you must call in advance for a ride	147	83	27	15	3	2
b. The ability of the service to accommodate your trip request	166	94	8	5	3	2
c. Getting picked up on time	151	85	24	14	2	1
d. Courtesy and helpfulness of drivers	174	98	0	-	3	2
e. Riding on vehicle with people you don't know	171	97	3	2	3	2
f. Comfort of the ride	173	98	4	2	0	-
g. Length of time you spend on vehicle	167	94	10	6	0	-
h. Length of time waiting for the vehicle for your return trip home	129	73	46	26	2	1

4. Have you ever ridden in the Nutrition Program or Work Training Center vans for trips around Chico?

(19) Yes 1 16 Nutrition 2 3 WTC
 4 230 No 6.4% 1.2%
 92.4%

5. How would you rate the following things about this service?

	<u>Satis</u> <u>factory</u>	<u>Needs</u> <u>Improvement</u>	<u>Not Sure</u> <u>Not Applic.</u>
	<u>n</u>	<u>n</u>	<u>n</u>
a. The length of time you must call in advance for a ride	16	-	3
b. The ability of the service to accommodate your trip request	19	-	-
c. Getting picked up on time	18	-	1
d. Courtesy and helpfulness of drivers	19	-	-
e. Riding on vehicle with people you don't know	17	2	-
f. Comfort of the ride	19	-	-
g. Length of time you spend on vehicle	19	-	-
h. Length of time waiting for the vehicle for your return trip home	17	1	1

6. I would like to ask some questions about the trip you took on (Clipper) (Nutrition) (WTC) vehicle today.

How often do you make this type of trip?

___ times per week or ___ times per month

Those answering in times per week:

OFTENWK	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
.	162	.	.	.
1	25	25	28.409	28.409
2	24	49	27.273	55.682
3	14	63	15.909	71.591
4	10	73	11.364	82.955
5	6	79	6.818	89.773
6	5	84	5.682	95.455
8	1	85	1.136	96.591
10	1	86	1.136	97.727
14	1	87	1.136	98.864
20	1	88	1.136	100.000

Those answering in times per month:

OFTENMN	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
.	209	.	.	.
1	11	11	26.829	26.829
2	9	20	21.951	48.780
3	4	24	9.756	58.537
4	3	27	7.317	65.854
5	2	29	4.878	70.732
6	1	30	2.439	73.171
8	1	31	2.439	75.610
10	1	32	2.439	78.049
16	1	33	2.439	80.489
20	1	34	2.439	82.927
99	7	41	17.073	100.000

Combined answers (weekly answer multiplied by 4):

OFTEN	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
.	121	.	.	.
1	11	11	8.527	8.527
2	9	20	6.977	15.504
3	4	24	3.101	18.605
4	28	52	21.705	40.310
5	2	54	1.550	41.860
6	1	55	0.775	42.636
8	25	80	19.380	62.016
10	1	81	0.775	62.791
12	14	95	10.853	73.643
16	11	106	8.527	82.171
20	7	113	5.426	87.597
24	5	118	3.876	91.473
32	1	119	0.775	92.248
40	1	120	0.775	93.023
56	1	121	0.775	93.798
80	1	122	0.775	94.574
99	7	129	5.426	100.000

7. Could you have made this trip by another means of transportation?

1	<u>104</u>	No	<u>24</u>	Yes	(please specify)	2	<u> </u>	Auto driver
	81%		19%			3	<u>16</u>	Auto passenger (+1)*
						4	<u>2</u>	Regular taxi (+1)*
						5	<u>1</u>	Chico Clipper
						6	<u> </u>	Agency van
						7	<u>3</u>	Walk
						8	<u>2</u>	Other

*Two persons indicated more than one mode.

8. During the last seven days, were there trips that you wanted to make within the Chico area but were unable to make because of a lack of transportation or the high transportation cost?

	<u>n</u>		<u>%</u>
1	<u>197</u>	No	80
2	<u>50</u>	Yes	20

9. For what purposes would these trips have been taken?

Probe to account for all desired trips. Record number of one-way trips.

	<u>No. of Trips</u>	<u>% of Trips</u>	<u>No. of Persons Reporting</u>
Work	13	5.9	6
Shop	56	25.6	29
Medical/Dental	22	10.0	12
Personal Business	37	16.9	14
Social/Recreation	65	29.7	27
Church	10	4.6	7
School/Training	5	2.3	3
Other	<u>11</u>	5.0	6
Total	219		

10. During what time period would these trips have been made?

	<u>No. of Trips</u>	<u>% of Trips</u>	<u>No. of Persons Reporting</u>
Weekday morning	87	39.9	30
Weekday afternoon	65	29.8	26
Weekday evening	41	18.8	21
Saturday	12	5.5	8
Sunday	<u>13</u>	6.0	9
Total	218		

11. What were the reasons why you were unable to make these trips?

<u>%</u>	<u>n</u>	
30.4	<u>17</u>	Cost too high
64.3	<u>36</u>	Transportation not available
1.8	<u>1</u>	Physical ailment
3.6	<u>2</u>	No answer

12. What do you think is a reasonable price to pay for a one-way trip within Chico offering door-to-door service? Please stop me when I name a price you would consider reasonable.

<u>Price</u>	<u>n</u>	<u>%</u>	<u>Price</u>	<u>n</u>	<u>%</u>
\$3	5	2	35¢	4	1.6
\$2	14	5.6	25¢	2	.8
\$1	57	22.9	00¢		
75¢	84	33.7	Don't know.	28	11.2
50¢	55	22.1			

13. Do you have any physical or health condition that prevents or limits your ability to travel?

1 101 Yes 2 148 No
 41% 59%

14. Could you describe your disability? *Probe as necessary to identify categories listed below. Check all categories that apply.*

	<u>First Mention</u>	<u>Second Mention</u>	<u>Third Mention</u>
Cerebral palsy	2	1	-
Muscular dystrophy	-	-	-
Multiple sclerosis	2	-	-
Arthritis	18	2	1
Epilepsy	1	2	1
Polio	-	-	-
Mental Retardation	2	-	-
Stroke	5	1	-
Heart impairment	15	6	-
Lung impairment	1	-	-
Blindness/visual impairment	17	4	1
Deafness/hearing impairment	1	1	-
Speech impairment	-	-	-
Orthopedic (bone or joint) impairment	24	9	-
Paraplegic	-	-	-
Quadriplegic	-	-	-
Amputee	-	-	-
Temporary injury	3	-	-
Other * <i>(Specify)</i>	6	1	2

- * High blood pressure
- Chronic bronchitis
- Hypoglycemia
- Car sickness
- Lack of balance
- Accident injury
- Pick's disease
- Bad gall bladder
- Feeble ("old, old age")

15. What aids do you use when traveling outside of the house?

AID	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
WHEELCHAIR	6	6	2.372	2.372
WALKER	4	10	1.581	3.953
CANE	22	32	8.696	12.648
CRUTCHES	4	36	1.581	14.229
BRACES	1	37	0.395	14.625
WHITE CANE	3	40	1.186	15.810
ANOTHER PERSON	1	41	0.395	16.206
OTHER	1	42	0.395	16.601
NONE	211	253	83.399	100.000

16. Do you have a driver's license? 1 93 Yes 2 157 No
 37% 63%

17. How many vehicles are available for regular use for persons your household?

MANYCARS	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
0	126	126	50.400	50.400
1	82	208	32.800	83.200
2	29	237	11.600	94.800
3	6	243	2.400	97.200
4	4	247	1.600	98.800
5	2	249	0.800	99.600
6	1	250	0.400	100.000

18. Is an auto available to you as a driver or passenger for the trips you need to make

1 60 Always? 2 41 Usually? 3 99 Sometimes? 4 50 Never?
 24% 16% 40% 20%

19. How many other persons live with you?

LIVewith	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
0	119	119	47.600	47.600
1	74	193	29.600	77.200
2	26	219	10.400	87.600
3	15	234	6.000	93.600
4	3	237	1.200	94.800
5	6	243	2.400	97.200
6	3	246	1.200	98.400
7	2	248	0.800	99.200
8	1	249	0.400	99.600
9	1	250	0.400	100.000

20. In what year were you born? i.e., Age Group

AGEGROUP	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
No answer	6	.	.	.
10 TO 17	2	2	0.820	0.820
18 TO 54	69	71	28.279	29.098
55 TO 64	24	95	9.836	38.934
65 AND OVER	149	244	61.066	100.000

21. What is your employment status?

EMPLOY	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
WORK FULL TIME	29	29	11.600	11.600
WORK PART TIME	12	41	4.800	16.400
STUDENT	9	50	3.600	20.000
HOMEMAKER	22	72	8.800	28.800
RETIRED OR NOT L	146	218	58.400	87.200
UNEMPLOYED LOOKI	12	230	4.800	92.000
DISABILITY PREVE	19	249	7.600	99.600
	1	250	0.400	100.000

22. What is your yearly or monthly household income?

INCOME	FREQUENCY	CUM FREQ	PERCENT	CUM PERCENT
LESS THAN \$5000	90	90	36.000	36.000
\$5000 TO \$10000	88	178	35.200	71.200
\$10 TO 15000	20	198	8.000	79.200
\$15 TO 25000	6	204	2.400	81.600
OVER \$25000	3	207	1.200	82.800
DONT KNOW OR REF	43	250	17.200	100.000

23. Sex

Male -	39	16%
Female -	211	84%

PROFILE OF CLIENTS BY SELECTED CATEGORIES AND GROUPINGS

	Entire Sample n=250		Clipper Riders n=179		Persons with No Alternative Transportation ¹ n=104		Persons with Alternative Transportation ² n=24		Persons Unable to Make Desired Trips ³ n=50	
	n	%	n	%	n	%	n	%	n	%
Have disability										
Yes	101	41	88	49	54	52	13	54	20	40
No	148	59	91	51	50	48	11	46	30	60
Use aid										
Yes	39	16	37	21	18	17	6	25	8	16
No	211	84	142	79	86	83	18	75	42	84
Have license										
Yes	93	37	42	23	19	18	5	21	26	52
No	157	63	137	77	85	82	19	79	24	48
Car available										
Always or usually	101	40	52	29	19	18	13	54	17	34
Sometimes or never	149	60	127	71	85	82	11	46	33	66
Age group										
10-17	2	1	0	--	0	--	0	--	1	2
18-54	69	28	20	11	12	12	2	8	29	58
55-64	24	10	19	11	12	12	1	4	5	10
65 and over	149	61	135	78	78	76	21	88	15	30
Employment										
In work force ⁴	53	21	17	9	13	13	1	4	19	38
Not in work force ⁵	187	75	157	88	90	87	22	92	26	52
Student	9	4	4	2	0	--	1	4	5	10
Income										
Less than \$5,000	90	36	69	38	37	36	8	33	21	42
\$5,000-\$10,000	88	35	64	36	42	40	8	33	18	36
\$10,000-\$15,000	20	8	12	7	7	7	4	17	5	10
\$15,000-\$25,000	6	2	2	1	2	2	0	--	2	4
Over \$25,000	3	1	2	1	1	1	0	--	0	--
Don't know, refused	43	17	30	17	15	14	4	17	4	8
Sex										
Male	39	16	19	11	10	10	4	17	11	22
Female	211	84	160	89	94	90	20	83	39	78

¹Persons answering "no" to Question 7
²Persons answering "yes" to Question 7
³Persons answering "yes" to Question 8
⁴Combines categories 1, 2 and 6 in Question 8
⁵Combines categories 4, 5 and 7 in Question 21

APPENDIX C
REQUEST FOR PROPOSAL FOR OPERATION OF PROJECT VEHICLE(S)



CITY OF CHICO, CALIFORNIA

MUNICIPAL BUILDING - P. O. BOX 3420, 95927
TELEPHONE (916) 895-4800



G-PUR-5-27/Chrono

January 6, 1982

RE: NOTICE INVITING PROPOSALS FOR IMPLEMENTATION, MANAGEMENT AND OPERATION
OF THE CHICO HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM

Dear Sir:

Enclosed is a copy of the referenced NOTICE. The City desires to encourage maximum competition in the selection process of a contractor to operate the Chico Human Services Agencies Coordinated Transportation Program. Accordingly, you are cordially invited to submit a bid proposal.

As you will note, the service for this vehicle(s) may not commence until July 1, 1982, inasmuch as the City must satisfy certain requirements placed upon it for the operation of the Program by the Urban Mass Transit Association.

Thank you for your interest and cooperation.

Sincerely,

John H. Dougherty
Deputy City Manager

D/dbp
Encl.

CM/ACM-PO Info.

cc: William A. Murphy w/encl.
Director of Public Works w/encl.
Community Development Coordinator w/encl.
Equipment Maintenance Supervisor w/encl.
Bidders List - 10
Extra - 8

CITY OF CHICO
OFFICE OF THE CITY MANAGER
CHICO, CALIFORNIA

NOTICE INVITING PROPOSALS FOR IMPLEMENTATION, MANAGEMENT
AND OPERATION OF THE CHICO HUMAN SERVICES AGENCIES
COORDINATED TRANSPORTATION PROGRAM

NOTICE IS HEREBY GIVEN THAT the City of Chico issues a "Request for Proposals (RFP)" for the implementation, management and operation of the Chico Human Services Agencies Coordinated Transportation Program. Bids will be received until 4:00 p.m., January 28, 1982, at the office of the City Manager, City of Chico, Municipal Building Annex No. 2, 196 E. 5th Street, P.O. Box 3420, Chico, California 95927, at which time they will be publically opened and read.

Sealed Proposal - Information Required

All bids shall be submitted on the Bid Form provided by the City of Chico.

All proposals shall be clearly marked "Proposal for Human Services Agencies Coordinated Transportation Program Implementation, Management and Operation." Proposals should be addressed to:

City Manager's Office
P. O. Box 3420
196 E. 5th Street
Chico, California 95927

Award of Bid

An award of bid, if an award is made, will be to the lowest responsible bidder whose proposal, qualifications and experience

best complies with all of the requirements set forth in this RFP and will be made within sixty (60) days of the bid opening date, provided, however, that the City may postpone operation of one or more vehicles until July 1, 1982.

Pursuant to the applicable provisions of the Charter of the City of Chico, and of the Chico Municipal Code, the Purchasing Officer reserves the right to reject any and all bids, if deemed excessive, and readvertise for bids, or provide for work to be done by the City itself. Furthermore, the Purchasing Officer has the right to reject any or all bids or to waive any irregularities in any bid.

If further information is needed regarding this RFP, contact the City's consultant, William A. Murphy, P.O. Box 949, Chico, CA 95927, or by telephone at 893-8420. The City also encourages any potential bidder who is in doubt as to the true meaning of any part of the specifications contained herein or finds discrepancies in or omissions from said documents to seek a written request for an interpretation or correction thereof from the City's consultant.

If any potential bidder requests a pre-bid conference by notifying the City's consultant on or before 4:00 p.m., Friday, January 15, 1982, the City will hold a pre-bid conference to familiarize prospective bidders with the nature of the work and to respond to any bidder's questions regarding this RFP on Wednesday, January 20, 1982, at 2:00 P.M. in the City Council Chamber, Chico Municipal Center, 421 Main Street, Chico, California. If the City's consultant is not notified by the above date, it will be assumed that no pre-bid conference is required or requested, and

that all bidders fully understand all of the provisions of this RFP.

DATE: Chico, California

FRED DAVIS, CITY MANAGER AND
PURCHASING OFFICER

1-5-82

By John H. Dougherty
John H. Dougherty
Deputy City Manager

CITY OF CHICO

DESCRIPTION OF PROJECT HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM

Introduction

The City of Chico intends to implement a program in the community which will provide special transportation services to local human services agencies and their clients. Each local, non-profit agency and government agency that operates direct service programs is eligible to participate in the Coordinated Transportation Program.

Under the direction of the Urban Mass Transit Administration and the California Department of Transportation, the City has designed a program which will improve special transportation services to the clients of local human services agencies, and provide a system for the agencies to cooperate in the financing of the system.

Available Vehicles

The City has received a 1981 Ford modified van equipped with a side entry wheel chair lift. The van has been modified for use as a transit type vehicle and includes a driver operated passenger door with a deep step well entry, raised, steel reinforced roof, two wheel chair tie downs and perimeter bench seats capable of seating six additional passengers.

The City expects to receive control of a 1972 Dodge van equipped with a rear entry wheel chair lift in the summer of 1982. At the time the City receives ownership of that vehicle, it will be incorporated in the coordinated human services agencies transportation program.

Additionally, the City has included in the program budget sufficient money for the purchase of an additional vehicle should it be determined that an additional vehicle is needed. Finally, two-way radios will be purchased and installed in each vehicle for dispatching purposes.

Bidders will be bidding on the operation of the 1981 Ford van and the other vehicles as they may become available.

Ticket System

Clients will pay for services with tickets issued to them by

CITY OF CHICO

DESCRIPTION OF PROJECT
HUMAN SERVICES AGENCIES
COORDINATED TRANSPORTATION PROGRAM

their sponsoring agency. The tickets (see attached Exhibit "A") must be completely filled out by the client and the driver. Completed tickets shall be delivered to the Finance Office on a monthly basis in accordance with a contract entered into between the City and the operator. Operator will receive payment based upon the ticket value, in accordance to the contract entered into between the City and the operator.

While sponsoring agencies are responsible for buying and distributing tickets to their eligible clients, each client is responsible for arranging with the contractor for rides. Rides shall be door-to-door subscription, or dial-a-ride service.

Coordination Requirements

The operation of this program must be coordinated with the Chico Area Transit System (CATS) and The Chico Clipper, a subsidized, dial-a-ride shared ride taxi service, and the Butte County Inter-City Bus System.

The successful bidder will be required to cooperate with the City, the California Department of Transportation and the Urban Mass Transit Administration in gathering data regarding vehicle usage, including mileage, and passenger use patterns.

CITY OF CHICO

SCOPE OF WORK

OPERATION OF CHICO HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM.

Task 1.0 - Program Operation

The contractor will act in the capacity of an independent contractor and will operate the Program subject only to the provisions of the agreement executed between him and the City and the general direction of the City with respect thereto.

The contractor will employ all drivers, office personnel, supervisors and such other employees as may be necessary. All drivers shall have valid, current California Driver Licenses.

Contractor shall maintain such books, accounts and records (financial or otherwise) as may be required by City and/or applicable State or Federal Statute.

All facilities (office facilities, vehicle and other storage facilities, etc.) materials, supplies, utilities services, fuel, vehicle maintenance, and equipment required for Program operation will be provided by the contractor.

The contractor will collect data for periodic analysis. These data fall into two major categories: Operating and user information.

Contractor shall prepare and submit to the City for filing all reports required by Federal and State authorities, to include as necessary those required by the California Transportation Development Act of 1971 and Urban Mass Transportation Administration.

Task 1.1 - Implementation of the Program

Program implementation includes obtaining, where necessary, written permission from the City and County governments to operate Program vehicles on any street, and from shopping centers, stores and apartment complexes to enter their parking areas to pick up and discharge passengers; obtaining any necessary licenses or permits; procuring and installing operation center supplies and equipment.

Task 1.2 - Staffing

The Program staff should be recruited to the largest degree possible locally and through public announcements, ads, employment

CITY OF CHICO

SCOPE OF WORK

agencies, minority aid groups and affirmative action programs. The contractor will recruit, hire and train replacement personnel as necessary.

Task 1.3 - Train Vehicle Operators

The contractor will provide all necessary training (including safety training) for drivers, office personnel and supervisors, and in full compliance with any statutory requirements.

Plans and schedules will be prepared for training of operators. The training period will be as long as deemed necessary by the contractor to assure an orderly and effective implementation of service. Operators, office personnel and supervisors must be prepared to undertake operations at the end of the training session.

Contractor will provide continuing training, from time to time as required, to ensure efficient, cost effective and safe Program operations.

Task 1.4 - Liaison

The contractor will perform liaison activities with the City and other transportation agencies as requested by the City; and give occasional presentations to interested persons and visitors. Since manpower to make presentations will be limited, such requests should be carefully controlled and made through the system supervisor.

Task 1.5 - Assist in Advertising, Sales and Promotion

The contractor will assist the City in planning and implementing a promotion and advertising campaign. The campaign will cover both information and creation of demand for ridership. This promotional assistance by the contractor will continue through the terms of the contract. Advertising, sales and promotion costs, however, will be borne by the City.

Task 1.6 - Indemnification; Insurance

The contractor will indemnify the City and provide such insurance coverages in the manner and as are set forth in Section 20. D. and G., respectively, of the GENERAL PROVISIONS AND REQUIREMENTS.

CITY OF CHICO

SCOPE OF WORK

Task 1.7 - Vehicle Fueling and Maintenance

This task involves the performance of all maintenance and the provision of fuel, grease, oil and all necessary parts and labor required to maintain the vehicle(s) to the City's satisfaction.

Also included as part of this task is the cleaning of vehicles. Vehicle(s) shall have their exteriors washed and the interiors thoroughly cleaned twice weekly, provided, however, that the vehicle(s)' interiors will be swept daily and generally maintained in a clean and neat condition at all times.

Safety and mechanical equipment shall be maintained by the contractor as recommended by the manufacturer of the vehicle or equipment and in accordance with all applicable vehicle laws and regulations. Maintenance of vehicles may be performed by a subcontractor upon approval by the City of Chico. Routine maintenance shall be performed in Chico; however, major maintenance or overhaul may be performed elsewhere in California.

All repair work covered by warranties must be performed by a firm authorized by the manufacturer to perform such warranty work.

Task 1.8 - Radio Maintenance

The contractor will maintain or will arrange for a qualified radio technician (approved by the City) to maintain, all of the components of the vehicle radio system acquired by the City so that the system is in good operating condition at all times. All radio system maintenance shall be conducted in the manner recommended by its manufacturer.

Task 1.9 - Information System

The contractor shall provide and maintain a telephone and provide information concerning Program service in response to telephone requests, which shall be staffed at all times during operating hours. Telephone operators must be courteous in dealing with the public. The contractor shall also be responsible for the issuance of information in person, and by mail during regular business hours. Dispatchers will be required to coordinate transfers between this Program and the Chico Clipper, the Butte County Intercity Transit System and the Chico Area Transit System (CATS).

CITY OF CHICO

SCOPE OF WORK

Task 1.10 - Management

Contractor will manage the day-to-day operation of the Program. Management of day-to-day operations of the Program will be vested in a supervisor who will be well experienced in all aspects of small transit system, dial-a-ride operations. In addition, a responsible senior employee of contractor will be available at all times, either by phone or in person, to make decisions or provide coordination as necessary.

The above individuals will be responsible for monitoring all aspects of the program operation and required maintenance. Included are ridership; quality of service; ticket collection in accordance with an agreement with the City; required maintenance and repair work; attitudes, training, motivation and performance of personnel.

CITY OF CHICO

REQUIRED QUALIFICATIONS OF CONTRACTOR

1. Experience

1. In order for a bidder to be considered eligible and qualified, bidder and bidder's personnel must have demonstrated experience in the field of providing special transportation services to the elderly and the handicapped. The bidder should be prepared to demonstrate familiarity in the management of such services, including all related tasks, i.e., training, vehicle maintenance, safety, etc. The bidder must have capability to provide qualified replacements for key personnel in the event of illness or other loss.

A statement of qualifications demonstrating the foregoing and listing the bidder's experience in the passenger transportation field, together with the names, addresses and telephone numbers of any other clients (preferably located in California), shall be furnished with the proposal.

2. Management and Personnel Policies

The bidder must be able to generally demonstrate a record of equitable labor management practices, a commitment to Equal Employment Opportunity practices and a familiarity with modern labor management practices, as well as accepted labor management techniques.

3. Accounting and Reporting

The bidder must demonstrate the ability to implement and maintain the data collection, accounting and reporting procedures necessary for compliance with the provisions of the State of California accounting reports, as well as any reports required of the Urban Mass Transportation Administration.

4. Insurance and Bonding

The contractor will be required to secure and provide evidence of all the insurance requirements set forth in the GENERAL PROVISIONS AND REQUIREMENTS.

5. Radio Facilities

The bidder must operate or be prepared to install a radio base station for the purpose of dispatching program vehicles and coordinating with other transportation systems in the Chico area.

CITY OF CHICO

REQUIRED QUALIFICATIONS OF CONTRACTOR

6. No Conflict - Other Transportation Services

If the bidder operates other transportation services, assurances must be provided that there will be no conflicts of interest and that such other transportation services will not be operated to the detriment of this program.

7. Financial Responsibility of Contractor

All bidders shall supply a financial statement, as prepared by a certified public accountant, for his prior fiscal year, consisting of a balance sheet, profit and loss statement and such other financial statements as may be appropriate, and shall demonstrate that the bidder possesses adequate financial ability and stability to enable the bidder to fulfill the City's requirements in connection with implementing, managing and operating this program under contract. The required financial statement need not be an audited statement.

8. Safety Program

Bidders must have an ongoing safety program which shall be fully documented in the proposal. Failure to include an adequate, comprehensive safety program may result in rejection of the proposal. A statement describing the safety program conducted by the bidder in connection with other operations, and to be conducted in connection with CATS will be required.

9. Training and Retraining Program

Bidders must have a training program which will assure the City that all personnel will meet satisfactory standards of knowledge for operating the system. The training program must be documented in the proposal, and should explain how replacement personnel are to be trained due to turnover without degrading the quality of training.

10. Time Schedule

Each bidder shall agree to begin operation of the 1981 Ford van either within 30 days of award of bid, or on July 1, 1982, which date will be determined by the City. Additionally, each bidder must agree to accept responsibility for beginning operation of any additional vehicles that are made available to the program within thirty (30) days after the vehicles are made available to the City.

CITY OF CHICO

METHOD OF SELECTION

After an evaluation of the proposals, prospective contractors may be personally interviewed (in City's sole discretion) by City staff and the City's consultant, Mr. William A. Murphy and members of the program's steering committee. A recommendation will then be forwarded to the City Council for an award of bid. The criteria used for the selection of the contractor will include, but are not limited to, the following:

1. A comprehensive and responsive proposal.
2. Direct experience and reliability of firm and key staff members, and ability to provide qualified replacement personnel for sickness, injury, etc.
3. Ability of firm to insure safe, efficient and economic operation of the System.
4. Cost.
5. Adequate technical and financial resources for performance, or have the ability to obtain such resources as required during performance.
6. The necessary experience, organization, technical qualifications, skills and facilities, or have the ability to obtain them.
7. Ability to comply with the proposed or required performance schedule.
8. Satisfactory record of past performance.
9. Financial stability.

CITY OF CHICO

BID PROPOSAL FORM

IMPLEMENTATION, MANAGEMENT AND OPERATION OF CHICO HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM.

Set forth below is the per ticket charge for implementation Management and Operation of the program herein described utilizing the City owned or controlled vehicles described herein for a period ending July 1, 1983.

Ticket charge: \$ _____

It is understood that tickets received in the program may be redeemed at face value at the City Finance Office in accordance with an agreement to be entered into between the undersigned and the City.

The undersigned agrees to operate vehicle(s) in accordance with the program conditions described in this notice. In return, contractor has exclusive use of vehicle(s) and all revenue derived therefrom until July 1, 1983.

CITY OF CHICO
BID PROPOSAL FORM

IMPLEMENTATION, MANAGEMENT AND OPERATION OF CHICO HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM.

Attached to this BID PROPOSAL FORM are the following required items:

1. Any and all Addenda which may have been issued by the City in connection with RFP.
2. Statement of Experience.
3. Statement of Accounting/Reporting Capabilities.
4. Statement of Assurances - No Conflict - Other Transportation Services.
5. Statement of Financial Responsibility.
6. Safety Program Statement.
7. Training Program Statement.
8. Time Schedule.

Bidder

Signature

Title

Address

Telephone

Date

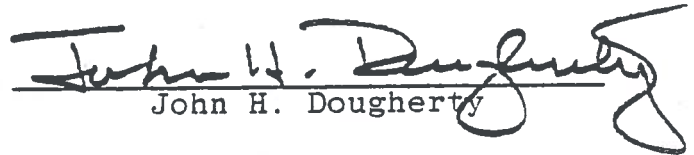
CITY OF CHICO
CITY MANAGER'S OFFICE - MEMORANDUM

G-PUR-5-27/Chrono

January 22, 1982

TO: POTENTIAL BIDDERS
FROM: DEPUTY CITY MANAGER
RE: ADDENDUM #1 - NOTICE INVITING PROPOSALS FOR IMPLEMENTATION,
MANAGEMENT AND OPERATION OF THE CHICO HUMAN SERVICES AGENCIES
COORDINATED TRANSPORTATION PROGRAM

1. Attached is the referenced Addendum No. 1. Each "Reference" contained on it refers to the appropriate page of the bidding documents.
2. If you intend to submit a bid for the Implementation, Management and Operation of The Chico Human Services Agencies Coordinated Transportation Program, please review the Addendum carefully to assure that you have taken it into consideration in connection with your submission of a bid.
3. If you are bidding, sign the BIDDER'S ACKNOWLEDGMENT below and attach the original copy of this Memorandum and Addendum No. 1 to your BID PROPOSAL FORM and submit it with your bid. Failure to act in the foregoing manner may invalidate your bid.


John H. Dougherty

WAM:op
Attach.

BIDDER'S ACKNOWLEDGMENT

The undersigned bidder hereby acknowledges receipt, review and understanding of Addendum No. 1 - NOTICE INVITING PROPOSALS - IMPLEMENTATION, MANAGEMENT AND OPERATION OF THE CHICO HUMAN SERVICES AGENCIES COORDINATED TRANSPORTATION PROGRAM.

Bidder

Signature

Title

Address

C-18 _____
City State Zip

Date

Telephone

January 22, 1982

TO: ALL BIDDERS AND INTERESTED PARTIES
FROM: John Dougherty, Deputy City Manager
RE: ADDENDUM #1 TO NOTICE INVITING PROPOSALS FOR
IMPLEMENTATION, MANAGEMENT AND OPERATION OF THE
CHICO HUMAN SERVICES AGENCIES COORDINATED
TRANSPORTATION PROGRAM

- (1) The Bid opening date has been extended to February 12, 1982 until 4 p.m. (See NIB-1).
- (2) GPR-5 (5) - shall be changed to read: "As long as the operator handles no cash in connection with this program, no bond shall be required of employees. However, in the event that the mode and style of operation changes that will require drivers to accept cash fares, then a Commercial Blanket Bond in the minimum amount of \$10,000 covering all employees will be required of the contractor."
- (3) GPR-5 (H). The following sentence shall be added to this section: "Normal operating hours shall be 7:30 a.m. to 5 p.m. during weekdays. Services for evening hours, weekends and holidays may be made by special arrangement with the operator and the human service agency making the request."
- (4) SW-4 - Task 1.10 - Management

The last sentence in the first paragraph is changed to read: "In addition, a responsible senior employee of the contractor, or the contractor, will be available at all times, either by phone or in person, to make decisions or provide coordination as necessary."

- (5) BP-1 - A new bid proposal form is attached hereto.

G-PUR-5-27/Chrono
CM/ACM-PO Info.
Encl.

cc: William A. Murphy w/encl.
Director of Public Works w/encl.
Community Development Coordinator w/encl.
Equipment Maintenance Supervisor w/encl.
Bidders List - 10
Extra - 8

CITY OF CHICO
BID PROPOSAL FORM

IMPLEMENTATION, MANAGEMENT AND OPERATION OF CHICO HUMAN SERVICES
AGENCIES COORDINATED TRANSPORTATION PROGRAM.

PRIMARY BID

Set forth below is the per ticket charge for implementation Management and Operation of the program herein described utilizing the City owned or controlled vehicles described herein for a period ending July 1, 1983. The vehicle(s) shall be used exclusively for Human Services Agencies.

Ticket charge: \$ _____

It is understood that tickets received in the program may be redeemed at face value at the City Finance Office in accordance with an agreement to be entered into between the undersigned and the City.

The undersigned agrees to operate vehicle(s) in accordance with the program conditions described in this notice. In return, contractor has exclusive use of vehicle(s) and all revenue derived therefrom until July 1, 1983.

ALTERNATE BID

Set forth below is the per ticket charge for implementation Management and Operation of the program herein described utilizing the City owned or controlled vehicles described herein for a period ending July 1, 1983. The vehicle(s) may be utilized by the operator for services to elderly and handicapped clients other than human services agencies clients, provided, however, that human services agencies clients shall have first priority and guaranteed services.

Ticket charge: \$ _____

It is understood that tickets received in the program may be redeemed at face value at the City Finance Office in accordance with an agreement to be entered into between the undersigned and the City.

The undersigned agrees to operate vehicle(s) in accordance with the program conditions described in this notice. In return, contractor has exclusive use of vehicle(s) and all revenue derived therefrom until July 1, 1983.

APPENDIX D
VEHICLE PROCUREMENT PROCESS

CHICO HUMAN SERVICE TRANSPORTATION PROJECT:
NEGOTIATIONS FOR CAVE VEHICLE

October 19, 1981

The Community Action Volunteers in Education (CAVE) was created in 1967 as a project of the Chico Associated Students of California State University, Chico. In 1976 CAVE obtained a 16(b)(2) van through UMTA to provide transportation for handicapped and elderly residents of Chico. Caltrans holds title to the vehicle.

By late 1980 when the Coordinated Human Services Transportation Project (CHSTP) began, CAVE staff were questioning whether they should continue to operate the vehicle due to a lack of operating funds and volunteer drivers. They indicated a willingness to turn their vehicle over to the project. In turn CAVE would receive a transportation credit based upon vehicle depreciation during the leasing period. The steps leading to a conclusion of such an agreement were as follows:

1. William Murphy, Transportation Coordinator for the CHSTP, began negotiations with CAVE in early 1981. His goal was to get the van in operation as part of the coordinated project by June 1981. He felt the Clipper (a subsidized taxi service serving handicapped and elderly residents of Chico) was the logical operator.
2. In April, Murphy proposed to Larry Bruno of UMTA that a six-month pilot program be worked out for the Clipper to operate the CAVE van. The Urban Institute, which offers technical assistance to the project, felt an RFP must be issued in keeping with the project goal of promoting competition among providers through a user-side subsidy approach.

3. Murphy prepared an RFP and submitted it to the city and the Urban Institute for review. The Urban Institute suggested changes (describe condition of vehicle, be more specific about how CAVE would be paid for depreciated value of van) which Murphy accommodated. These changes required a new review by the city.
4. In May, \$480 of mechanical work was paid for by project funds to upgrade the CAVE van.
5. During May and June Murphy also worked on developing two agreements--one between CAVE and the city regarding turnover of the vehicle to the project, the other between the city and the to-be-selected operator regarding pricing of trips, maintenance, etc.
6. During this time Murphy had to resolve an additional problem with CAVE: their transportation coordinator began to have second thoughts about giving the vehicle to the project believing the agency could best serve its clients by continuing to operate the van. Murphy met with the coordinator and the CAVE director who had assumed his position after these negotiations were begun. The director reviewed the books and concluded that the cost to CAVE of operating the van was too high, and the agency should continue on its present course, i.e., turn the van over to the coordinated project.
7. In late July the CAVE director met with the Chico Associated Students and secured their approval for transfer of the van to the project.
8. At its August 4 meeting, the Chico City Council gave approval for the city to enter into an agreement with CAVE for operation of the van. The agreement, as yet unsigned, next went to the Deputy City Manager for review and approval.
9. This agreement (unsigned) was sent to Caltrans for approval on August 25. (Caltrans' approval was required as they held legal title to the vehicle.) Caltrans required that the agreement provide for

sufficient insurance and that the vehicle be used to continue providing service to the original handicapped and elderly clients it was intended to serve.

10. In September negotiations over project acquisition of another 16(b)(2) vehicle (the BCAR vehicle) were terminated. When the agreement for city operation of this agency vehicle was sent to Caltrans, it was not approved by Caltrans because according to 16(b)(2) guidelines, agencies applying for or owning these vehicles may not enter into any agreement with another government body, in this instance, the City of Chico, the project administrator. This ruling by Caltrans also applied to the CAVE 16(b)(2) van.
11. However, there was a significant difference between the CAVE and BCAR vehicles. CAVE had acquired their van in 1976 at which time Caltrans agreed that legal ownership of the vehicle, i.e., the pink slip, would be transferred to CAVE in 5 years--in 1981. Once this transfer was accomplished the vehicle would be legally CAVE's and no longer under the jurisdiction of 16(b)(2) guidelines.
12. Until such time as that transfer of ownership can occur, CAVE (on Murphy's suggestion) decided to enter into an agreement with the Clipper operator (a private for profit firm) to operate their vehicle on a month-to-month basis. Then at a later date, when the coordinated project acquired all its vehicles, the CAVE vehicle would also be turned over to the project and a single RFP issued for operation of all project vehicles.
13. The CAVE board gave its approval for this new agreement on September 15. Caltrans' approval for the agreement was obtained October 9.
14. The agreement between CAVE and the Clipper operator was for six months and month-to-month thereafter. The Clipper operator agreed to provide service on this lift-equipped van for \$4.50 per one-way trip or \$13.00 per hour. He also agreed that the van be used to accommodate agency needs, i.e., project users, before being used to supply service.

to Clipper riders. (Note: If he used this van to provide service to Clipper riders he would lose money as the City and County pay only \$3.40 per one-way trip provided by the Clipper.) As compensation for giving their van to the coordinated project, CAVE received 30 free trips or \$135 credit per month. The total value of credit given to CAVE was not to exceed \$2400, the blue book value of the van, minus the cost for mechanical repairs to put the vehicle in top condition (\$480 was spent to date).

15. Agencies that wished to purchase rides for their clients on the CAVE van were to purchase tickets from the City finance office. The agencies would give these tickets to their clients who would exchange them for transportation service. The Clipper operator would submit the used tickets to the Transportation Coordinator (Murphy) or directly to the City for payment.
16. Murphy expected the CAVE van to be operating under this new agreement by October 21, 1981.

Negotiations to secure the CAVE vehicle for the coordinated project were time consuming and at times frustrating. As in the BCAR vehicle review process, the reason for this lengthy procedure was the need to secure approval from several organizations (CAVE, Caltrans, city) for each step in the process. An ironic conclusion was that the suggestion offered by Murphy in April--that a six-month pilot program be worked out for the Clipper to operate the CAVE van--was the agreement in effect six months later.

As of October 1981, two problems still needed resolution. Caltrans indicated they might not automatically turn over title to the vehicle to CAVE at the end of 5 years. Their reasoning was that they retain titles to 16(b)(2) vehicles to insure that these vehicles are used to provide service to handicapped and elderly persons for the "useful life of the vehicle." An agency, for example, would not be allowed to sell its 16(b)(2) vehicle at the end of five years and use the money for other agency

purposes. This issue may be solved by requiring CAVE to submit a statement to Caltrans each year stating that the vehicle is still being used to serve handicapped and elderly persons in the Chico area.

A second problem concerned project money that was spent to upgrade the CAVE van and yet the van was not, at that time, technically part of the coordinated project. Since the van would actually function as part of the coordinated project, this technicality would only be a problem if a future auditor decided this expenditure was legally a misuse of project funds.

1. 1978 (approximately) BUMA applied to DMV for 15(b)(1) funds to purchase a vehicle to transport their clients. Caltrans provided assistance with the application.
2. 1977 - The application was approved. BUMA decided to postpone their decision on whether to take the vehicle as they did not have sufficient operating funds.
3. Caltrans suggested the application be kept open. BUMA for the Coordinated Human Services Transportation Project (CHSTP) had been made to DMV (May 1977) and Caltrans felt this project might be able to use BUMA vehicle.
4. Agreement for above (CHSTP) came from DMV in 1980. Transportation Coordinator for this project, William Murphy, died in October 1980. Caltrans informed Murphy of BUMA application.
5. January, 1981 - Murphy began discussion with BUMA and indicated willingness to negotiate an agreement with the City to turn over their vehicle for project use.

CHICO HUMAN SERVICE TRANSPORTATION PROJECT:
NEGOTIATIONS FOR BCAR VEHICLE

August 10, 1981*

In January, 1981 the Transportation Coordinator for the Chico project, William Murphy, began discussions with the Butte County Association for the Retarded (BCAR) regarding the turn-over of a 16(b)(2) vehicle for project use. A request for bids for this vehicle was issued to manufacturers on June 23. This memo is an attempt to document the steps involved in this long review process and present some possible reasons why the process was such a lengthy one.

1. 1978 (approximately) BCAR applied to UMTA for 16(b)(2) funds to purchase a vehicle to transport their clients. Caltrans provided assistance with the application.
2. 1979 - The application was approved. BCAR decided to postpone their decision on whether to take the vehicle as they did not have sufficient operating funds.
3. Caltrans suggested the application be kept open. Proposal for the Coordinated Human Services Transportation Project (CHSTP) had been made to UMTA (May 1979) and Caltrans felt this project might be able to use BCAR vehicle.
4. Approval for above (CHSTP) came from UMTA in 1980. Transportation Coordinator for this project, William Murphy, hired in October 1980. Caltrans informed Murphy of BCAR application.
5. January, 1981 - Murphy began discussion with BCAR who indicated willingness to negotiate an agreement with the City to turn over their vehicle for project use.

*The text which follows (pp. D-8 through D-15) was written as part of evaluation activities in August 1981. Verb tenses reflect the time of writing, not the date of this report.

6. February - Murphy in consultation with Caltrans District 3 learning about 16(b)(2) application process. Caltrans indicated project could apply for more than one vehicle if had 20% match. Murphy decided to modify application to apply for two vehicles through BCAR.
7. March - Murphy consulted with Chico City Manager who agreed to new proposal of applying for two vehicles and that the City would supply 20% matching funds required by UMTA, approximately \$20,000 for the two vehicles.
8. Murphy developed vehicle specifications after reviewing sample specs from various sources and meeting with representatives of two bus firms.
9. These specs were then 1) reviewed by City of Chico Equipment Superintendent (2 days), Deputy City Manager (1 week) and Caltrans (2 weeks). This review completed in April.
10. Also during April Murphy had to renegotiate agreement between BCAR and City. BCAR's director had been approached by the Work Training Center, an agency that like BCAR serves mentally retarded adults, who asked that BCAR turn the applied-for vehicle over to their agency instead of to the City.
11. Specs now ready and Murphy after securing Caltrans' approval is ready to go out to bid on vehicles. At this point Caltrans began to question whether there were sufficient funds to order two vehicles. Murphy modified application to request only one vehicle, fearful the two vehicle application would be rejected and the application process would have to start all over again. He also had to modify the vehicle specifications.
12. The modified one-vehicle application was again submitted to Caltrans. They required a second modification regarding terminology: the application would now state that the City rather than paying a flat 20% of vehicle cost would pay whatever was required to supplement the funds Caltrans had in the 16(b)(2) account. Caltrans was fearful that due to inflation there were not sufficient funds to cover the 80% federal share of the vehicle. However they would not disclose to Murphy how

much was in the account. Murphy reminded Caltrans that the City still retained the option of not accepting any of the bids if there was not enough money. This appeared to satisfy Caltrans.

13. The specifications and notice inviting bids were submitted to the City of Chico in mid May with the intent of opening bids on June 19th. However, mid May was a critical budget period in the City offices and staff were not able to review the package until the end of the first week in June, after the City Council had finished its budget session.
14. Meanwhile personnel who handle 16(b)(2) applications at Caltrans were changing. Because of these changes Murphy felt he should obtain a letter from Caltrans stating the City could go out to bid on the vehicle. Caltrans countered that the City should deposit its share of the cost (20%) in an account before it could go out to bid. Murphy wrote a memo with this request to the City Manager on June 8. The City Manager said the request must come in written form from Caltrans, not Murphy. Caltrans send the City a letter requesting same.
15. The City countered by saying it would pay its 20% share only when 1) the BCAR application was formally approved by Caltrans, 2) the City had reached an agreement with BCAR for operation of the vehicle, and 3) a successful bid, i.e., one approved by the City's Equipment Superintendent, had been received.
16. Murphy was becoming increasingly concerned and frustrated by this slow vehicle approval process. In mid June he called Larry Bruno of UMTA to ask if he could buy two vehicles in this bid with the second vehicle paid for with project money. Bruno gave his approval and told Murphy to carefully review UMTA's external operating manual. Murphy quickly obtained City approval for purchase of this second vehicle (as no City money was involved). Caltrans' approval was not required as this vehicle was not obtained through 16(b)(2) funds.
17. Because negotiations between Caltrans and the City were in a somewhat suspended state (see # 14 & 15) Murphy again pointed out that they were just trying to go out to bid, retained the option of rejecting all bids, and were not locked into buying a vehicle. Thus on Caltrans' verbal approval a bid was issued on June 24.

18. Bids were opened on July 23 from two manufacturers-- Micro Bus and Ken Kitterman, Inc.--manufacturers each proposing two options, the second for a larger vehicle.
19. As of the writing of this memo (August 10), the low bid is being reviewed by the City's Equipment Superintendent. If he gives a positive recommendation to accept the bid the next step is to seek City Council approval at their September 1 meeting. The City would then enter into an agreement with the manufacturer and could expect delivery of their vehicles in 60 to 120 days--the first of November to the first of January.
20. NOTE: The approval process is not quite over. An agreement must still be negotiated for operation of (vs. purchase of) the BCAR vehicle. At their August 4 meeting the City Council gave its approval for the City to enter into such an agreement. Murphy is now developing such an agreement. This will be submitted to the Deputy City Manager for his approval and then to Caltrans for approval. Because the BCAR vehicle is a 16(b)(2) vehicle, a three way agreement for operation is required between Caltrans, the City and the Butte County Association for the Retarded.

The above events are chronicled in some detail to show the lengthy and frequently frustrating review process required to purchase vehicles for the coordinated project. The obvious reason for this lengthy process was the need for each government body (UMTA, Caltrans, city) and in some cases the human service agency as well, to review and approve most steps in the process. Each organization tended to believe that once the document had cleared its agency, everything should go quickly.

The change in personnel at Caltrans also contributed to delays. New directors and staff demanded a review of the decisions made by their predecessors since they would ultimately be responsible for those decisions. Murphy also feels Caltrans' failure to put their suggestions in writing added to the delays. Directions given by phone conversation are more apt to be misunderstood than those given in memo form.

Because Murphy was new to the 16(b)(2) application process he believes that those involved in the review process were extra careful, a position he feels was justified, but this also lengthened the review.

Finally, the City of Chico staff person working as the City's liaison with Murphy was disinterested in the project and thus it had low priority for her attention. She has resigned (sometime during summer 1981) and her resignation will, in Murphy's opinion, serve to expedite decisions. He (Murphy) now deals directly with the Deputy City Manager.

CHICO HUMAN SERVICE TRANSPORTATION PROJECT
NEGOTIATIONS FOR BCAR VEHICLE

September 25, 1981

This memo serves as an update to the August 10, 1981 memo documenting steps in the BCAR vehicle purchase review process.

21. At its August 4 meeting, the City Council gave approval for the City to enter into an agreement with BCAR for project operation of its to-be-purchased vehicle. At its September 1 meeting, the Council approved the low bid submitted for manufacture of the vehicle. The next step was to enter into an agreement with the manufacturer to deliver the vehicle in 60-120 days.
22. At this point (September) a snag occurred in the development of an agreement between BCAR and the City (project) for operation of the vehicle. Rather than agreeing to turn the vehicle over for project operation--and be a purchaser of transportation from the coordinated system--BCAR wants the Work Training Center to operate the vehicle in the morning and evening to transport BCAR's clients to and from the activity center. The project could use the vehicle in off hours, that is, midday, evenings and weekends.
23. William Murphy, the Transportation Coordinator, opposed this plan. He had rigorously pursued obtaining the BCAR vehicle for the project (as outlined in the previous memo) because it was a clear example of an agency's willingness to be part of the coordinated project--the sort of agreement needed to make the project work. He planned instead to recommend to the City that the \$40,000 allocated in the grant for vehicle purchase be used to buy both the vehicles for which the RFP was issued (see #16, 17). The low bid came in at \$22,300, or \$44,600 for the two vehicles. If the City will add to the existing \$40,000 the \$10,000 the City had planned to pay as their match to the BCAR 16(b)(2) vehicle, there are sufficient funds to purchase both vehicles.

approval had been given for
e, Caltrans was sent the following
approval: 1) the vehicle specifi-
ce inviting bids, 3) and an as
een BCAR and the City for project
This agreement was not approved
g to 16(b)(2) guidelines agencies
may not enter into any agreement
y. Thus the whole process of
vehicle for the project--begun
letely at this point in mid-

chosen to buy only one vehicle using
r than purchasing both vehicles
s described in #23). The City's
ecause of BCAR's turnabout regarding
cle to the project, it becomes
developmentally disabled clients
nsportation service from the
they will turn to the Work Training
wn fleet of five vehicles to provide
lly disabled persons are a large
gency clients needing transportation.
being served elsewhere, the project
les.

t funds for purchase of one project
ber 14. The City Council gave its
gement (one vehicle vs. two) on
ued a purchase order to Micro Bus
tember 18th. The manufacturer
eliver the vehicle in 30 days.

ning Center the opportunity to buy
They (WTC) are a nonprofit agency
ement with BCAR to operate the
chase the vehicle and has put up
aiding in the procurement process
chase order to Micro Bus.

APPENDIX E
UPDATE ON VEHICLE STATUS

UPDATE ON VEHICLE STATUS

A City of Chico Resolution, "Resolution Authorizing Transfer of UMTA Human Services Van," was presented to the Chico City Council on August 3, 1982. The resolution called for transfer by UMTA of the project's lift-equipped vehicle, purchased with grant funds, to another user-side subsidy program in California. The Council unanimously declined to approve the resolution. The Deputy City Manager advised UMTA of the Council's action and asked that UMTA advise the city what further action it (UMTA) intended to take.* Pending a response from UMTA, the vehicle was stored at the Chico Municipal Services Center.

In the fall of 1983 there was a major breakdown in the lift equipment of the CAVE van which was being used in the Clipper system to provide accessible transportation (see discussion in Chapter 3). Because the vehicle was over five years old and had 160,000 miles, the city concluded it would not be cost effective to undertake the major and costly repairs required to restore functioning of the lift equipment. This meant that a major segment of the community served by the Clipper was without accessible transportation.

Because no response had been received from UMTA regarding disposition of the project vehicle, in October the city registered the van with the California Department of Motor Vehicles as a city-owned van and placed it in service in the Chico Clipper system. UMTA was informed of this action in October 1983 by letter which stated in part that "placing the Human Services van into use in our community (was) consistent with that for which it was originally intended...namely the transportation of senior citizens and handicapped persons."**

In December 1983 UMTA informed the City of Chico that it concurred with the City's action.

*Dougherty letter to Bruno, August 20, 1982.

**Dougherty letter to Bruno, October 19, 1983.

2004- 20024

PROPERTY OF
D.O.T. VOLPE NATIONAL
TRANSPORTATION SYSTEMS CENTER
CAMBRIDGE, MASS. 02142

** TECHNICAL REFERENCE CENTER **

