



ORANGE COUNTY TRANSPORTATION AUTHORITY

**Revisions to Measure M2 Senior Mobility Program Project
U Funding and Policy Guidelines**

Staff Report



March 28, 2016

To: Members of the Board of Directors

From: Darrell Johnson, Chief Executive Officer

Subject: Revisions to Measure M2 Senior Mobility Program Project U Funding and Policy Guidelines

Overview

Measure M2 allocates revenues for programs which expand mobility choices for seniors and persons with disabilities under Project U. Funding and policy guidelines for the Senior Mobility Program were approved by the Board of Directors in February 2011. In an effort to enhance and clarify Senior Mobility Program policies, revised guidelines have been developed. The revised guidelines were reviewed and discussed at the March 7, 2016, Executive Committee meeting and are being submitted for Board of Directors approval.

Recommendation

Adopt the revised Measure M2 Senior Mobility Program Project U Funding and Policy Guidelines.

Background

Measure M2 (M2) includes funding for three programs under Project U to support the growing transportation needs of seniors and persons with disabilities. As part of Project U, one percent of net revenues supports local community transportation services through the Orange County Transportation Authority (OCTA) Senior Mobility Program (SMP).

Originally established in 2001, the SMP supports community-based senior transportation services by providing a formula funding allocation to Orange County cities based upon the city's population of residents age 60 and older. SMP Funding and Policy Guidelines were approved by the Board of Directors (Board) in February 2011 (Attachment A). The original SMP Guidelines outlined the requirements for the allocation and distribution of funds, criteria for program eligibility, and reporting requirements, but did not include any guidance or restrictions regarding the service provided.

Discussion

In late 2015, audits were conducted on SMP services for the cities of Anaheim, Garden Grove, Huntington Beach, and Santa Ana. The audit conducted on the Santa Ana program identified weaknesses in the SMP Guidelines. As a result, staff and executive management from OCTA divisions including Transit, Planning, Finance and Administration, Government Relations, External Affairs, and Internal Audit collaborated to develop revised SMP Guidelines (Attachment B).

The revised guidelines provide more specific detail in policy areas including M2 funding eligibility, program match requirements, documentation of eligible expenses, revenue collection, reporting data, program auditing, and service guidelines. In addition, SMP participants will be required to submit a Service Plan to OCTA which has been formally adopted by the governing board. The Service Plan will be incorporated as an attachment to all SMP cooperative agreements.

Eligible categories of SMP service include trips to/from senior centers, medical appointments, shopping, personal care, and social/recreational trips. The guidelines require SMP participants to use discretion when providing social recreational trips to ensure prudent use of taxpayer funds. SMP services are restricted to trips within Orange County or within approximately 10 miles of the Orange County border. Trips provided outside Orange County are limited to medical only and must be indicated in the Service Plan. To ensure compliance with SMP Guidelines when developing the Service Plan, program participants must indicate the type of trips provided, specific destinations for social/recreational trips, and whether they intend to provide medical trips outside Orange County.

In addition, the SMP monthly reporting template has been enhanced to include more specific data on monthly and year-to-date program trips, service hours, service miles, expenses, revenue, and match funding.

The current SMP cooperative agreements expire June 30, 2016. Staff is currently coordinating with SMP participants to update the Service Plans. Upon adoption by the city councils, staff will return to the Board to approve the Service Plans and authorize a five-year extension of all SMP cooperative agreements.

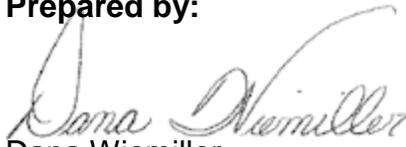
Summary

Revised M2 SMP Funding and Policy Guidelines have been developed to provide better clarity on program policies and ensure compliance with the M2 Ordinance and program provisions.

Attachments

- A. Measure M2 Project U Senior Mobility Program Guidelines, February 2011
- B. Senior Mobility Program Project U Funding and Policy Guidelines, March 2016

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ORANGE COUNTY TRANSPORTATION AUTHORITY

**Revisions to Measure M2 Senior Mobility Program Project
U Funding and Policy Guidelines**

Attachment A

**Measure M2 Project U
Senior Mobility Program Guidelines
February 2011**

Topic	Current Program under Transportation Development Act	Measure M2
Allocation Method	<ul style="list-style-type: none"> • Number of 65+ residents in a local jurisdiction multiplied by cost per senior 	<ul style="list-style-type: none"> • Proportion of 60+ residents in a local jurisdiction (relative to total county senior population) multiplied by available Measure M2 (M2) revenues • Population data source: official decennial census reported by the U.S. Census Bureau
Growth Parameters	<ul style="list-style-type: none"> • Cost per senior escalated annually by projected Consumer Price Index • Senior population increased by Center for Demographic Research estimates 	<ul style="list-style-type: none"> • Senior population distribution recalculated as new decennial census figures become available from the United States Census Bureau • Dependent on actual sales tax receipts
Funding Distribution	<ul style="list-style-type: none"> • Funds distributed at the onset of the fiscal year 	<ul style="list-style-type: none"> • Funds distributed bi-monthly based on actual sales tax receipts (similar to distribution to local jurisdictions under the Fair Share program for Local Streets and Roads) • For cities that realize a reduction in Senior Mobility Program (SMP) revenues under M2 guidelines, Transportation Development Act (TDA) Article 4.5 funds will be allocated to cities in an amount no greater than FY2010-11 funding levels, less M2 SMP revenue, for up to three years. • TDA disbursements will be sent to applicable cities at the same time as the last bi-monthly distribution of M2 funds for the fiscal year.

Measure M2 Project U
Senior Mobility Program Guidelines
February 2011

Topic	Current Program under Transportation Development Act	Measure M2
Unallocated Funds	<ul style="list-style-type: none"> • Partial distribution to community centers and ACCESS service 	<ul style="list-style-type: none"> • Distributed to other M2 Project U programs and/or ACCESS service
Non-Profit/Community Center Participants Funding	<ul style="list-style-type: none"> • Funded via TDA sales tax 	<ul style="list-style-type: none"> • Continue to fund via TDA sales tax in an amount commensurate with fluctuation of TDA sales tax receipts
Office on Aging Nutrition Program	<ul style="list-style-type: none"> • County Older Americans Act funding passed through to eligible participants by OCTA as part of SMP allocation 	<ul style="list-style-type: none"> • County to distribute Older Americans Act funding separately as part of senior nutrition program
Local Match	<ul style="list-style-type: none"> • 20 percent local match • 80 percent Orange County Transportation Authority (OCTA) (and Office on Aging for cities receiving nutrition program funding) 	<ul style="list-style-type: none"> • 20 percent local match • 80 percent OCTA
Reporting Requirements	<ul style="list-style-type: none"> • Monthly reports with trip data by type of trip and monthly funding disbursements • Annual audits 	<ul style="list-style-type: none"> • Monthly reports with trip data by type of trip and funding disbursements • Annual audits
Eligible Customers	<ul style="list-style-type: none"> • Minimum age of 60+ • City/organization may establish additional customer eligibility criteria 	<ul style="list-style-type: none"> • All seniors age 60+



ORANGE COUNTY TRANSPORTATION AUTHORITY

**Revisions to Measure M2 Senior Mobility Program Project
U Funding and Policy Guidelines**

Attachment B

Senior Mobility Program Project U Funding and Policy Guidelines

March 2016

1.0 Overview

The Measure M2 (M2) Project U – Senior Mobility Program (SMP) provides funding to support local, community-based transportation service for seniors. Originally established in 2001 using limited state funding for bus operations, M2 Project U SMP funding was established to continue and expand the existing program. A formula funding allocation was established for all Orange County local jurisdictions based upon their senior population. One percent of M2 net revenue is used to fund the program and local jurisdictions must provide a minimum 20 percent local match of the total annual program expenditures.

The Orange County Transportation Authority (OCTA) Board of Directors approved these guidelines on *(Date)*. The purpose is to provide structure and definitions for all eligible M2 jurisdictions receiving SMP funding. OCTA shall enforce the provisions spelled out in these guidelines.

2.0 Objectives

- To provide for local, community-based senior transportation services.
- To allow local jurisdictions to develop and implement senior transportation services to serve their community.
- To provide transit options for seniors which complement rather than duplicate OCTA fixed route and ACCESS paratransit service.

3.0 Eligibility Requirements

Participation in the SMP is contingent upon maintaining M2 eligibility. Local jurisdictions must be eligible to receive M2 funding, established on an annual basis as specified in the M2 Ordinance Requirements for Eligible Jurisdictions, to receive the formula allocation for this program.¹ Adherence to strict funding guidelines is required.

Local jurisdictions are required to submit a Service Plan as described in Section 7.0 and must enter into a cooperative funding agreement with OCTA that defines the conditions of use of SMP funds prior to receiving their SMP funding allocation.

¹ Orange County Transportation Authority Ordinance No. 3, Attachment B, Section III

4.0 Funding Allocation Method & Distribution

Funding for the program is identified as one percent of M2 net sales tax revenue and will be allocated to eligible local jurisdictions based upon the participating jurisdiction's percentage of the senior population of the county. Senior population is determined by using the most current official decennial Census information provided by the U.S. Census Bureau.

Funding allocations are based on actual sales tax receipts. Funding will be distributed on a bi-monthly basis. SMP funds must be expended within three years of receipt.

OCTA may grant a two-year extension beyond the three-year expenditure limitation; however, an extension may not exceed five years from the date of the initial funding allocation. Jurisdictions requesting an extension beyond the three-year limitation must submit a justification letter for review and approval by OCTA at least 90 days prior to the end of the third fiscal year.

In the event the time limits for use of SMP funds are not satisfied, any retained SMP funds that were allocated to an eligible jurisdiction, including interest, shall be returned to OCTA.

5.0 Match Requirements

Participating jurisdictions must provide a minimum 20 percent local match of the total annual program expenditures. Match funding may be made up of cash subsidies, fare revenues, donations, or in-kind contributions such as salaries and benefits for the jurisdiction's employees who perform work on the program. Jurisdictions may also be required to submit supporting documentation to substantiate local match expenditures. Jurisdictions are not required to contribute the minimum match requirement on a monthly basis; however, the minimum 20 percent match requirement must be met by the end of each fiscal year, defined as June 30.

Jurisdictions not satisfying the annual 20 percent match shall be subject to withholding of funds from future bi-monthly allocations equal to the difference between the amount of Measure M funds actually spent and the amount of Measure M funds actually matched.

Example:

Total Program Expenditures	\$100,000
Total M2 Funding Allocation	\$ 80,000
20% Required Match	\$ 20,000
Actual Reported Match	\$ 15,000

Withholding Calculation:

Total M2 Funds Spent	\$ 80,000
M2 Funding Eligibility Based on Actual Reported Match	- <u>\$ 60,000</u>
Withholding from Future Allocation(s)	\$ 20,000

6.0 Service Guidelines

Services provided under the SMP are available to individuals 60 years of age and older. Jurisdictions have discretion in the types of trips provided within Orange County, such as trips to/from senior centers, medical appointments, shopping, personal care, and social/recreational activities. Jurisdictions should use discretion when providing trips for social/recreational activities when developing their Service Plan to ensure prudent and appropriate use of taxpayer funds. SMP trips outside Orange County are restricted to medical trips only within approximately 10 miles of the Orange County border.

Jurisdictions also have discretion in how the service is operated. Senior transportation services may be operated using employees, volunteers, or the jurisdiction may contract with a third-party service contractor. Contractors must be selected using a competitive procurement process and the jurisdiction must ensure the contractor is in compliance with program guidelines and provisions included in the cooperative funding agreement.

Jurisdictions whose program offers subsidized taxi service for seniors must ensure trips provided with SMP funding are consistent with the trip types as specified in these guidelines.

Wheelchair accessible vehicles must be available for SMP service.

Jurisdictions will perform, or ensure that a contractor performs, maintenance of all vehicles used in the Senior Mobility Program. Jurisdictions will ensure that its operators, or its contracted operators, are properly licensed and trained to proficiency to perform duties safely, and in a manner which treats its riders with respect and dignity.

Jurisdictions may receive retired OCTA ACCESS paratransit vehicle(s) to support their senior transportation program. Additional retired ACCESS vehicles may be

purchased, based on availability, for a cost equivalent to the refurbishment costs incurred by OCTA.

7.0 Service Plan Adoption

Participating jurisdictions shall submit to OCTA a SMP Service Plan which defines program services (Exhibit A). The Service Plan must be submitted using a template provided by OCTA and must be adopted by the jurisdiction's governing body and approved by the OCTA Board of Directors. Any deviation from the adopted SMP Service Plan must be submitted to OCTA in advance for review and approval and will require an amendment to the cooperative funding agreement prior to implementing a change in program services.

8.0 Eligible Expenses

Participating jurisdictions shall ensure M2 funds are used for eligible direct program-related expenses which may include contract service providers, staff time, vehicle maintenance, fuel, insurance, vehicle acquisition, program supplies and materials, marketing materials, and community outreach. Jurisdictions shall ensure all costs are program-related and are fair and reasonable. Administrative costs up to 10 percent are allowed and considered eligible program expenses. All program expenses are subject to audit.

No M2 funding shall be used by a jurisdiction for other than transportation purposes authorized in the M2 Ordinance.

9.0 Program Revenue

Participating jurisdictions must maintain adequate controls for collecting and reporting program revenue, including donations, fees, and cash fares. Program revenue must be used to support the transportation service and may be used as part of the jurisdiction's 20 percent local match requirement.

10.0 Reporting

Participating jurisdictions are required to submit monthly reports using a reporting template provided by OCTA (Exhibit B). Required monthly reporting data may include, but is not limited to, the following:

- Number of Trips by Category
- Vehicle Service Hours
- Vehicle Service Miles

- Program Cost Detail by Expense Category and % of Total Operating Cost
- Fares, Fees and Other Operating Revenue
- Jurisdiction Total Contribution & Source
- Jurisdiction Share as % of Total Operating Cost
- Cumulative Jurisdiction Share to Date
- OCTA Contribution
- OCTA Contribution as % of Total Operating Cost
- Cumulative Contribution Received from OCTA
- Total Monthly Program Operating Cost
- Cumulative Total Program Operating Cost

Jurisdictions shall also be required to maintain supporting documentation to substantiate reporting data. Supporting documentation may include, but is not limited to, actual receipts, contractor invoices, trip sheets, payroll, timesheets, fuel logs, and maintenance records/receipts.

Reports are due by the last day of the following month. A preliminary report may be submitted; however, submission of a final report is required within 15 days of the last day of the following month. Failure to meet the established reporting deadline for two months at any time during the fiscal year may result in future withholding of funding and/or other sanctions to be determined.

11.0 Audits & Inspection of Records

M2 funding is subject to audit. Jurisdictions shall maintain program documentation and records for a period of no less than five years. Program documents and records, including but not limited to payroll, trip sheets, invoices, vehicle maintenance, fuel, and other program-related expenses, shall be available for review by OCTA SMP administrators, auditors, and authorized agents upon request. Jurisdictions must follow established accounting requirements and applicable laws regarding the use of public funds. Failure to submit to an audit in a timely manner may result in withholding or loss of future funding. Failure to comply with the approved Service Plan will require remediation which may include repayment, reduction in overall allocation, and/or other sanctions to be determined by the OCTA Board of Directors.

Audits shall be conducted by the OCTA Internal Audit Department, or other authorized agent, as determined by OCTA.

OCTA's failure to insist in any one or more instances of a jurisdiction's performance of the provisions set forth in these guidelines shall not be construed as a waiver or relinquishment of the jurisdiction's obligation to comply with these guidelines.

Moreover, only the OCTA Board of Directors shall have the authority to alter and/or waive any requirements/obligations set forth in these guidelines.



Senior Mobility Program

Jurisdictions and agencies participating in the Orange County Transportation Authority (OCTA) Senior Mobility Program (SMP) must complete the following Service Plan in order to receive SMP funding. The Service Plan must be developed in accordance with SMP Guidelines and submitted to OCTA for review. Upon review by OCTA, the Service Plan must be formally adopted by the agency's governing body and approved by the OCTA Board of Directors. Any modifications to SMP services will require submittal of a new Service Plan.

SENIOR MOBILITY PROGRAM SERVICE PLAN

Agency _____

Date _____

Program Contact _____

Phone Number _____

Email _____

Service Description:

1. Program goals and objectives:

2. Indicate how SMP service will be operated: *(Please check all that apply)*

- Directly Operated
- Contract Service Provider
- Volunteers
- Subsidized Taxi Program
- Other *(Please describe)*

3. Eligible trips provided under the Senior Mobility Program are limited to the following categories. Please indicate the categories of service to be provided by your program: *(check all that apply)*

- Senior Center
 - Nutrition
 - Medical
 - Personal Care
 - Shopping
 - Social/Recreational *(please specify destinations)*
-

4. SMP Guidelines restrict trips outside of Orange County to medical only within approximately 10 miles of the Orange County border. Do you intend to provide trips outside of Orange County?

Yes No

If yes, please list proposed destinations: *(ex. – medical trips to VA Hospital in Long Beach)*

- 1.
- 2.
- 3.

5. Fare structure:

6. Number of vehicles:

7. Projected annual ridership:

8. Source(s) of 20 percent match funding:

Program Requirements:

1. Jurisdiction/Agency shall follow competitive procurement practices in selection of vendors for all services which it does not provide using its own work force. Any Request for Proposals (RFP) for services shall specify the use of vehicles meeting Americans with Disabilities Act (ADA) accessibility standards.
2. Jurisdiction/Agency will perform, or ensure that a contracted vendor performs, maintenance of all vehicles used in the Senior Mobility program, including, at a minimum:
 - a) Daily Pre-Trip Inspections that meet or exceed the guidelines provided in the attached Pre-Trip Inspection Checklist (Attachment 2)
 - b) Scheduled preventative maintenance that meets or exceeds the guidelines provided in the attached PM Checklist, including the maintenance of all accessibility features of the vehicles.
 - c) Maintain maintenance records for each vehicle for five (5) years and, if required, cooperate fully in annual motor coach carrier terminal inspections conducted by the California Highway Patrol.
3. Jurisdiction/Agency will ensure that its operators, or its contracted vendor's operators, are properly licensed and trained to proficiency to perform duties safely, and in a manner which treats its riders with respect and dignity. Disability awareness and passenger assistance will be included in this training.

4. Jurisdiction/Agency will establish and implement an alcohol and drug program that complies with 41 U.S.C. sections 701-707, (the Drug Free Workplace Act of 1988), and will produce any documentation necessary to establish its compliance with sections 701-707.
5. Jurisdiction/Agency will submit a monthly report to OCTA's Community Transportation Services Department as illustrated in Attachment 3.
6. Jurisdiction/Agency will participate in OCTA marketing and outreach efforts to encourage use of fixed route transit service by older adults.
7. Jurisdiction/Agency will note OCTA sponsorship in any promotional material for service funded under this agreement and will display an OCTA Senior Mobility Program logo on vehicles used in this program (excluding taxis).
8. Jurisdiction/Agency will ensure that it maintains adequate oversight and control over all aspects of services that are provided by a contracted vendor.

IN WITNESS WHEREOF, _____ *(Agency Name)* _____ has formally adopted the Senior Mobility Program Service Plan as written above.

AGENCY:

OCTA:

(Signature)

(Signature)

Name
Title

Name
Title



Senior Mobility Program

Monthly Reporting Form

DRAFT

Program Information

Service for the - Month of: July Year of: 2016
 Program Name: _____
 Participating Agency: _____
 Agency Contact: _____
 Contact Number: _____

Trip Detail

Trip Category	One-Way Trips		Service Hours		Service Miles	
	Jul 2016	FYTD	Jul 2016	FYTD	Jul 2016	FYTD
Senior Center	-	-	-	-	-	-
Medical	-	-	-	-	-	-
Shopping	-	-	-	-	-	-
Personal Care	-	-	-	-	-	-
Social / Recreational	-	-	-	-	-	-
Total	-	-	-	-	-	-

Cost Summary

Cost Category	Jul 2016		FYTD	
	Cost	As a %	Cost	As a %
Service Contract	\$ -	0.0%	\$ -	0.0%
Drivers / Operators / Dispatchers	\$ -	0.0%	\$ -	0.0%
Vehicle Maintenance / Fuel / Insurance	\$ -	0.0%	\$ -	0.0%
Marketing Outreach	\$ -	0.0%	\$ -	0.0%
Administration	\$ -	0.0%	\$ -	0.0%
Total	\$ -	-	\$ -	-
OCTA Contribution	\$ -	0.0%	\$ -	0.0%
Agency Contribution	\$ -	0.0%	\$ -	0.0%
Program Revenue	\$ -	0.0%	\$ -	0.0%

Source(s) of Agency Contributions:

Agency hereby certifies that this report is a true, complete and correct statement of program revenue, costs and operating data.

! THIS REPORT IS DUE BY THE LAST DAY OF THE MONTH FOLLOWING THE REPORTING MONTH !

Please send this report by email to CTSPROGRAMS@OCTA.NET or by fax to 714-560-5927.
 If there are any questions, please contact **JOANNE JACOBSEN** by email at JJACOBSEN@OCTA.NET
 or **JP GONZALEZ** by email at JGONZALEZ1@OCTA.NET.