



# Tribal Transit Feasibility Study

Final Report – January 25, 2008





# BORDERS COMMITTEE

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## MEMBERSHIP

The Borders Committee provides oversight for planning activities that impact the borders of the San Diego region (Orange, Riverside and Imperial Counties, and the Republic of Mexico) as well as government-to-government relations with tribal nations in San Diego County. The preparation and implementation of SANDAG's Binational, Interregional, and Tribal Liaison Planning programs are included under this purview. It advises the SANDAG Board of Directors on major interregional planning policy-level matters. Recommendations of the Committee are forwarded to the Board of Directors for action.

Borders Committee meetings are held the fourth Friday of each month from 12:30 to 2:30 p.m.

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*The purpose of the Working Group is to serve as a forum for tribal governments in the region to discuss and coordinate transportation issues of mutual concern with the various public planning agencies in the region, including SANDAG, Caltrans, the County of San Diego, and the transit operators. The Working Group will monitor and provide input on the implementation of the strategies and planning activities related to transportation mutually developed through the San Diego Regional Tribal Summit.*

*The Working Group reports to the Borders Committee, which reports to the Board of Directors on tribal-related transportation activities.*

*The Working Group will meet quarterly. The location will rotate among tribal reservations, and, when deemed appropriate, at the SANDAG offices.*

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## 1.0 INTRODUCTION

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The federal 2005 transportation legislation, SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users), reinforces the importance of inter-governmental cooperation in improving transportation services and facilities. SANDAG was awarded a transit planning grant from Caltrans to determine the feasibility of implementing transit service in one or two key transportation corridors between selected tribal reservations and cities and/or urbanized community planning areas in the unincorporated area of San Diego County. This report examines traditional public transit services, as well as the potential for nontraditional services that could be funded by private sources and/or public-private partnerships.

The study is a collaborative effort between SANDAG, the Reservation Transportation Authority (RTA), and the region's transit agencies – the Metropolitan Transit System (MTS) and the North County Transit District (NCTD). SANDAG contracted with IBI Group to conduct the technical analysis for this study, which provides the information needed to leverage additional funding for transit service for the 17 federally recognized tribal governments in San Diego County. The Tribal Transit Working Group, comprised of reservation representatives and agency staff members, provided guidance to the consultant throughout the study.

This report documents the planning process employed to identify transportation corridors and service options, and the evaluation of service improvement proposals. Following this introduction, the report includes the following sections:

- 2.0 Study Area Overview
- 3.0 Tribal Nations and Community Profiles
- 4.0 Existing Transportation Infrastructure
- 5.0 Service Improvement Alternatives
- 6.0 Analysis of Service Options
- 7.0 Preliminary Recommendations
- 8.0 Implementation

The following appendices are also provided:

- A – Tribal Employment Center Shuttle Figures
- B – Preliminary Cost Estimates
- C – Funding Options
- D – Tribal Transportation Examples
- E – Tribal Transit Grant Application Information



## 2.0 STUDY AREA OVERVIEW

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San Diego County is home to 17 of the 107 federally recognized tribal governments in the State of California. These 17 tribes encompass four Indian cultural/linguistic groups – the Luiseño, the Cahuilla, the Cupeño, and the Kumeyaay – and have jurisdiction over 18 reservations within San Diego County (see Table 1). Indian reservation lands total over 125,000 acres in the region, or roughly 4 percent of San Diego County.

**Table 1**  
**San Diego County Indian Reservations and**  
**Federally Recognized Tribal Governments**

Reservation Name	Indian Group
Barona	Barona Band of Mission Indians
Campo	Campo Kumeyaay Nation
Capitan Grande	Joint Power Authority between Barona and Viejas
Ewiiapaayp	Ewiiapaayp Band of Kumeyaay Indians <sup>1</sup>
Inaja and Cosmit	Inaja Cosmit Band of Diegueño Mission Indians
Jamul Indian Village	Jamul Indian Village. A Kumeyaay Nation
La Jolla	La Jolla Band of Luiseño Indians
La Posta	La Posta Band of the Kumeyaay Nation
Los Coyotes	Los Coyotes Band of Cahuilla/Cupeño Indians
Manzanita	Manzanita Band of Diegueño Mission Indians
Mesa Grande	Mesa Grande Band of Diegueño Mission Indians
Pala	Pala Band of Mission Indians
Pauma and Yuima	Pauma Band of Luiseño Indians
Rincon	Rincon Luiseño Band of Indians
San Pasqual	San Pasqual Band of Diegueno Mission Indians
Santa Ysabel	Santa Ysabel Band of Diegueño Mission Indians
Sycuan	Sycuan Band of the Kumeyaay Nation
Viejas	Viejas Band of the Kumeyaay Indians

Source: SANGIS, Bureau of Indian Affairs

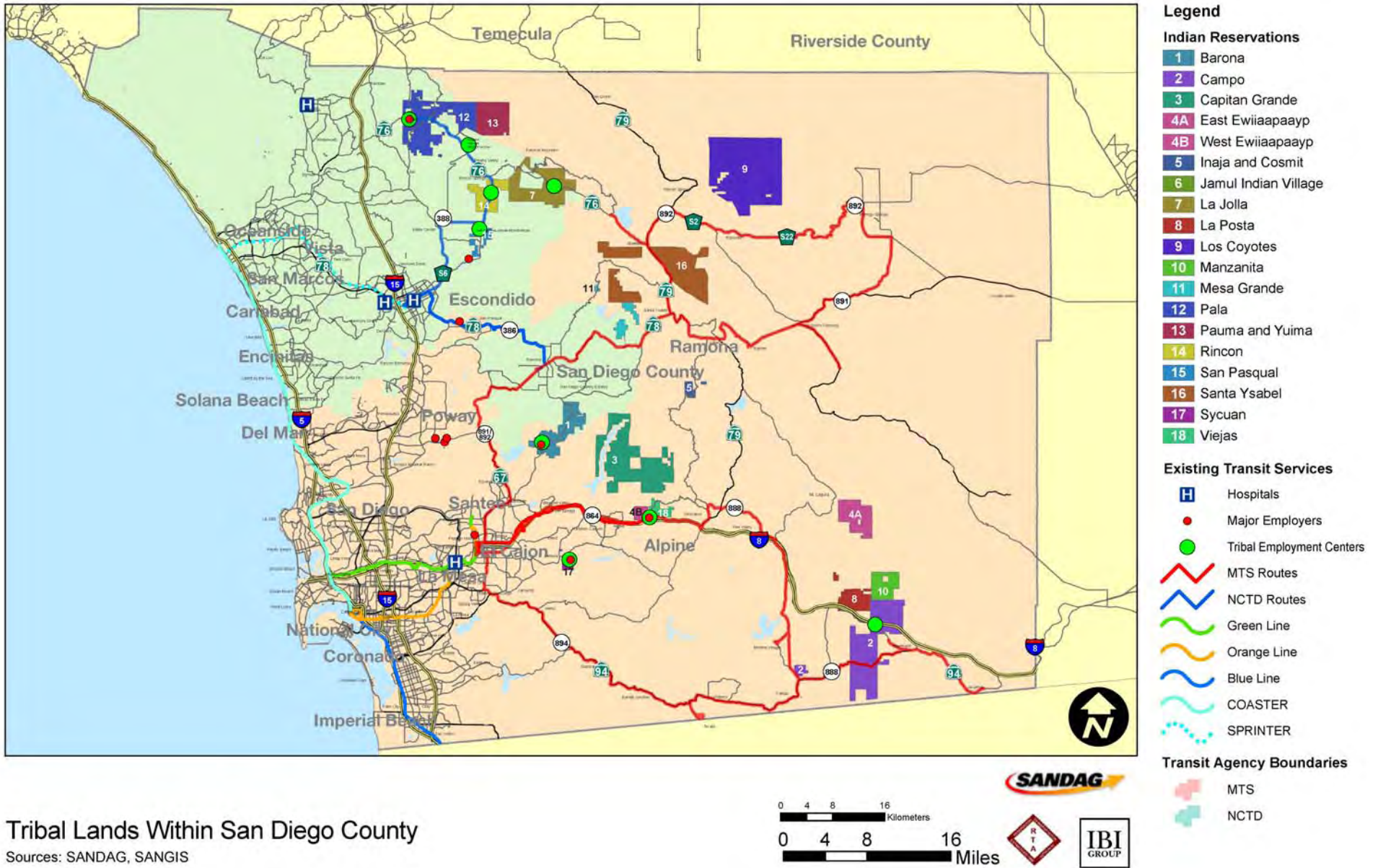
Figure 1 illustrates these reservation lands within San Diego County.

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<sup>1</sup> Several official sources alternately refer to the Ewiiapaayp tribe by the Spanish spelling “Cuyapaibe.”



Figure 1  
San Diego County Tribal Lands



Tribal Lands Within San Diego County

Sources: SANDAG, SANGIS



As seen in Figure 1, all of the reservations are located in unincorporated areas of the county and vary in their level of access to the regional transportation network. One is adjacent to a major interstate (Viejas) while another (Los Coyotes) lacks connectivity to county-maintained roads. Specific reservations often suffer from decreased educational, economic, and social opportunities, due in part to their degree of connectivity with the regional transportation network. This situation also manifests itself in the form of inadequate access to local and regional medical and activity centers.

A 2007 SANDAG Regional Transportation Plan Issue Paper<sup>2</sup> identified the need to examine potential corridors and roadway networks to determine the feasibility of establishing various types of transportation options for reservation residents. This report provides background information on the existing conditions of the study area, and sets the stage for further collaboration work on transit-based solutions.

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<sup>2</sup> "2007 REGIONAL TRANSPORTATION PLAN ISSUE PAPER: TRIBAL NATIONS AND REGIONAL TRANSPORTATION PLANNING"  
[http://www.sandag.org/uploads/meetingid/meetingid\\_1529\\_6019.pdf](http://www.sandag.org/uploads/meetingid/meetingid_1529_6019.pdf)





## 3.0 TRIBAL NATIONS & COMMUNITY PROFILES

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### 3.1. Demographics

The 17 tribal governments are diverse with respect to both their location within San Diego County and their demographic make-up. The most recent comprehensive data collection on the composition of tribal members and reservation residents was done as part of the 2000 United States Census. More recent demographic information is being gathered as part of the ongoing American Community Survey (ACS).

Unfortunately, little official data exists that focuses on individual tribal and reservation residents' demographic changes in the interim between 2000 and 2007. Another shortfall when dealing with limited sample sizes is the bias evident in underreported data. An example would be the Jamul Indian Village, where only one resident responded to the 2000 US Census, out of an estimated 57 current residents. While not exclusive to reservation residents, underreporting and small sample sizes can skew officially reported demographic data.

Despite these shortcomings, the information does provide useful baselines with which to draw general conclusions regarding the demographic profiles of reservation residents. The Census Bureau's 2000 data illustrates the following:

- The Luiseño, Cahuilla, Cupeño, and the Kumeyaay account for slightly more than 20,000 residents countywide.
- Of these residents, only 6,193 lived on the 18 reservations in San Diego County as of 2000 (31.0 percent).
- Several reservations reported either no residents or too few from which to draw conclusions. These include Jamul Indian Village and the Capitan Grande, Ewiiapaayp, and Inaja and Cosmit reservations.

A more detailed breakdown of reservation residents is reported in Tables 2 and 3.

**Table 2**  
**Reservation Land Areas and 2000 Populations**

Reservation Name	Land Area (Acres)	Reservation Population (2000)	Population per Acre
Barona	5,664	536	0.09
Campo	15,336	351	0.02
Capitan Grande	15,615	0	0.00
Ewiiapaayp	4,553	0*	0.00
Inaja-Cosmit	846	0	0.00
Jamul Indian Village	6	1	0.17
La Jolla	8,798	390	0.04
La Posta	3,471	18	0.01
Los Coyotes	24,762	70	0.00
Manzanita	3,563	69	0.02
Mesa Grande	1,820	75	0.04
Pala	12,333	1,573	0.13
Pauma and Yuima	5,826	186	0.03
Rincon	3,918	1,495	0.38
San Pasqual	1,412	752	0.53
Santa Ysabel	15,270	250	0.02
Sycuan	632	33	0.05
Viejas	1,572	394	0.25
<b>TOTAL</b>	<b>125,000</b>	<b>6,193</b>	<b>0.05</b>

Source: US Census Bureau, US Department of Transportation, Ewiiapaayp Band of Kumeyaay Indians

\*2007 information indicates 11 residents

Of particular interest, for the purposes of transit service planning, is the prevalence of populations who would be more likely to use transit service if it were available. These include residents under 18 years of age and over 65. The 2000 Census reported the following breakdowns of those populations by reservation:

**Table 3**  
**Age Characteristics of Reservation Populations**

Reservation	Population (2000)	Est. Residents Under 18	% of Residents Under 18	Est. Residents Over 65	% of Residents Over 65	Median Age
Barona	536	213	39.7	24	4.5	25.9
Campo	351	150	43.0	5	3.7	26.2
Capitan Grande	0	0	0.0	0	0.0	n/a
Ewiiapaayp	11	1	9.0	1	9.0	n/a
Inaja and Cosmit	0	0	0.0	0	0.0	n/a
Jamul Indian Village	1	0	0.0	0	0.0	46.0
La Jolla	390	138	35.6	32	8.2	25.9
La Posta	18	7	38.9	2	11.1	32.0
Los Coyotes	70	28	40.0	4	5.7	28.5
Manzanita	69	26	37.7	5	7.2	27.1
Mesa Grande	75	33	44.0	4	5.3	21.8
Pala	1,573	135	8.6	17	1.8	24.0
Pauma and Yuima	186	84	45.2	9	4.8	19.7
Rincon	1,495	621	41.6	86	5.8	22.9
San Pasqual	752	308	41.0	45	6.1	24.9
Santa Ysabel	250	77	30.8	26	10.4	31.0
Sycuan	33	7	21.2	1	3.0	26.8
Viejas	394	135	34.3	29	7.4	33.2
<b>TOTAL</b>	<b>6,193</b>	<b>1,963</b>	<b>31.7</b>	<b>309</b>	<b>5.0</b>	<b>27.7</b>

Source: US Census Bureau, Ewiiapaayp Band of Kumeyaay Indians

Elders may soon make up a higher proportion of reservation residents. For example, Los Coyotes, a nongaming tribe, is using its Special Distribution Funds to provide housing on the reservation for their elders who are coming back from other parts of the state and country.

Another indicator of transit dependency is the percentage of a population with no vehicle available. Information gathered on vehicle availability is reported in Table 4.

**Table 4**  
**Vehicle Availability by Reservation**

Reservation	Reservation Population (2000)	Percentage of Total Population With No Vehicle Available
Barona	536	5.3
Campo	351	32.1
Capitan Grande	0	0.0
Ewiiapaayp	11	0.0
Inaja and Cosmit	0	0.0
Jamul Indian Village	1	0.0
La Jolla	390	0.0
La Posta	18	0.0
Los Coyotes	70	0.0
Manzanita	69	14.3
Mesa Grande	75	29.4
Pala	1,573	17.1
Pauma and Yuima	186	7.0
Rincon	1,495	6.1
San Pasqual	752	12.7
Santa Ysabel	250	18.4
Sycuan	33	5.3
Viejas	394	8.3
<b>TOTAL</b>	<b>6,193</b>	<b>31.7</b>

Source: US Census Bureau

### 3.2. Transportation Needs and Deficiencies

Several sources were used to identify the transportation needs of reservation residents and the deficiencies in their transportation options. This information is summarized in this section.

San Diego County tribal governments were recently polled in an effort to identify the transportation issues and obstacles facing their reservations and constituents. The 2005 survey conducted by SANDAG and Caltrans District 11 solicited feedback from all tribal nations in both San Diego and Imperial Counties. The study sought to assess the general transportation needs of the tribes and establish a government-to-government dialogue on issues and concerns.

Polling results found several transportation issues affecting tribes within the county. An overwhelming majority of tribal representatives indicated improvements to the roadway network as their highest priority, followed by transit service improvements. With regards to regional transit service needs, the following concerns were expressed:

- The need for increased service frequency
- A desire for additional bus stop locations
- The need for additional service designed to accommodate special needs populations and medical services access

- The desire to close existing service gaps for residents of the Los Coyotes and La Posta reservations, among others.

The consultant team also took part in several meetings and collaborated with the RTA who facilitated two focus group sessions as listed in Table 5.

**Table 5  
Project Meetings**

<b>Date</b>	<b>Group</b>	<b>Topics</b>
January 30, 2007	Project development team (SANDAG, NCTD, MTS staff)	Project overview, data development
February 6, 2007	Interagency Technical Working Group on Tribal Transportation Issues	Status of study and potential solution concepts
March 7, 2007	Tribal focus group	On reservation transportation needs and opportunities, improvement alternative development
March 20, 2007	Follow-up to March 7 focus group session	Refining improvement alternatives and evaluation framework
April 11, 2007	Project development team (SANDAG, NCTD, MTS staff)	Study status and improvement alternatives
April 18, 2007	Interagency Technical Working Group on Tribal Transportation Issues	Corridor identification and service options
May 16, 2007	Project development team (SANDAG, NCTD, MTS staff)	Review draft existing conditions report and analysis of alternatives
May 30, 2007	Special Session: Interagency Technical Working Group on Tribal Transportation Issues	Review preliminary recommendations

*Source: IBI Group*

The focus group sessions revealed the following information regarding the transportation needs and options of reservation residents.

*Tripmaking Characteristics*

- There is a wide range of origins and destinations, including Indian Health Centers at Rincon and West Ewiiapaayp (adjacent to Viejas), Escondido, El Cajon, and the tribal employment centers.
- There is also a wide range of trip purposes including medical, shopping, social, recreational, and work.
- Transportation to medical facilities for scheduled appointments is an important issue, especially for preventative medicine. The possibility of a two or three times a week car service was debated as a resource for remote locations. (RTA acquired a bus for the Southern Indian Health Council through the 5311 program).
- Elders in the community often have the fewest transportation alternatives.
- College students living on the Santa Ysabel reservation could use improved transit to get to school.

- Use of the existing transit is limited by the difficulty in getting to the bus stops and the low frequency of the services. The six-mile distance between the Warner Springs stop and Los Coyotes reservation is an example of the barriers between population and existing service.
- People have learned to cope with the lack of transit by getting rides with family members, not making trips, and traveling at inconvenient hours.

#### *Improvements Suggestions and Related Issues*

- The possibility of coordinated work schedules and a multi-tribal employment center shuttle, as well as examining existing nearby land uses to potentially combine travel needs, should be considered. Missed work is an expensive issue for tribal employment centers due to the need to pay overtime to cover missed shifts.
- Education and communication that targets reservation audiences will be critical in developing new services and building new travel habits.
- No single solution will work due to the vast differences in populations and presence of tribal employment centers. Any transit improvements need to reflect the diverse nature of the county, geography, road network, existing transportation services/resources, and travel needs. Remote, non-gaming locations such as Los Coyotes would likely not be able to support large buses, due to sparse population and/or limited roadway capacity. Western tribal employment centers could likely accommodate employee shuttles or other high-capacity/ high-frequency service.
- Funding is an important issue for transit improvements.

#### *Administrative Issues*

- There should be greater collaboration between transit agencies and affected reservation populations regarding service issues.
- RTA could take the lead to enable the tribes to “speak with one voice.” This would help avoid tribes from competing against one another for funds or services, as well as provide a single resource for information dissemination.

Access to medical facilities was cited as a significant concern for reservation residents in both the polling and the focus groups. Due to the majority of the reservations being located in the eastern portion of San Diego County, access is difficult and generally cover long distances over winding, rural state highways and county roads.

The majority of reservations are situated in close proximity to one of two existing full service Southern Indian Health Council facilities, located on the Rincon Indian reservation and the West Ewiiapaayp Indian reservation. Additional Southern Indian Health Council clinics are located at Santa Ysabel and Campo. In certain cases, the nearest medical facility can be found in nearby cities. The facilities found in El Cajon and Escondido typically offer a greater variety of medical services and longer operating hours directed to the needs of the Native American population. These increased care facilities frequently require greater time and effort to access when compared to non-tribal facilities, both for regular appointments and particularly off-hours emergency care. Table 6 provides a summary of the proximity of tribal lands to medical care.

**Table 6  
Nearest Medical Facilities to Tribal Lands**

<b>Reservation</b>	<b>Facility Location</b>
Barona	Hospital in El Cajon; 17 miles away
Campo	Health Center on Campo Reservation
Capitan Grande	Health Center on West Ewiiapaayp Reservation; 8 miles away
Ewiiapaayp (East & West)	Health Center on West Ewiiapaayp Reservation; 25 miles from East Ewiiapaayp
Inaja and Cosmit	Health Center on West Ewiiapaayp Reservation; 25 miles away
Jamul Indian Village	Hospital in El Cajon; 10 miles away
La Jolla	Health Center on Rincon Reservation; 8 miles away
La Posta	Health Center on Campo Reservation; 7 miles away
Los Coyotes	Health Center on Rincon Reservation; 20 miles away
Manzanita	Health Center on Campo Reservation; 7 miles away
Mesa Grande	Health Center on Rincon Reservation; 26 miles away
Pala	Health Center on Rincon Reservation; 11 miles away
Pauma and Yuima	Hospital in Escondido; 18 miles away
Rincon	Health Center On-Site; Additional facilities in Escondido; 15 miles away
San Pasqual	Health Center on Rincon Reservation; 5 miles away
Santa Ysabel	Health Center on Rincon Reservation; 28 miles away
Sycuan Reservation	Hospital in El Cajon; 10 miles away
Viejas	Health Center at adjacent West Ewiiapaayp Reservation; additional facilities in El Cajon; 18 miles away

Source: SANGIS

The issues and concerns documented in this section were used in developing the transit improvement alternatives described in Section 5.0.

**3.3. Transportation Corridors**

Two corridors were identified to help focus the development of alternatives and build on existing travel patterns. Key criteria for identifying corridors in the study area included proximity of reservations to each other, commonality of destinations, proximity to regional transportation facilities, such as interstate freeways and state highways, and locations of Indian health centers. Applying these criteria led to grouping the reservations in the North and South Corridors as shown in Table 7.



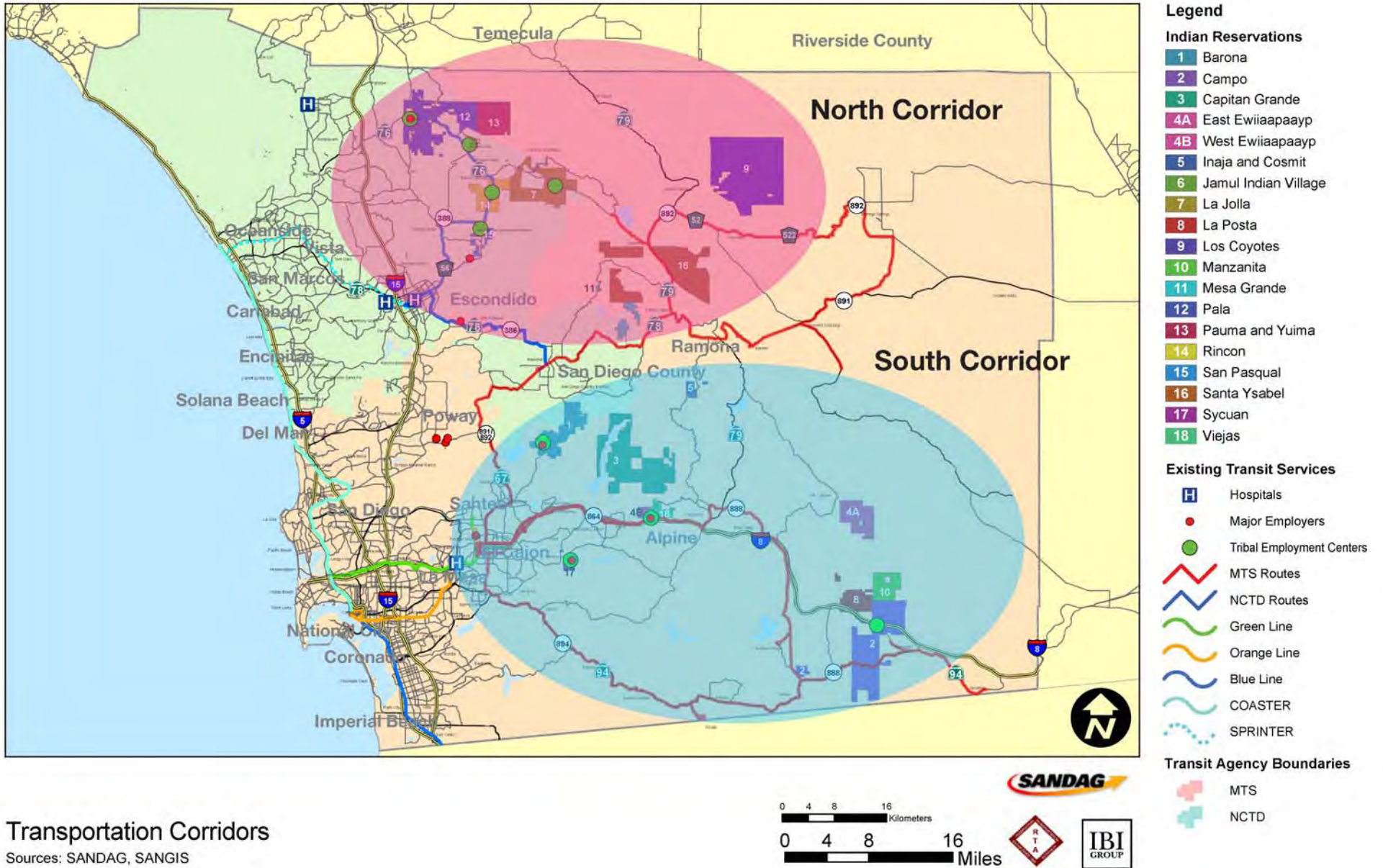
**Table 7  
North and South Corridor Reservations**

Corridor	Reservation
North	La Jolla
	Pala
	Pauma and Yuima
	Rincon
	San Pasqual
	Los Coyotes
	Mesa Grande
	Santa Ysabel
South	Barona
	Campo
	Ewiiapaayp
	La Posta
	Manzanita
	Sycuan
	Viejas
	Inaja-Cosmit

Source: IBI Group

These corridors are illustrated in Figure 2.

Figure 2  
Transportation Corridors



Transportation Corridors

Sources: SANDAG, SANGIS



## 4.0 EXISTING TRANSPORTATION INFRASTRUCTURE

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### 4.1 Roadway Network

With the exception of the Viejas and West Ewiiapaayp reservations, access to tribal lands is generally obtained via state highways and county roads. As documented in the 2005 Tribal Transportation Needs Survey, roadway concerns ranked at or near the top for the majority of tribal governments, from both a safety and capacity standpoint.

The South Corridor has three major roadways: Interstate 8 (I-8) from El Cajon to the eastern edge of the study area, State Route (SR) 94, and SR 79 from I-8 to SR 79. In addition, several county roads are used by existing transit routes, including Buckman Springs Road adjacent to Lake Morena, Alpine Road, and Old Highway 80 north of I-8 in the area immediately adjacent to the Viejas Tribal Employment Center. Due to the winding and somewhat narrow nature of the rural roadway network, existing transit services primarily run along the major state routes when traveling in the eastern portion of the South Corridor.

The North Corridor is also characterized by major state highways and major county arterials, specifically SR 76 and SR 78. State Route 78 is alternately known as San Pasqual Valley Road and serves as one of the primary regional connections between the cities of Ramona and Escondido. State Route 76 is alternately known as both Pala Road and Valley Center Road, and links the communities of Pala and Escondido. Interstate 15 runs north-south and serves as a major element of the regional transportation network, with interchanges at both SR 76 and SR 78. Similar to the South Corridor, the North Corridor is characterized by winding, primarily two-lane road, but with the additional challenge of changes in elevation as the roadways pass through the Palomar Mountain area.

### 4.2 Transit and Transportation Options

The majority of vehicle trips to and from reservation lands occur by private automobile. Transit and transportation options vary from reservation to reservation and issues regarding these options are wide-ranging. San Diego County is served by two transit agencies: MTS in the southern and eastern portion of the county, and NCTD in the northwestern portion.

In 2003, the Legislature transferred the region's long-range transit planning responsibilities to SANDAG. SANDAG is now responsible for the design, engineering, and construction of transit and rail projects. Additionally, SANDAG is the claimant and grantee for certain transit funding and has the authority to review and approve transit operators' budgets prior to allocating transit funds to them. Finally, SANDAG has a significant oversight role regarding transit fare setting. MTS and NCTD retain authority over the operation and maintenance of their transit services.

Together the two operators offer a total of six distinct rural routes with service either directly to or adjacent to reservation lands. These routes vary from the relatively high-frequency service of MTS Route 864 (64 daily departures) and NCTD Routes 386 and 388, to the twice-weekly rural demand-response service of MTS Route 891/892, 894, and 888. Route 864 and Route 888 directly

serve the Viejas Reservation and the El Cajon Transit Center. Route 888 also serves the Campo Reservation. No other reservations in the southern portion of San Diego County are currently served by MTS fixed-route service.

Route 388 directly serves a number of North County tribal lands via Valley Center Road, including stops at Pala Tribal Employment Center and Harrah’s Rincon Tribal Employment Center, plus nearby access to the Valley View Tribal Employment Center located on the San Pasqual Reservation.

The recently-implemented MTS Comprehensive Operational Analysis (COA) brought a number of significant changes to rural route service that will likely affect tribal residents within the Southern Corridor. The COA emphasized consolidation of rural routes to better serve significant population centers closer to the urban center. Service and fare changes were implemented on the rural routes following an extensive public involvement effort that included four outreach events in the affected rural communities and a rider survey.

Tables 8 and 9 summarize existing transit service and service characteristics of the region. Figures 3 and 4 show existing transit service within each of the two service areas.

**Table 8  
Existing Transit Service with Service to Tribal Lands**

Route (Effective Date)	Days of Operation	Hours of Operation	One-Way Cash Fares	Number of Daily One-Way Vehicle Trips
<b>NCTD 386: Escondido - Ramona (8/14/05)</b>	Monday – Saturday	4:35 a.m. – 8:37 p.m., Monday – Friday 7:20 a.m. – 9:37 p.m., Saturday	\$2.00	20 M – F; 14 Saturday
<b>NCTD 388: Escondido - Pala (5/21/06)</b>	Monday – Sunday	5:15 a.m. – 9:05 p.m.	\$2.00	12
<b>MTS 864: El Cajon – Viejas (3/4/07)</b>	Monday – Sunday	5:00 a.m. – 11:25 p.m.	\$1.75	64 M – F; 37 Saturday, Sunday
<b>MTS 888: El Cajon – Jacumba (1/29/06)</b>	Monday and Friday	9:40 a.m. – 12:10 p.m. 4:10P – 6:38P	\$5.00 – \$10.00	2
<b>MTS 891/ 892: Borrego Springs – Ramona - El Cajon (1/29/06)</b>	Thursday and Friday	7:45 a.m. – 10:35 a.m. 2:30P – 5:26P	\$5.00 – \$10.00	2
<b>MTS 894: El Cajon – Campo (1/29/06)</b>	Monday – Friday	6:12 a.m. – 7:03 p.m.	\$5.00 – \$10.00	6

Source: *sdcommute.com*

**Table 9  
Existing Transit Service Ridership Sample**

Route	Major Stops Along Route (On-Offs)		Average Passenger Trip Length (Miles)
	North or East-Bound Direction	South or West-Bound Direction	
<b>MTS 864: El Cajon – Viejas</b>	<i>Total Riders – 780</i>	<i>Total Riders – 897</i>	8.6
	<ul style="list-style-type: none"> <li>o El Cajon Transit Center (343 On)</li> <li>o Parkway Plaza Transit Center (101/49)</li> <li>o Viejas Tribal Employment Center (180 Off; End-of-Line)</li> </ul>	<ul style="list-style-type: none"> <li>o Viejas Tribal Employment Center (191 On)</li> <li>o Broadway and East Main Street, El Cajon (51/26)</li> <li>o Parkway Plaza Transit Center (56/92)</li> <li>o El Cajon Transit Center (387 Off; End-of-Line)</li> </ul>	
<b>NCTD 386: Escondido – Ramona</b>	<i>Total Riders – 88</i>	<i>Total Riders – 86</i>	13.6
	<ul style="list-style-type: none"> <li>o Escondido Transit Center (52 On)</li> <li>o Midway Drive and Valley Parkway (10/3)</li> <li>o Ramona Transit Center (25 Off; End-of-Line)</li> </ul>	<ul style="list-style-type: none"> <li>o Ramona Transit Center (33 On)</li> <li>o Midway Drive and Valley Parkway (5/9)</li> <li>o Escondido Transit Center (59 Off; End-of-Line)</li> </ul>	
<b>NCTD 388: Escondido – Pala Tribal Employment Center</b>	<i>Total Riders – 208</i>	<i>Total Riders – 201</i>	13.7
	<ul style="list-style-type: none"> <li>o Escondido Transit Center (84 On)</li> <li>o Valley Center and Morales Lane(16/51)</li> <li>o Pala Tribal Employment Center (41 Off; End-of-Line)</li> </ul>	<ul style="list-style-type: none"> <li>o Pala Tribal Employment Center (37 On)</li> <li>o Harrah’s Tribal Employment Center (75/10)</li> <li>o Valley Center and Sunset Road (19/18)</li> <li>o Valley Parkway b/w Midway and Elm (6/49)</li> <li>o Escondido Transit Center (77 Off; End-of-Line)</li> </ul>	

Source: SANDAG Transit Passenger Counting Program, NCTD, FY 2006

From examining stop data by time of day, general patterns regarding rural route service began to emerge. As expected, morning travel was heaviest in the direction of the urban centers to the west of reservation lands, with significant ridership to the regional transfer points of Escondido, Ramona, and El Cajon. The reverse was true during the PM peak. While these calculations do not isolate reservation residents in their counts, they do reinforce the assumption of westbound A.M. peak travel patterns to destinations closer to urban centers.

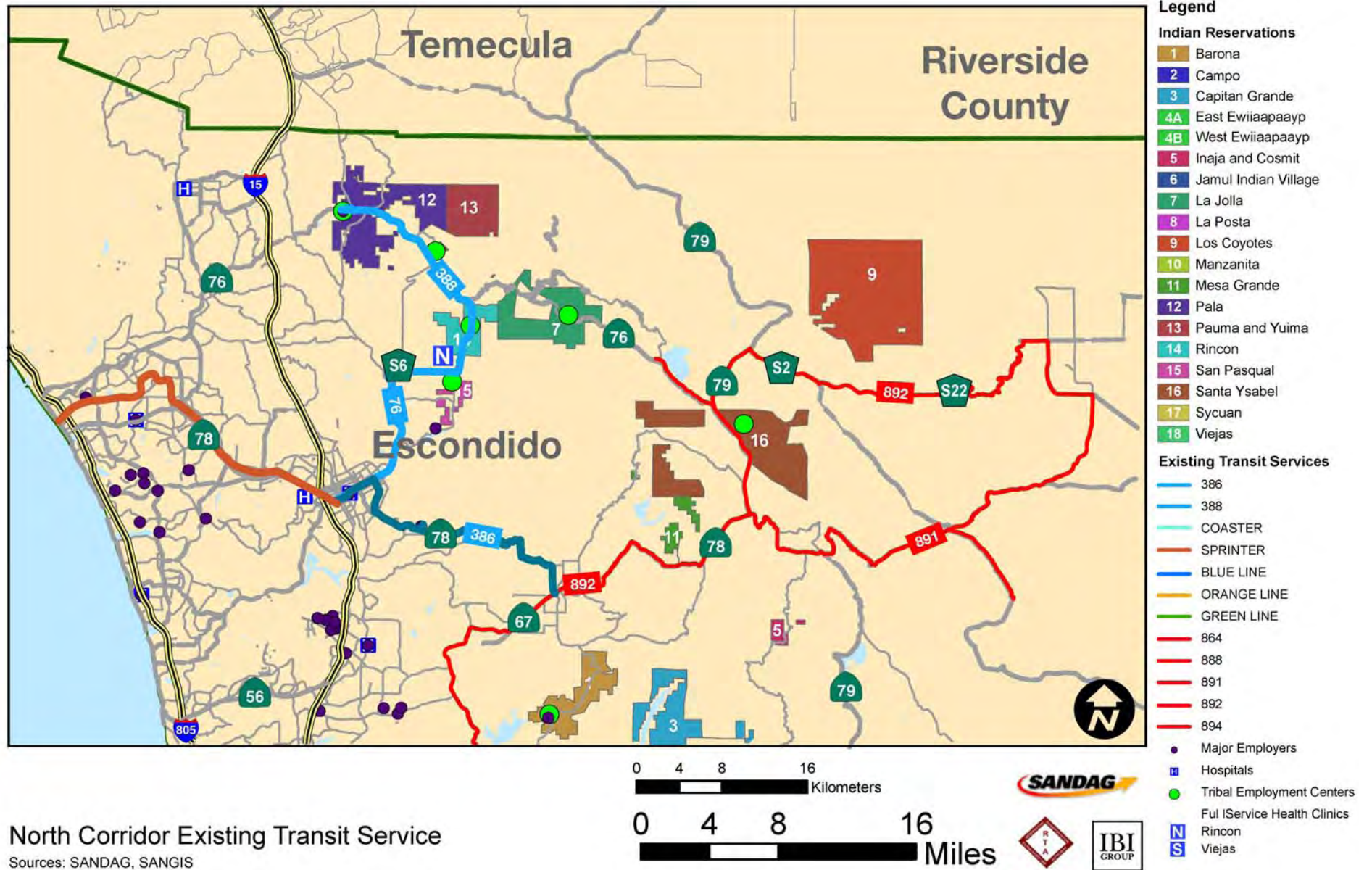
Operating cost and ridership information for the six routes is reported in Table 10. The routes with the highest ridership, Routes 388 and 864 have the highest ridership and the lowest cost per passenger.

**Table 10**  
**Existing Transit Service Cost and Ridership**

Route	Operating Cost	Total Passengers	Cost/Total Passenger
386	\$492,853	46,583	\$10.58
388	\$497,703	114,505	\$4.35
864	\$2,126,039	539,179	\$3.94
888	\$274,884	8,690	\$31.63
891	\$98,087	1,831	\$53.57
892	\$108,476	1,891	\$57.36
894	\$401,009	33,432	\$11.99

Source: FY 2005 Data from SANDAG Draft FY 2006-2010 Regional Short Range Transit Plan

Figure 3  
North Corridor Existing Transit Service



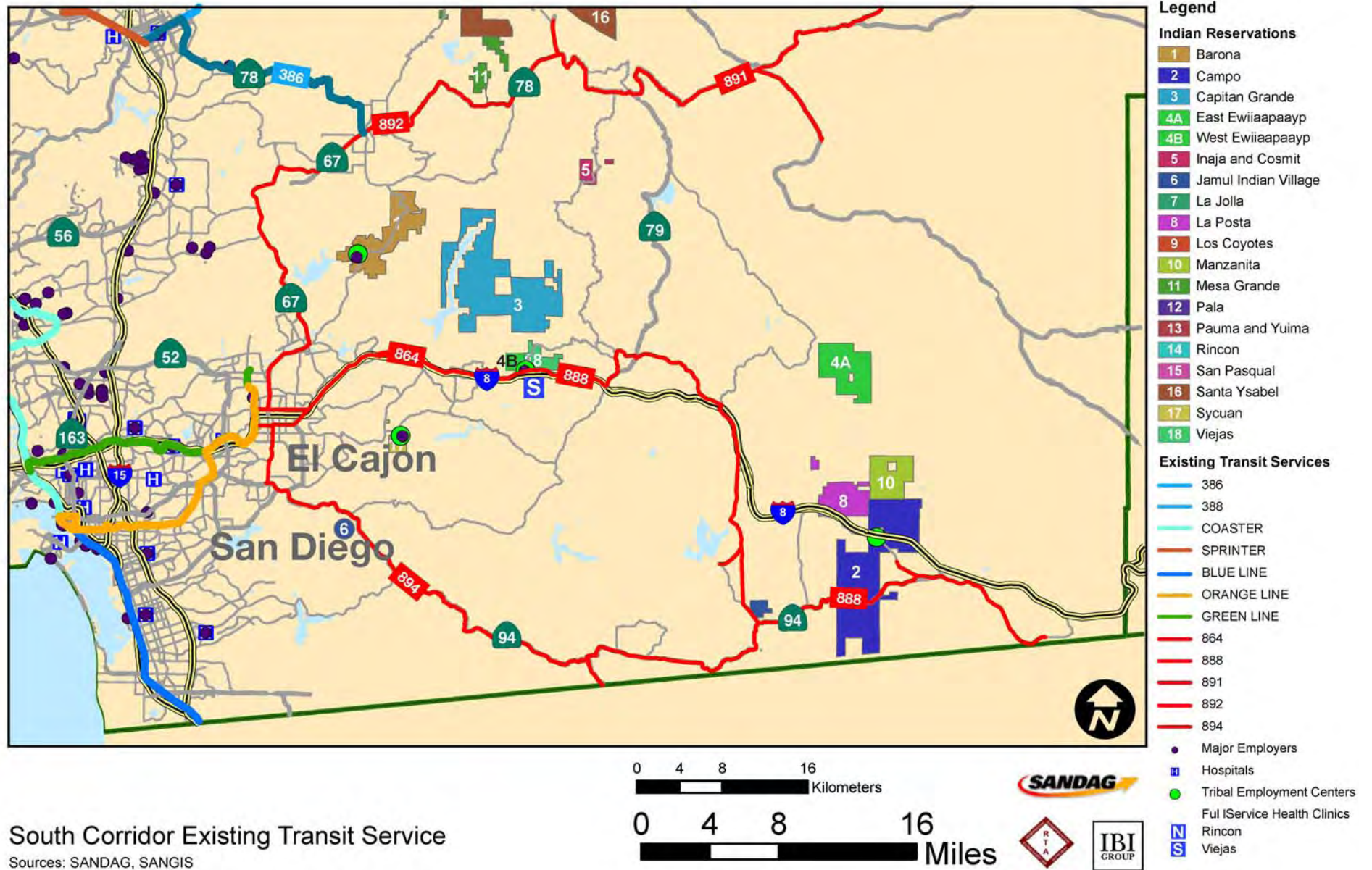
North Corridor Existing Transit Service

Sources: SANDAG, SANGIS





Figure 4  
South Corridor Existing Transit Service



South Corridor Existing Transit Service  
 Sources: SANDAG, SANGIS



An important aspect of the existing reservation transportation system is the shuttle service operated by the tribal employment centers. Of the nine tribal employment centers in San Diego County, all but two offer shuttle services. Tribal employment centers typically offer these shuttles from several locations within San Diego County, generally with fixed schedules and specific time points. Several tribal employment centers also offer shuttles from locations outside of San Diego County, but these often do not pick up San Diego passengers on their way to their destinations. Most of these shuttles, designed to bring customers to the tribal employment centers, can also be used by employees. Only Viejas currently provides separate shuttle services for employees.

One of the three facilities which does not offer shuttle services in the county, Campo's Golden Acorn Tribal Employment Center, *does* offer vanpool service from the Imperial Valley for both patrons and employees. The other facility not offering shuttle services is the La Jolla Indian slot arcade.

The impact of these shuttles is twofold: by allowing patrons and employees to use tribal employment center shuttles, vehicle trips on reservation-adjacent roadways are reduced, and transit options for employees are increased. A summary of tribal employment center employees and shuttle information can be seen in Tables 11 and 12, and figures showing the shuttle routes operated by the tribal employment centers can be found in the Appendix A.

**Table 11**  
**Tribal Employment Center Shuttle Services**

Tribal Employment Center Name	Reservation	Tribal Employment Center Patron Shuttles	No. of Tribal Employment Center Employees	Tribal Employment Center Employee Shuttles
Barona Valley Ranch Resort and Tribal Employment Center	Barona	Yes	3,500	Yes Free on Patron Shuttle With ID Badge
Pauma Tribal Employment Center	Pauma	Not Operational Yet	500	Under Consideration
Golden Acorn Tribal Employment Center	Campo	Yes; Vanpools to and from Imperial Valley	495	Yes Vanpools to and From Imperial Valley
Harrah's Rincon Tribal Employment Center and Resort	Rincon	Yes	1,500	Yes \$1.50 Per Trip on Patron Shuttle
Pala Tribal Employment Center Resort and Spa	Pala	No	1,900	No
Santa Ysabel Tribal Employment Center	Santa Ysabel	No	NA	No
Sycuan Tribal Employment Center and Resort	Sycuan	Yes	2,500	Yes Free on Patron Shuttle With ID Badge
Valley View Tribal Employment Center	San Pasqual	Yes	629	No
Viejas Tribal Employment Center and Outlet Center	Viejas	Yes	2,900	Yes Cost / Specifics TBD (El Cajon Transit Center)
<b>TOTALS</b>			<b>13,924</b>	

*Sources: Cruz, Manny, "San Diego Indian Gaming," San Diego Metropolitan Magazine, April 2006, pp. 58-59; Tribal Employment Center Human Resources Departments*

**Table 12**  
**Tribal Employment Center Shuttle Hours and Day of Operation**

<b>Tribal Employment Center Shuttle</b>	<b>Days of Operation</b>	<b>Hours of Pick-Up and Last Tribal Employment Center Departure</b>	<b>No. of Daily One-Way Vehicle Trips*</b>
Barona Valley Ranch Resort and Tribal Employment Center	Monday – Sunday; Some Limited Service	5:15 a.m. – 2:45 a.m.	Up to 98
Harrah's Rincon Tribal Employment Center and Resort	Monday – Sunday; Some Limited Service	7:30 a.m. – 3:30 a.m.	Up to 62
Sycuan Tribal Employment Center and Resort	Monday – Sunday	5:00 a.m. – 2:00 a.m.	Up to 92
Valley View Tribal Employment Center, San Pasqual	Monday – Sunday; Some Limited Service	7:45 a.m. – 9:30 p.m.	Up to 26
Viejas Tribal Employment Center and Outlet Center	Monday – Sunday; Some Limited Service	5:10 a.m. – 12:30 a.m.	Up to 44

\*Total Number of Departures, Including Non-San Diego County Origins

Source: Tribal Employment Center Website Shuttle/ Transportation Options Page



## 5.0 SERVICE IMPROVEMENTS ALTERNATIVES

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### 5.1 Service Options

Based on the needs and deficiencies identified in Section 3.0, the consultant team developed transit improvement alternatives designed to meet the following objectives:

- Increase the amount of service provided
- Increase the availability of transit service to all reservation residents, including those who live far from major roads
- Provide convenient connections to medical facilities, including the health centers at Rincon and Viejas
- Improve amenities at bus stops and collaborate with reservation residents regarding their placement

### 5.2 New Services

Several types of transit service can be considered for use in the study area. A summary of their key attributes is presented below, followed by specific proposals for the North and South Corridors.

*Fixed Route Service* – Fixed route service operates on a set alignment with designated stops at scheduled times. Its frequency can range from daily service running every 15 to 30 minutes to one to two times per week. This kind of service only requires being at the bus stop at the scheduled time with the appropriate fare. Its regularity promotes spontaneity of travel without advance planning or reservations. The ability to use the service can be challenging if there are no stops nearby.

The design of fixed-route transit services include specific service planning considerations, such as staffing/driver shifts and the deployment of vehicles – the development of driver and vehicle runs. The former requires consideration of minimum call-outs, work rules, shift hours, etc. The latter requires consideration of efficiencies in the allocation of vehicles by route, days of week, including opportunities to interline routes (use a vehicle on multiple routes/contiguous times).

*Route Deviation Service* – In a route deviation service, a vehicle operates along a fixed route, making scheduled stops along the way. Vehicles may deviate from the route, however, to pick up and drop off passengers upon request. The vehicle then returns to the fixed route at the point at which it departed to accommodate the request. Several variations are possible, including client-specific and site-specific deviations. Requests for route deviation services in rural settings have typically required one-day in advance bookings to allow the operator to plan for the deviations. Advance booking requirements have been minimized with the advent of technologies including vehicle locating capabilities (AVL), mobile data terminals (MDTs), cellular telephones, and scheduling software.



Key considerations in the planning of route deviation services include:

- The designation of the service area in general and the distance and time proposed for the deviations. These spatial and temporal considerations impact the specifics of route timing (i.e., how much “slack” will be incorporated in the run time of the schedule).
- Advance booking requirements and methods of communication. Both legs (outbound and inbound) of a return trip are typically booked in advance through a dispatch office in order to schedule the deviation component. Communication between the dispatch office and the vehicle/operator may include a radio, cellular telephone, and/or mobile data terminal/computer (MDT/MTC). Given the service areas considered, radio and/or cellular coverage may be necessary.
- Cancellation and no-show policies. Given the advance booked, curb-to-curb and geographic considerations of this service type, it is important to develop cancellations and no-show policies. Cancellations may be required at least one hour in advance of scheduled pick-up, for example. Similarly a pre determined number of no-shows within a specific period of time (i.e., three per month) may warrant a suspension of service.

One of the key advantages of route deviation service is that it addresses challenges in getting to and from the bus stop. Due to the need to provide service to infrequent riders who might be far from the major roads in the reservations, several route deviation services have been proposed.

*Feeder Service* – Feeder service provides transportation for people to and from a fixed route transit bus stop. The service may also occur in the reverse order, with individuals traveling on a fixed route bus to a point where they may transfer to a feeder bus service. The service proposals include this aspect by identifying several locations where riders can transfer to existing transit routes.

*Neighborhood Circulator/Service Routes/Community Bus* – This approach incorporates routes for fixed route transit service designed specifically to reduce the distances that persons must travel to get to and from bus stops. Typically, smaller vehicles are used, and vehicles will travel on neighborhood streets or to mall or hospital doorways to reduce walking distances. Services can be planned as feeders to other fixed route services and can include a route deviation option. Traditional neighborhood circulators are not being proposed as part of tribal transit solutions at this time due to the low number of residents on many of the reservations and the expected infrequency of travel.

The consultant team developed alternatives appropriate for specific development patterns and known travel patterns. For example, a higher level of service is appropriate for the SR 76 corridor, where Route 388 service reflects the higher population and activity centers in the corridor. Conversely, the lower densities in some parts of the North and South Corridors point to the appropriateness of service on one or two days a week. Each of the proposals is intended to be responsive to the unique characteristics of its service area as well as complimenting and interfacing with the existing fixed routes.

Five route deviation services are proposed as described below with a summary of their key features in Table 13. Each is designed to provide convenient service to the nearest Indian Health Center and connect effectively with existing regional transit routes. Additional operational planning will be needed to identify the most appropriate roads for the route deviation portions of the service. Also, the proposed service levels will need to be monitored closely once they are in operation to optimize their convenience and performance.

*Route A – Pala/Rincon* This route would operate in fixed route mode between the Pala Tribal Employment Center and the Rincon Tribal Employment Center along SR 76, with a stop at the Rincon Health Center (see Figure 5). To access other parts of the Pala, Pauma and Yuima, Rincon, San Pasqual, and La Jolla reservations, the service would provide route deviation on an advance booking basis. Considering the estimated population of the combined reservations of over 4,000, the service would operate three days a week (Monday, Wednesday, and Friday), with two round trips each service day.

*Route B – Santa Ysabel/Rincon* The other North Corridor route would provide fixed route service between Santa Ysabel and Ramona along SR 79 and SR 76 (see Figure 6). It would also provide route deviation service with advance booking to the Los Coyotes, Mesa Grande, and Santa Ysabel reservations. With a combined population of nearly 400 residents, once a week service is proposed with two round trips per service day.

*Route C – Barona* The Barona service would operate provide travel opportunities to two destinations: Ramona and Viejas. The route would connect the Ramona Station to Lakeside, where a transfer to MTS Route 864 would allow convenient access to Viejas and the Indian Health Center (see Figure 7). Since Barona's population is less than 600 residents, once a week service is proposed, with two round trips each service day to provide travel opportunities in both directions.

*Route D – Campo /Viejas/West Ewiiapaayp* This South Corridor service would connect the Golden Acorn Tribal Employment Center to Viejas via I-8 (see Figure 8). It would provide advance booking based route deviation service to three of the easternmost reservations: La Posta, Manzanita, and Campo. The Indian Health Center at Viejas would be accessible with this service. In view of the low population level, less than 500, this service is suggested to operate one day per week with two round trips each service day.

*Route E – Sycuan/Viejas/West Ewiiapaayp* This route would connect eastern El Cajon and Viejas/West Ewiiapaayp via Sycuan, with service west to El Cajon (see Figure 9). It would provide route deviation service in Viejas, and to the extent it is needed, within Sycuan. Like Route C – Barona, it would serve destinations in two directions: west to the El Cajon Transit Center for connections with the Orange and Green trolley lines, eleven MTS routes, and Greyhound intercity service; and east to Viejas and West Ewiiapaayp. With the two reservations having over 1,600 residents, service is proposed two days a week, with two round trips each service day.

*Route F – Pala/Escondido Express* This new express route would link Pala and the Escondido Transit Center via SR 76 and I-15 (see Figure 10). While this trip can be made on existing Route 388, the new express bus would provide a substantial decrease in travel time. With the potential to serve over 4,000 reservation residents, three day a week service is proposed with two round trips each service day.

*Connecting Pala and Pechanga* Another new service considered, but not proposed, is a connection between Pala and Pechanga in Riverside County via Pala Temecula Road. The focus of this study has been on San Diego County reservations, but this connection could be considered as part of the ongoing intercounty transportation planning efforts.

**Table 13  
New Service Details**

Route	Route Description	Reservations Served	Key Tribal Destination	Population Served**	Connecting Points/ Regional Transit Route	Days of Operation/ No. of Trips
A Pala/ Rincon	<ul style="list-style-type: none"> <li>o Fixed route between Pala Tribal Employment Center and Rincon Tribal Employment Center</li> <li>o Length: 12 mi</li> <li>o Time: 20 min</li> <li>o Route deviation within the four reservations</li> </ul>	<ul style="list-style-type: none"> <li>o Pala</li> <li>o Pauma and Yuima</li> <li>o Rincon</li> <li>o San Pasqual</li> <li>o La Jolla</li> </ul>	Rincon Tribal Health Center	<ul style="list-style-type: none"> <li>o Pala - 1573</li> <li>o Rincon - 1495</li> <li>o Pauma - 186</li> <li>o SP - 752</li> <li>o La Jolla - 390</li> <li>Total - 4396</li> </ul>	<ul style="list-style-type: none"> <li>o Pala Tribal Employment Center - 388</li> <li>o Rincon Tribal Employment Center - 388</li> <li>o Valley Center Rd/Lake Wohlford Rd - 388</li> </ul>	MWF 2 Round Trips
B Santa Ysabel/ Ramona	<ul style="list-style-type: none"> <li>o Fixed route between Santa Ysabel Tribal Employment Center and Ramona Station</li> <li>o Length: 19.7 mi</li> <li>o Time: 60 min</li> <li>o Route deviation within the four reservations</li> </ul>	<ul style="list-style-type: none"> <li>o Los Coyotes</li> <li>o Mesa Grande</li> <li>o Santa Ysabel</li> </ul>	Santa Ysabel Tribal Health Center	<ul style="list-style-type: none"> <li>o LC - 70</li> <li>o MG - 75</li> <li>o SY - 250</li> <li>Total - 395</li> </ul>	<ul style="list-style-type: none"> <li>o Santa Ysabel - SR 78/79 - 892</li> <li>o Ramona - 386, FAST, 891/892</li> </ul>	Th 2 Round Trips
C Barona	<ul style="list-style-type: none"> <li>o Fixed route between Lakeside and Ramona</li> <li>o Connection to Health Center via Rt 864</li> <li>o Length: 19 mi</li> <li>o Time: 45 min</li> <li>o Route deviation within Barona</li> </ul>	<ul style="list-style-type: none"> <li>o Barona</li> </ul>	Viejas Tribal Health Center	<ul style="list-style-type: none"> <li>o Barona - 536</li> </ul>	<ul style="list-style-type: none"> <li>o Ramona Station - 386, 891/892, FAST</li> <li>o Mapleview and Vine - 848</li> <li>o Pecan Park and Rios Canyon - 864</li> </ul>	F 2 Round Trips
D Campo/ Viejas/West Ewiiapaayp	<ul style="list-style-type: none"> <li>o Fixed route between Campo and Viejas/West Ewiiapaayp</li> <li>o Length: 27 mi</li> <li>o Time: 35 min</li> <li>o Route deviation within the three reservations</li> </ul>	<ul style="list-style-type: none"> <li>o Ewiiapaayp</li> <li>o La Posta</li> <li>o Manzanita</li> <li>o Campo</li> </ul>	Viejas Tribal Health Center	<ul style="list-style-type: none"> <li>o E. - 11</li> <li>o La Posta - 18</li> <li>o Manz. - 69</li> <li>o Campo - 351</li> <li>o Total - 449</li> </ul>	<ul style="list-style-type: none"> <li>o Viejas - 864</li> </ul>	T 2 Round Trip

Route	Route Description	Reservations Served	Key Tribal Destination	Population Served**	Connecting Points/ Regional Transit Route	Days of Operation/ No. of Trips
E Sycuan/ Viejas/West Ewiiapaayp	<ul style="list-style-type: none"> <li>o Fixed route between Eastern El Cajon and Viejas/West Ewiiapaayp via Sycuan</li> <li>o Length: 19 mi</li> <li>o Time: 40 min</li> <li>o Route deviation within the two reservations</li> </ul>	<ul style="list-style-type: none"> <li>o Sycuan</li> <li>o Viejas</li> </ul>	Viejas Tribal Health Center	<ul style="list-style-type: none"> <li>o Sycuan – 33</li> <li>o Viejas – 1572</li> <li>o Total – 1605</li> </ul>	<ul style="list-style-type: none"> <li>o Jamacha/Main – 815</li> <li>o Second/Madison – 864</li> <li>o Viejas Tribal Employment Center – 864</li> </ul>	WF 2 Round Trips
F Pala/ Escondido	<ul style="list-style-type: none"> <li>o Express route between Pala and Escondido via I-15</li> <li>o Length: 23 mi</li> <li>o Time: 30 min</li> </ul>	<p><u>Directly</u></p> <ul style="list-style-type: none"> <li>o Pala</li> </ul> <p><u>w/Transfer(s)</u></p> <ul style="list-style-type: none"> <li>o Pauma and Yuima</li> <li>o Rincon</li> <li>o Inaja and Cosmit*</li> <li>o Los Coyotes</li> <li>o Mesa Grande</li> <li>o Santa Ysabel</li> <li>o La Jolla</li> </ul>	Escondido	<ul style="list-style-type: none"> <li>o Pala – 1573</li> <li>o Rincon – 1495</li> <li>o Pauma – 186</li> <li>o LC – 70</li> <li>o MG – 75</li> <li>o SY – 250</li> <li>o LJ -- 390</li> <li>o Total – 4039</li> </ul>	<ul style="list-style-type: none"> <li>o Pala Tribal Employment Center – 388</li> <li>o Escondido Transit Center – 18 routes plus Greyhound</li> </ul>	MWF 2 Round Trips

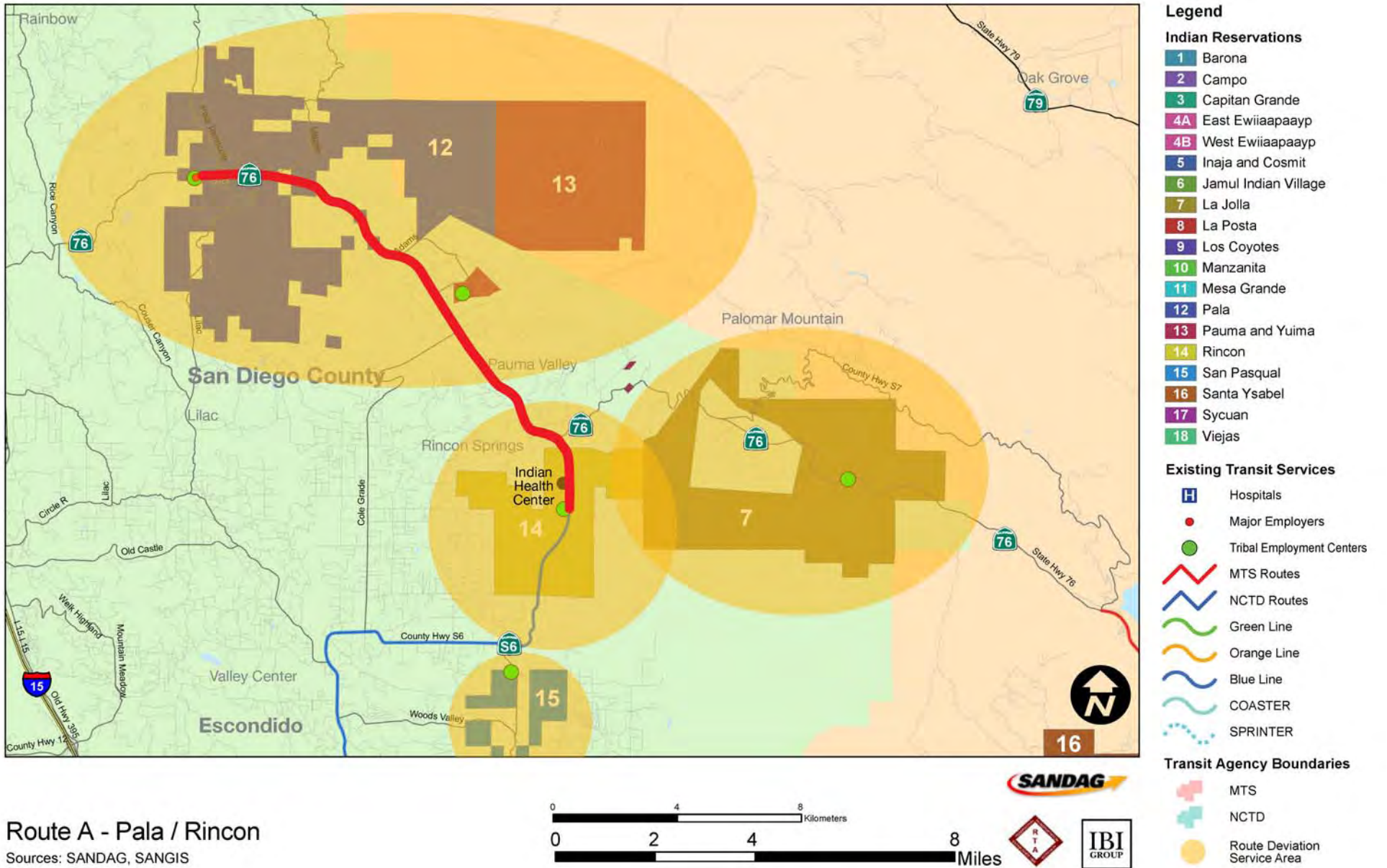
\* Currently uninhabited

\*\* 2000 Census

Source: IBI Group



Figure 5  
Route A Pala/Rincon

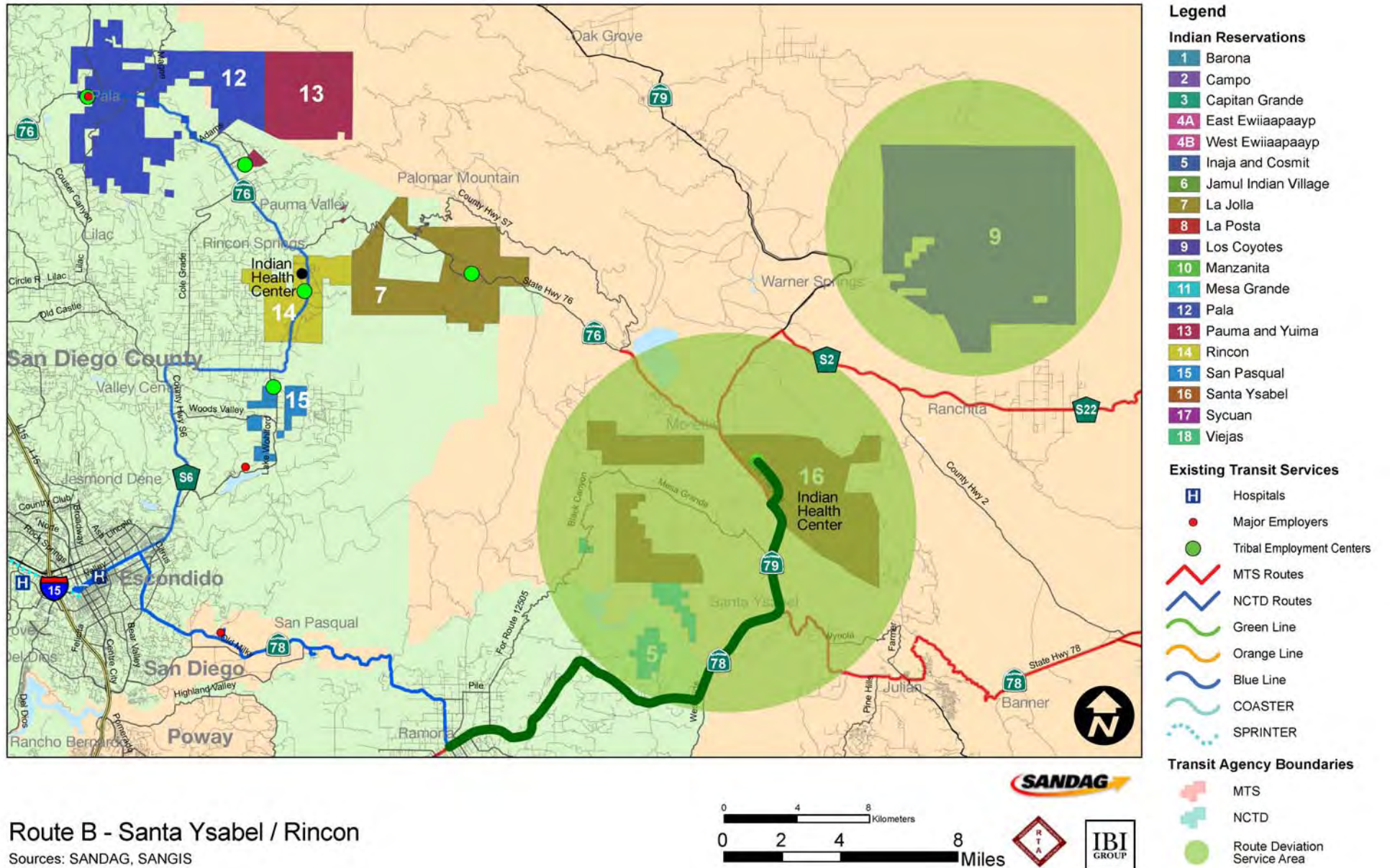


Route A - Pala / Rincon

Sources: SANDAG, SANGIS



Figure 6  
Route B Santa Ysabel/Rincon



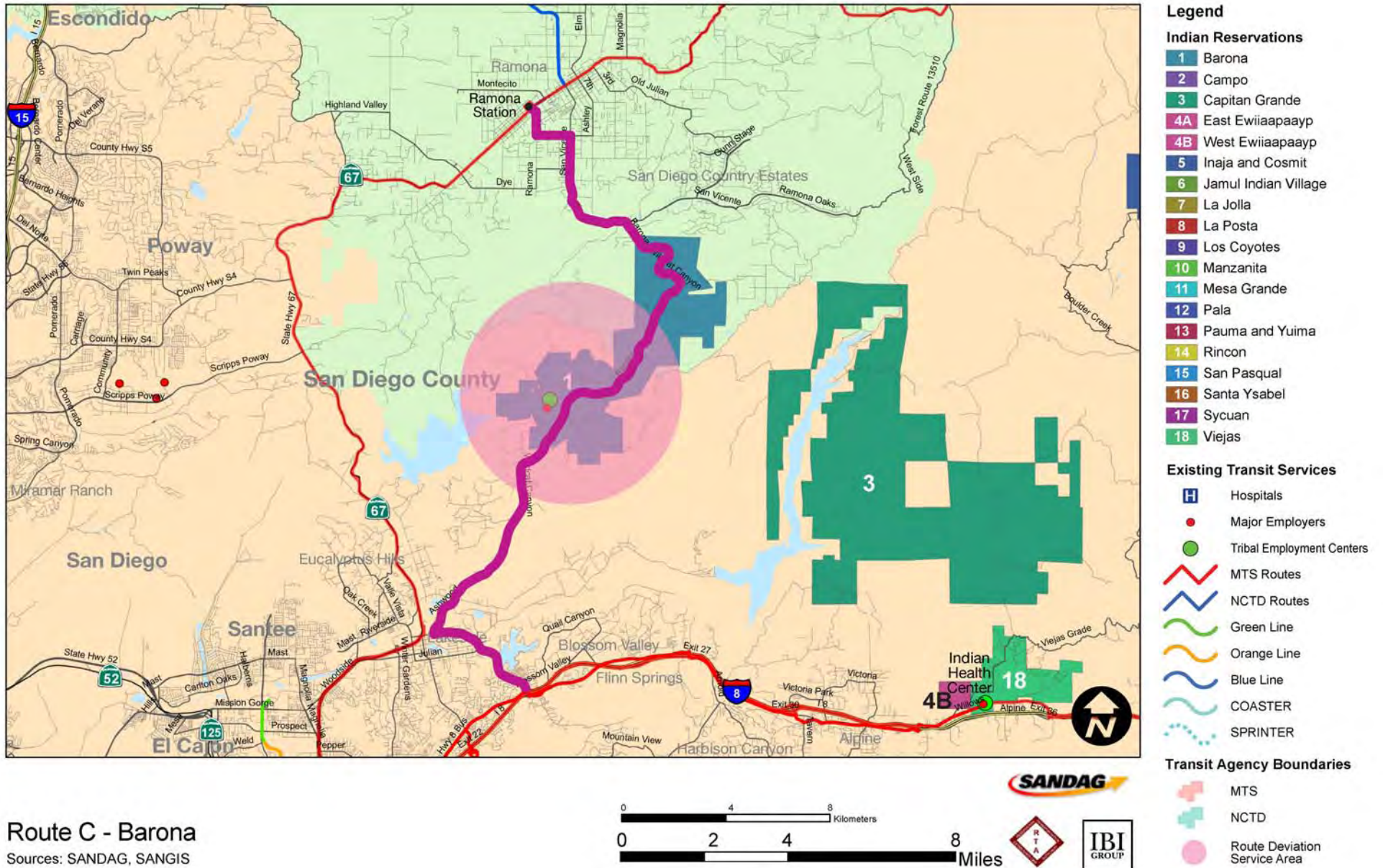
Route B - Santa Ysabel / Rincon

Sources: SANDAG, SANGIS





Figure 7  
Route C Barona



Route C - Barona

Sources: SANDAG, SANGIS



Figure 8  
Route D Campo/Viejas

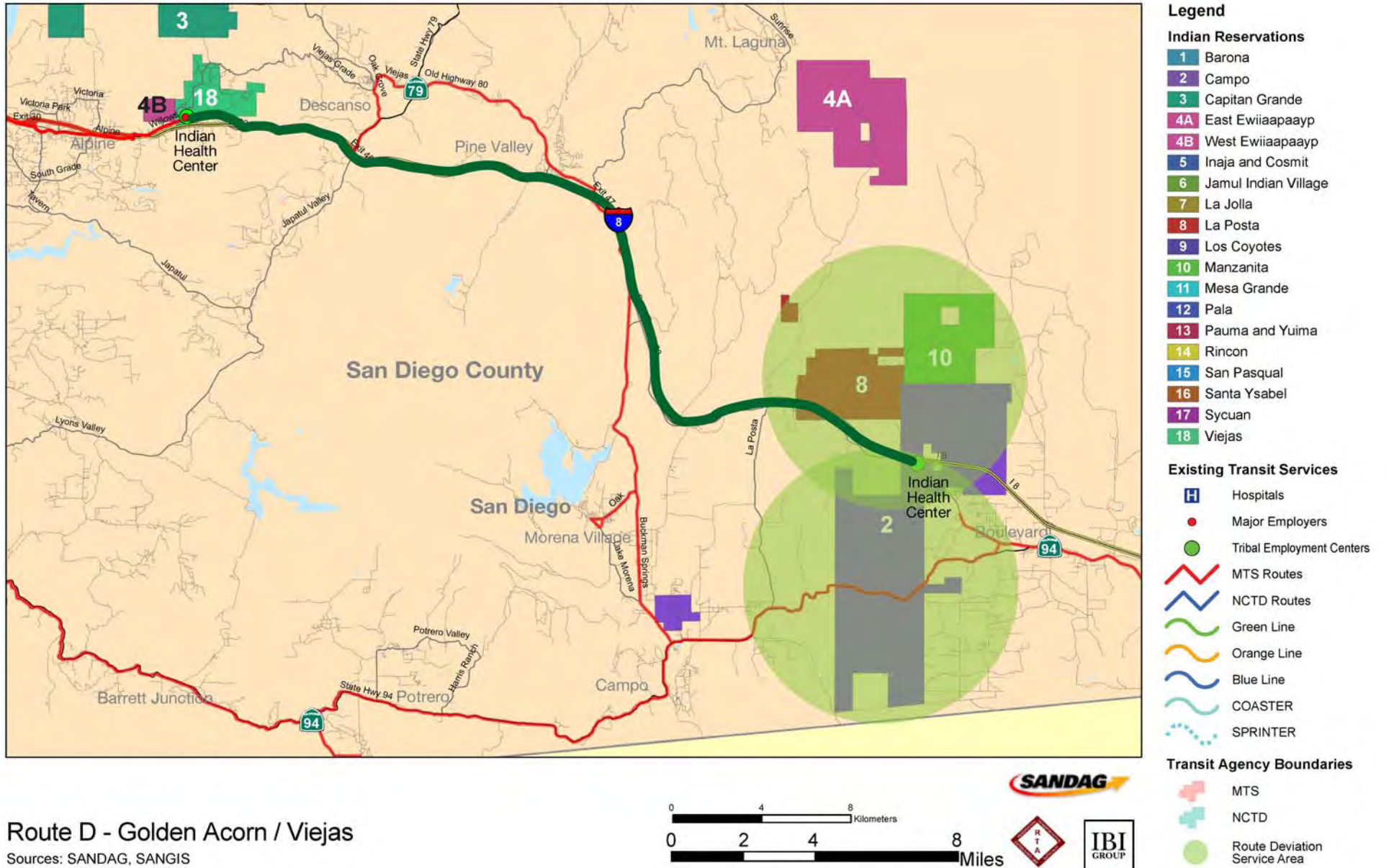




Figure 9  
Route E Sycuan/Viejas

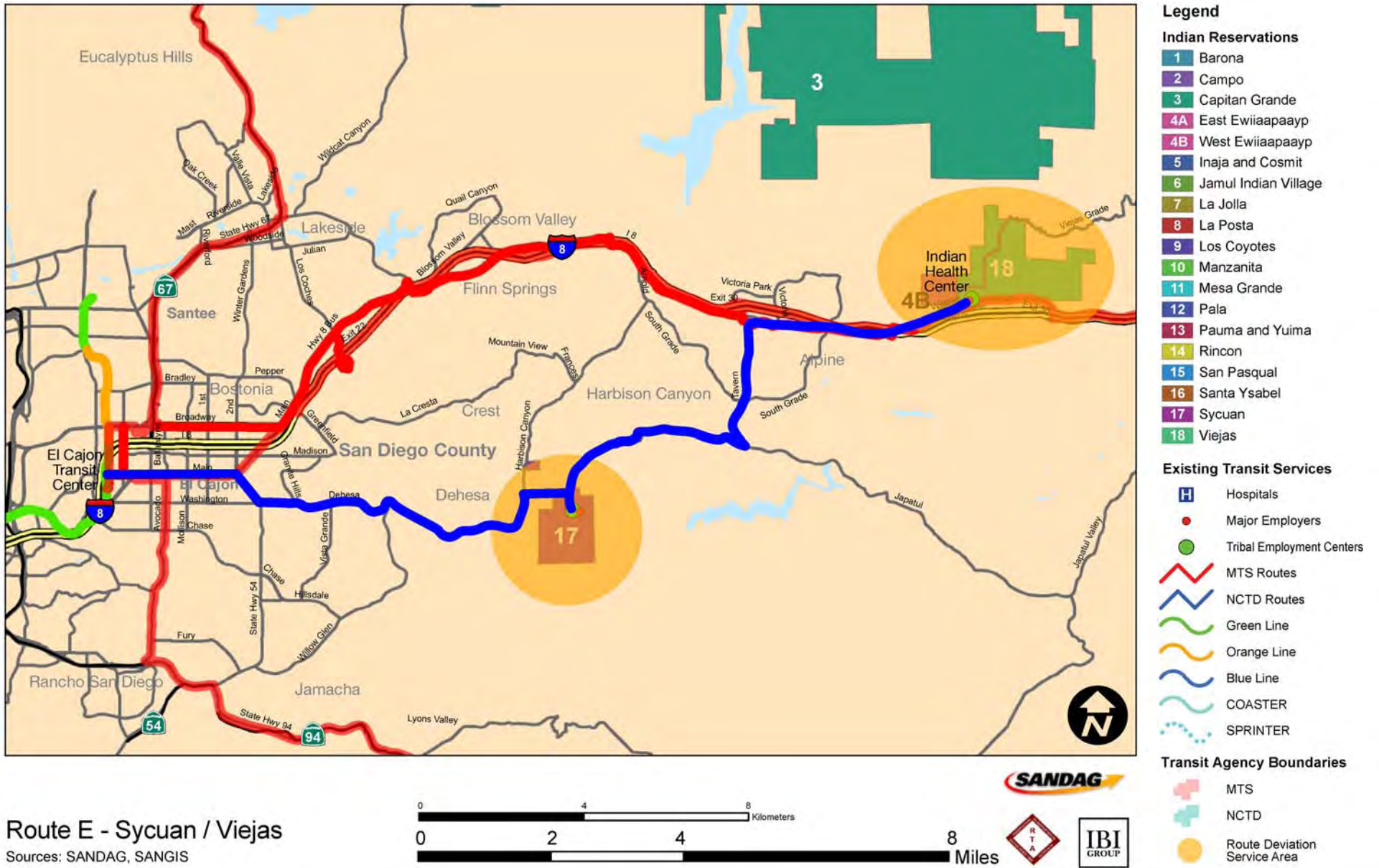
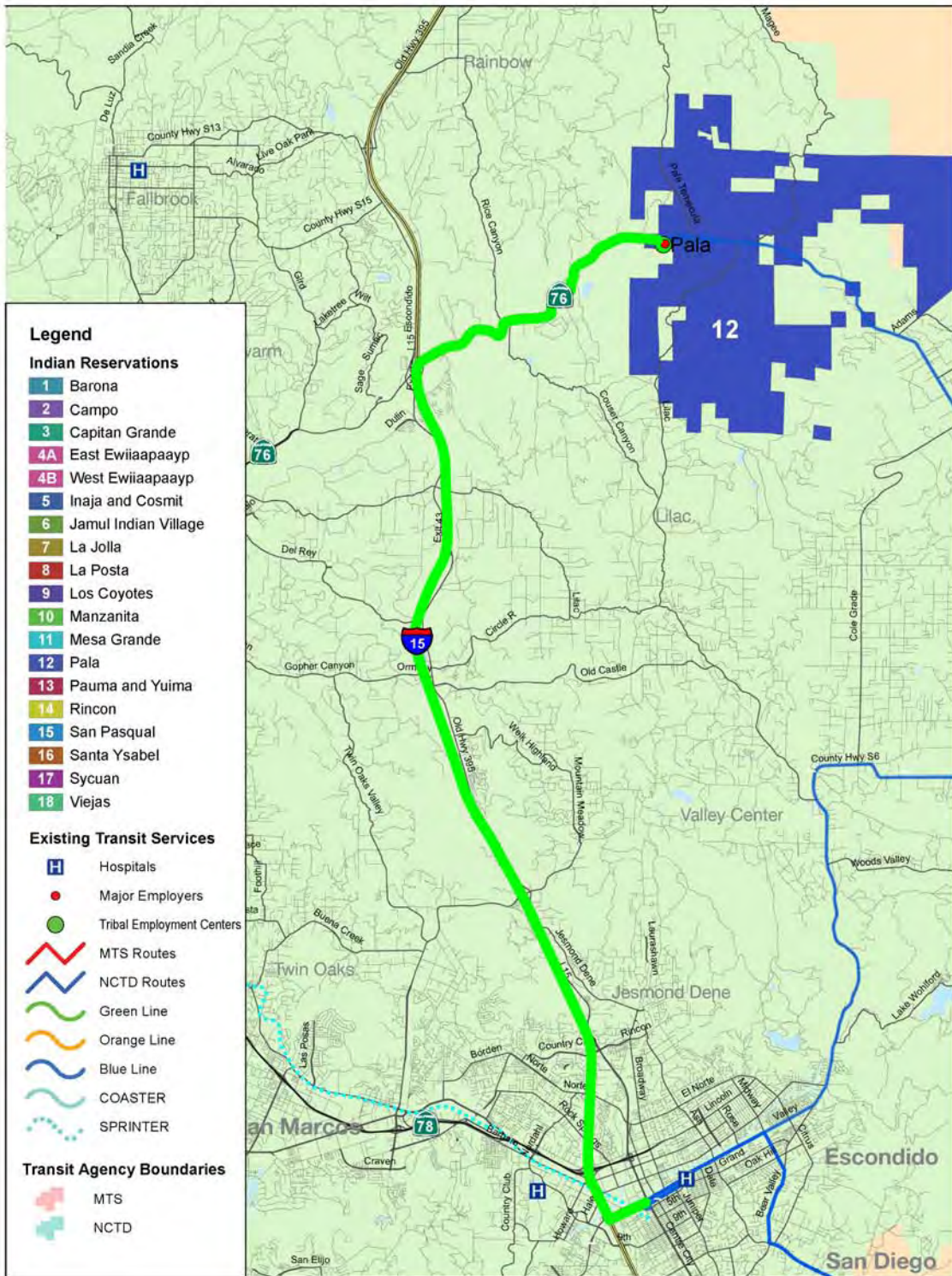


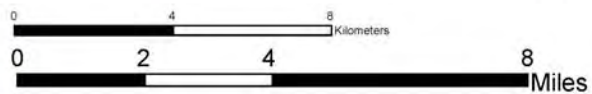


Figure 10  
Route F Pala/Escondido Express



Route F - Pala / Escondido Express

Sources: SANDAG, SANGIS







### 5.3 Improved Existing Services

Improving existing services is another way to increase the ability of travelers to use transit. Improvements can take many forms, including more frequent service or longer operating hours, and stop enhancements. NCTD Route 388 is a good candidate for an increase in frequency, building on recent improvements to the route by NCTD and the growing demand for its service. Decreasing the frequency from 150 minutes to 75 minutes is proposed.

Several other improvements have been suggested by Pauma representatives and NCTD staff for Route 388, including:

- Extending it to the Pauma Indian Employment Center to provide access to the front door of the facility.
- Extending it to the Park and Ride facility at the SR 76/I-15 interchange to facilitate access to the Pala and Pauma Indian employment centers.
- Extending it to provide the Route F express service between Pala and Escondido. This loop alignment could provide operational efficiencies over setting up a new route and could serve the Park and Ride lot at the I-15/SR 76 interchange.

Further analysis is needed to determine the potential benefits and operational impacts of these proposals.

### 5.4 Bus Stop Improvements

Improvements to existing bus stops, in addition to the bus stops required for the new services, are proposed to enhance the waiting and transferring environment. These improvements would be focused on the bus stops where transfers are made between the new reservation services and the existing transit routes. The bus stops listed in Table 13 as connecting points would receive first consideration.



## 6.0 ANALYSIS OF SERVICE OPTIONS

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### 6.1. Evaluation

Conceptual estimates for operating and capital costs were prepared for the evaluation. The following assumptions were used in preparing the cost estimates.

- The new services will be operated by a contractor, except for Route F, the new express service, which would be operated by NCTD.
- Operating cost per hour for route deviation service is \$75.00 including administrative expenses.
- Operating cost per hour for new or improved NCTD services is \$70.00.
- Riders per hour based on the performance of similar existing services.
- Route 388 added trip ridership is 15 per hour.
- Vehicles – one vehicle plus one spare in each corridor for a total of four. \$60,000 per unit under the Caltrans purchase program. (Vehicles assumed to be purchased by the operator and provided to the contractor to operate. Vehicle cost would be \$5.00 per hour if contractor provides them.)
- Cost of bus stop improvements is \$15,000.
- Average fare \$1.00, assuming a \$2.00 cash fare and integration with the regional fare structure.

The cost estimates are summarized in the following table with detailed information provided in Appendix B.

**Table 14**  
**Preliminary Cost Estimates**

Service Improvement Option	Annual Operating Subsidy	Capital Cost
New Services	\$117,000	\$705,000
Route 388 Increased Frequency	\$241,100	\$120,000
Bus Stop Improvements	\$20,000	\$165,000

*Source: IBI Group*

The alternatives were analyzed quantitatively and qualitatively using the following evaluation criteria.

- Population Served
- Ridership Potential
- Capital Costs
- Operating Costs
- Subsidy per Passenger
- Level of Service
- Quality of Service
- Socio-Economic Factors
- Organizational Issues
- Technical Risk
- Financial Risk

The alternatives compliment each other and each performs well for these criteria. The new services expand the population served and enhance the level and quality of service. While organizational and technical issues would have to be resolved, including who would oversee and operate the services, none of these challenges are insurmountable. Increasing Route 388's frequency would perform positively in most of the criteria, and the organizational and technical issues would be minimal as the service would be operated by NCTD. The bus stop improvements would improve the quality of the system's infrastructure and can be accomplished effectively by the new service operator, the transit agencies, or SANDAG at a reasonable cost.

There are two issues that merit further consideration. The ridership for the new services will take time to grow and may be low initially. An active information and marketing effort will be needed to help grow the ridership and help the services reach acceptable levels of passenger productivity. The other potential issue concerns financial risk. As discussed with the Tribal Transportation Working Group, there is no assurance that funding will be available to continue to operate the new or improved services once the initial grant funds have been spent. MTS and NCTD are facing significant revenue shortfalls and do not have funds to cover the operating expense of these services. Additional grant funds can be sought, but it may be more sustainable to create an intertribal fee structure in which the tribes contribute funds to maintain their operation. This situation will need to be considered as decisions are made regarding moving forward with these improvements.

## **6.2. Mobility Manager/Coordinator**

Another potential element for improving transit service to the reservations is the development of a tribally-managed mobility management organization. This organization would provide a wide range of assistance to improve transportation options, including:

- Information dissemination and referral
  - Trip planning
- Coordinate volunteers, car/vanpooling, etc.
  - Build on current “local” solutions
  - Maintain resource database
  - Provide financial aid/compensation
- Coordinate employee access to tribal employment centers
  - Collaborative arrangements for planning & costs
  - Coordinated work schedules & multi-tribal employment center shuttle

This option is being analyzed through a separate effort conducted by SANDAG and the RTA, and would be compatible with any of the proposed improvement alternatives.



## 7.0 PRELIMINARY RECOMMENDATIONS

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All of the alternatives would improve transportation availability for tribal members. Based on the evaluation, all three of the options are recommended for implementation.

- *New Services.* The new route deviation service would expand access to transit service for most reservation residents. They would provide convenient access to the Southern Indian Health Council clinics along with expanded access to the region's transit services. Coupled with new express service between Pala and Escondido, these improvements would make transit a much more convenient option. Figures 11 and 12 show the improvement proposals for the North and South Corridors, respectively.
- *Improvements to Existing Service.* This alternative offers major benefits by building on the recent investments made by NCTD to increase the amount of Route 388 service provided in the North Corridor.
- *Bus Stop Improvements.* This alternative would improve the quality of the waiting and transfer environment, and can serve both regional and tribal trips. It can be implemented along with either of the other alternatives.





Figure 11  
North Corridor Transit Improvements

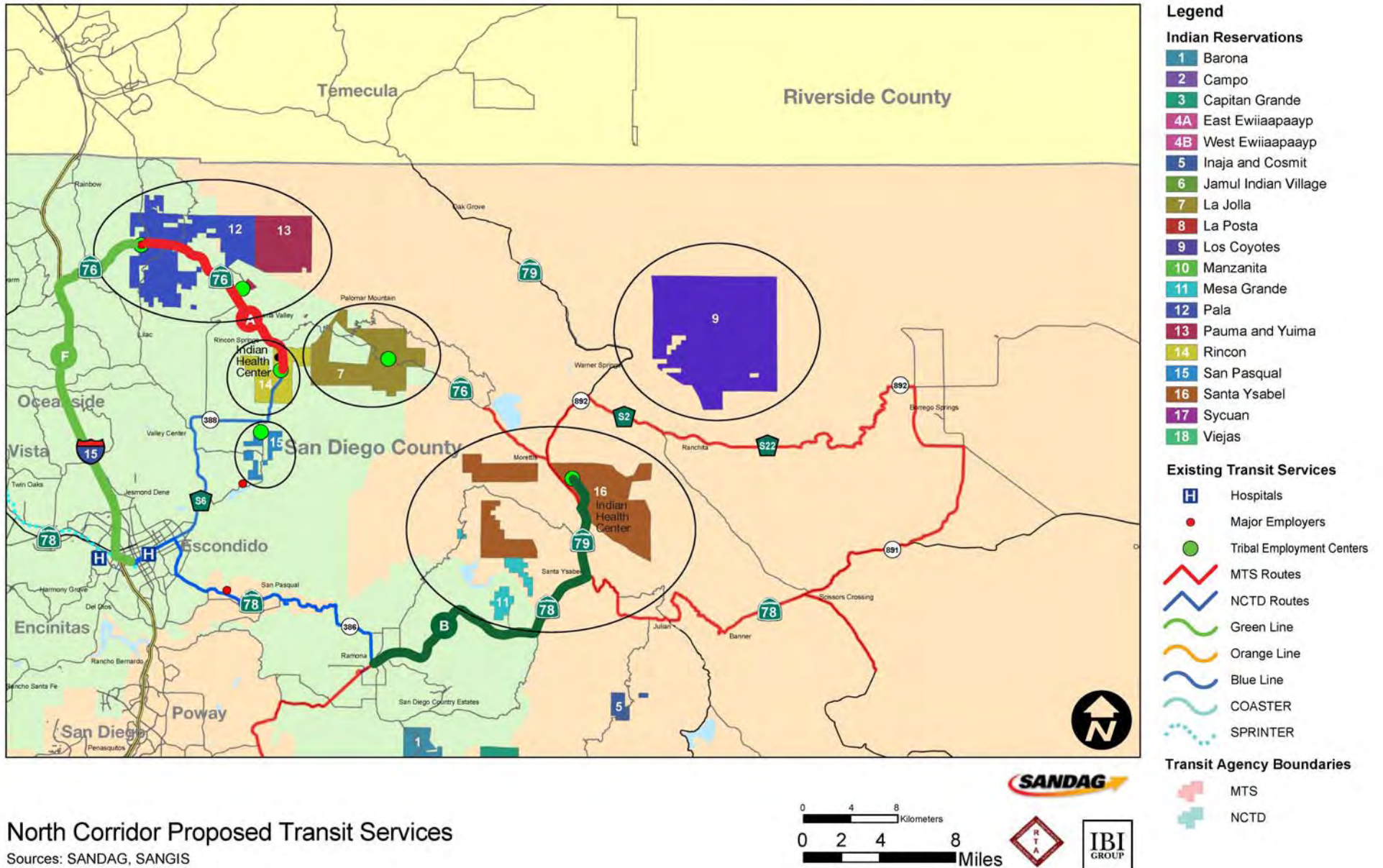
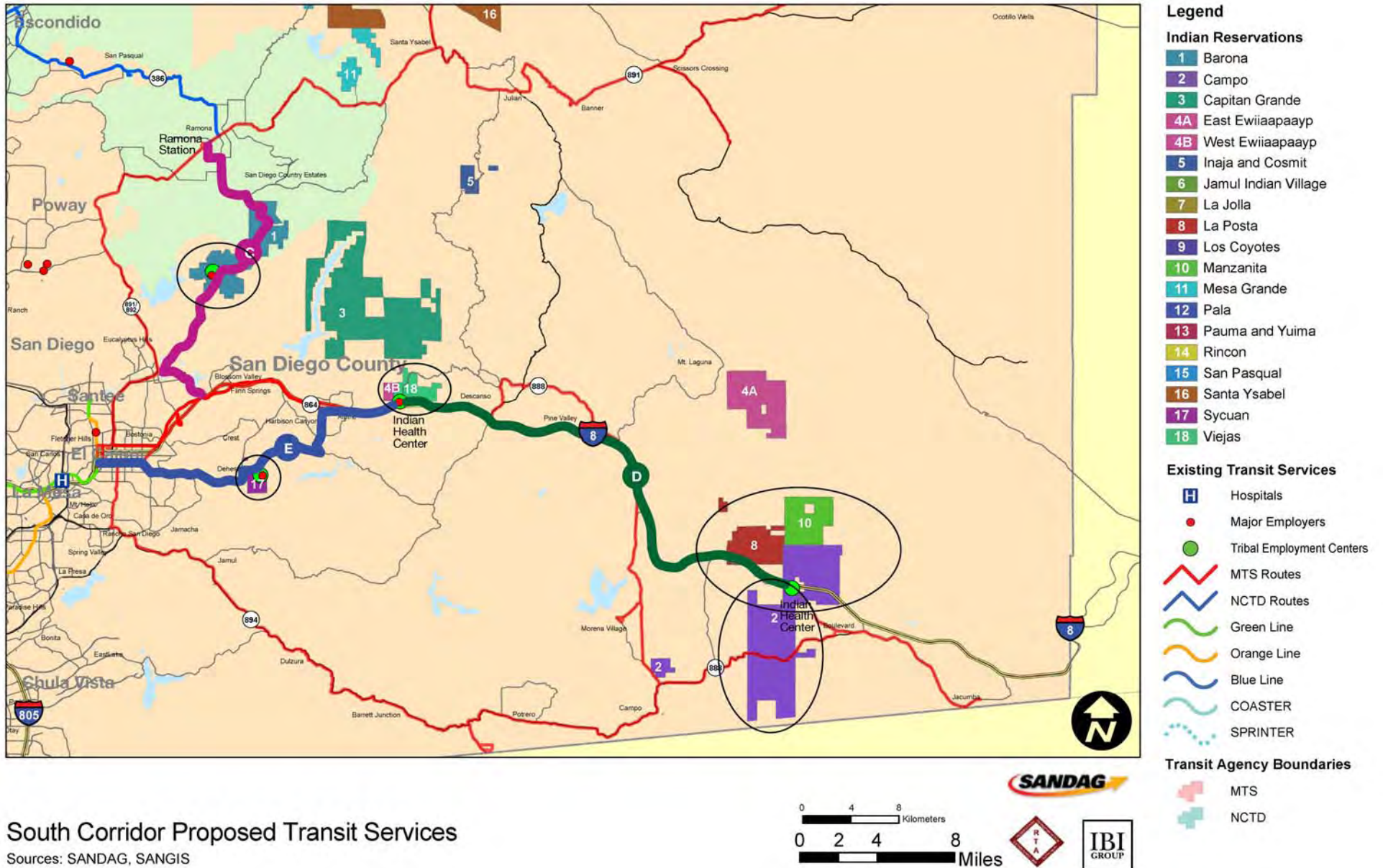




Figure 12  
South Corridor Transit Improvements





## 8.0 IMPLEMENTATION

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The analysis conducted in this study provides an assessment of the feasibility of various transit service improvements. Without a focused follow-up effort, there is no guarantee that the recommended services will be implemented. With all of the region's existing funding sources fully programmed, new funding will be needed to make the services become a reality. As a result, it is expected that implementation of any or all of the improvement options will be undertaken by the tribes themselves. The following three steps will get the process started.

First, the tribes need to decide if any of these options are attractive. All of them would benefit tribal transportation opportunities, but they need to be considered in the context of other tribal priorities.

Second, further discussions need to take place between the tribes and the transit agencies. A cooperative arrangement would be needed to ensure the services are provided in an effective, efficient, and coordinated manner. It will also be necessary to ensure that any new services are integrated with the region's transit system in terms of information, fares, schedule coordination, etc. The parties would also determine how the services are to be provided: through a contractor or by the transit agencies.

Finally, the tribes will need to form coalitions to seek funding as tribal transit corridors if they wish to pursue improvements independent from the transit operators. This approach could lead to the submittal of grant applications for the North or South Corridor separately or together. The tribes also need to determine if they want to apply for planning monies to conduct additional operational analyses of the improvement proposals, or startup funds for some or all of the new services. The organization to apply for the grants and be responsible for project implementation also needs to be determined. Two potential candidates would be RTA and the Southern California Tribal Chairman's Association (SCTCA).

Several potential funding sources are available to implement these alternatives as described in Appendix C. The new FTA Tribal Transit Program (5311(c)) is described along with several other potential sources. The improvement recommendations will be considered by the RTA, tribal members, SANDAG, and transit agencies to determine which one or combination would be the most desirable to pursue. Once that selection is made, funding would be sought, including at a minimum an application for 5311(c) Tribal Transit Program funds, and possibly other funds as described in Appendix C. (August 2, 2007, is the deadline for applications for this year's Tribal Transit Program funds.)

There are several examples of successful tribal transportation projects throughout the nation. Representative examples can be found in Appendix D. Service delivery and administrative examples abound, and can be useful in developing the structure to be used in advancing tribal service improvements in San Diego County. The Chickasaw Nation in Oklahoma provides a good example of coordination and implementation. The Nation developed a transportation plan, secured grant funding, and implemented the service. The Chickasaw Nation Transportation System (CNTS) operates a demand-response and fixed-route service to a large number of tribal members in isolated areas and still meet the needs of the heavily populated areas.

Once funding is secure, several activities will need to be undertaken to implement the service, as listed below.

- Refine operations/service planning – finalize alignment, stop locations, schedules, etc.
- Develop vehicle specifications and purchase vehicles
- Design capital improvements
- Construct capital improvements
- Develop operating specifications and contractor procurement schedule
- Develop schedules and public information campaign
- Begin operations

These tasks can be conducted with consultant assistance or through collaboration with SANDAG, MTS, and/or NCTD staff.

**APPENDIX A –TRIBAL EMPLOYMENT  
CENTER SHUTTLES**







- ★ Barona Casino
- ① El Cajon/Lakeside
- ② Kearny Mesa/Mira Mesa
- ③ Chula Vista/National City
- ④ Los Angeles/Orange County

- Legend**
- Indian Reservations**
- 1 Barona
  - 2 Campo
  - 3 Capitan Grande
  - 4A East Ewiiapaayp
  - 4B West Ewiiapaayp
  - 5 Inaja and Cosmit
  - 6 Jamul Indian Village
  - 7 La Jolla
  - 8 La Posta
  - 9 Los Coyotes
  - 10 Manzanita
  - 11 Mesa Grande
  - 12 Pala
  - 13 Pauma and Yuima
  - 14 Rincon
  - 15 San Pasqual
  - 16 Santa Ysabel
  - 17 Sycuan
  - 18 Viejas
- Existing Transit Services**
- 386
  - 388
  - COASTER
  - SPRINTER
  - BLUE LINE
  - ORANGE LINE
  - GREEN LINE
  - 864
  - 888
  - 891
  - 892
  - 894
- Major Employers
  - Ⓜ Hospitals
  - Tribal Employment Centers
  - Full Service Health Clinics
  - N Rincon
  - S Viejas

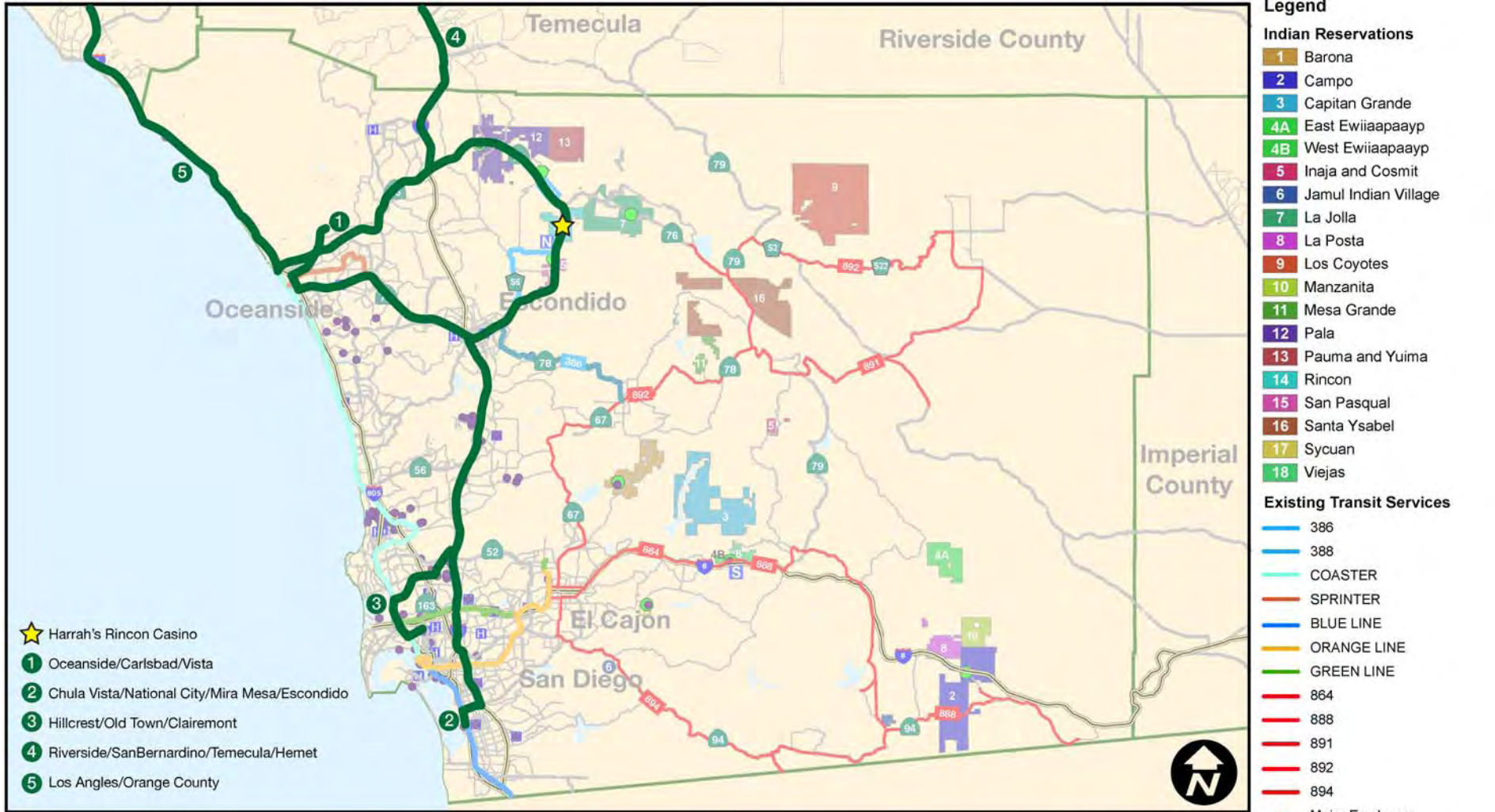
**Barona Shuttles**  
Sources: SANDAG, SANGIS

0 4 8 16 Kilometers

0 4 8 16 Miles

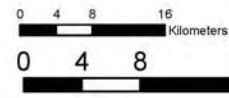


Harrah's Rincon Shuttles

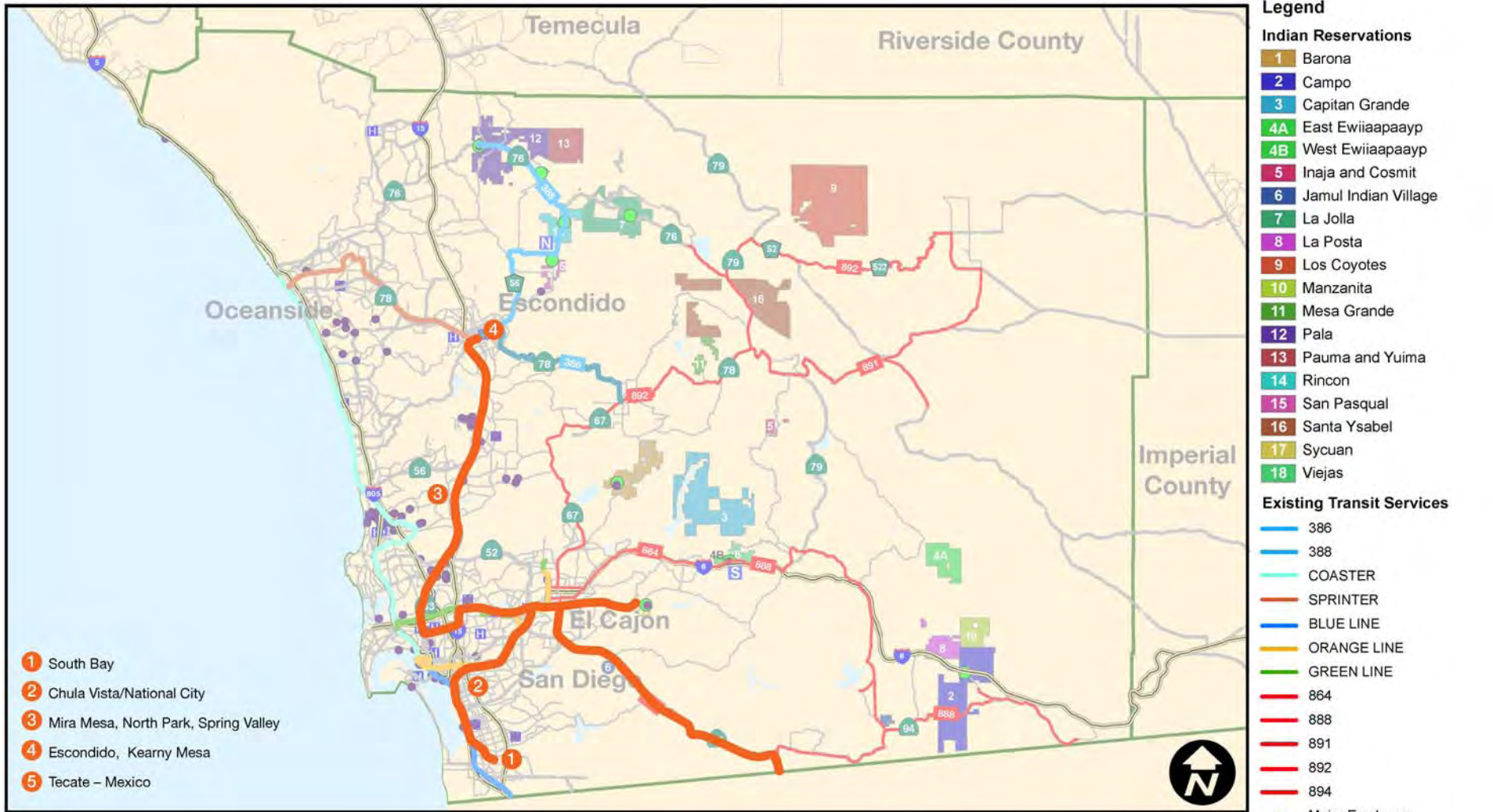


Harrah's Rincon Shuttles

Sources: SANDAG, SANGIS

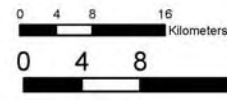




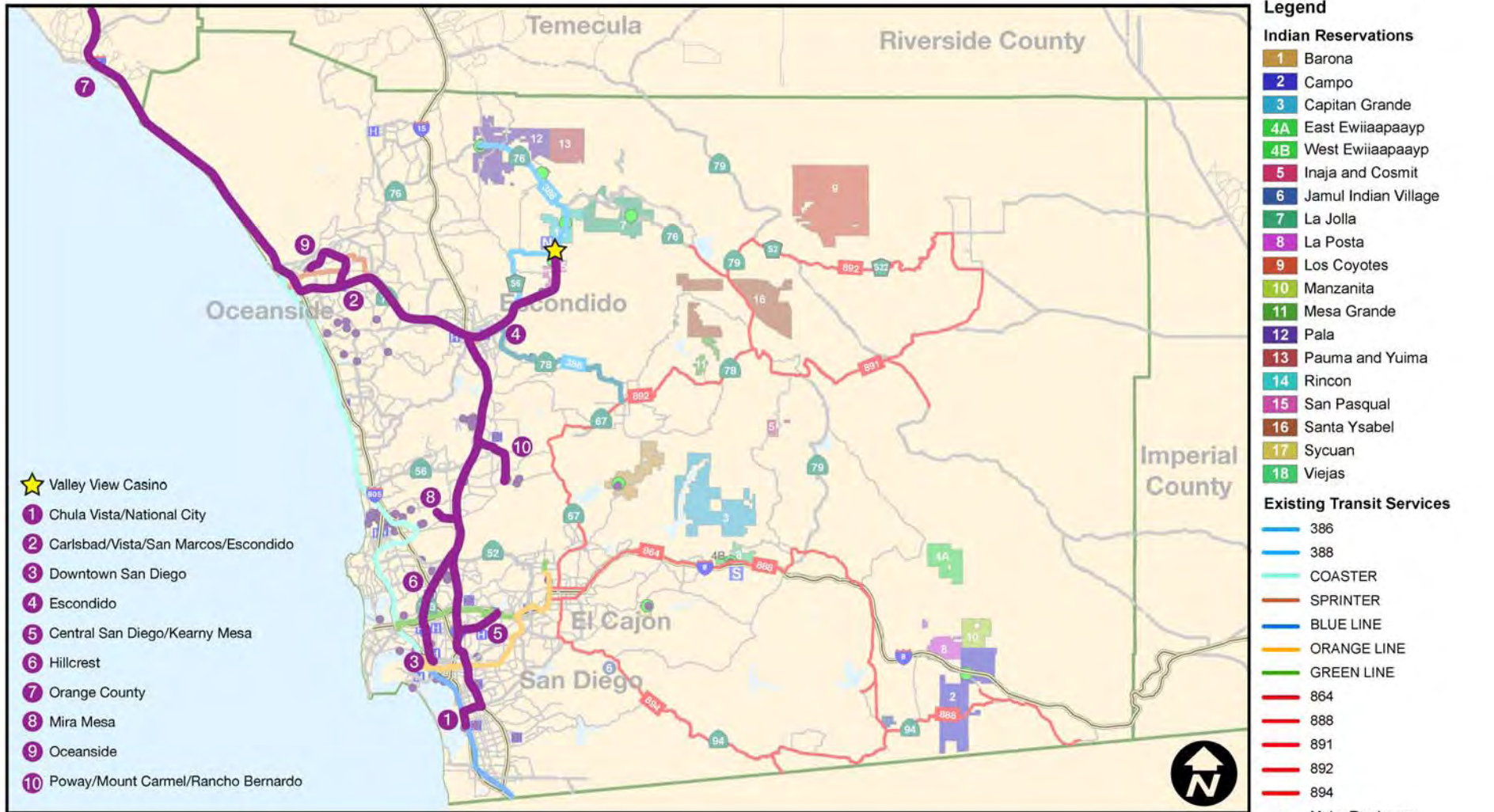


**Sycuan Shuttles**

Sources: SANDAG, SANGIS







- ★ Valley View Casino
- 1 Chula Vista/National City
- 2 Carlsbad/Vista/San Marcos/Escondido
- 3 Downtown San Diego
- 4 Escondido
- 5 Central San Diego/Kearny Mesa
- 6 Hillcrest
- 7 Orange County
- 8 Mira Mesa
- 9 Oceanside
- 10 Poway/Mount Carmel/Rancho Bernardo

- Legend**
- Indian Reservations**
- 1 Barona
  - 2 Campo
  - 3 Capitan Grande
  - 4A East Ewiiapaayp
  - 4B West Ewiiapaayp
  - 5 Inaja and Cosmit
  - 6 Jamul Indian Village
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  - 388
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  - SPRINTER
  - BLUE LINE
  - ORANGE LINE
  - GREEN LINE
  - 864
  - 888
  - 891
  - 892
  - 894
- Major Employers
  - Hospitals
  - Tribal Employment Centers
  - Full Service Health Clinics
  - Rincon
  - Viejas

**Valley View Shuttles**  
Sources: SANDAG, SANGIS

0 4 8 16 Kilometers

0 4 8 16 Miles

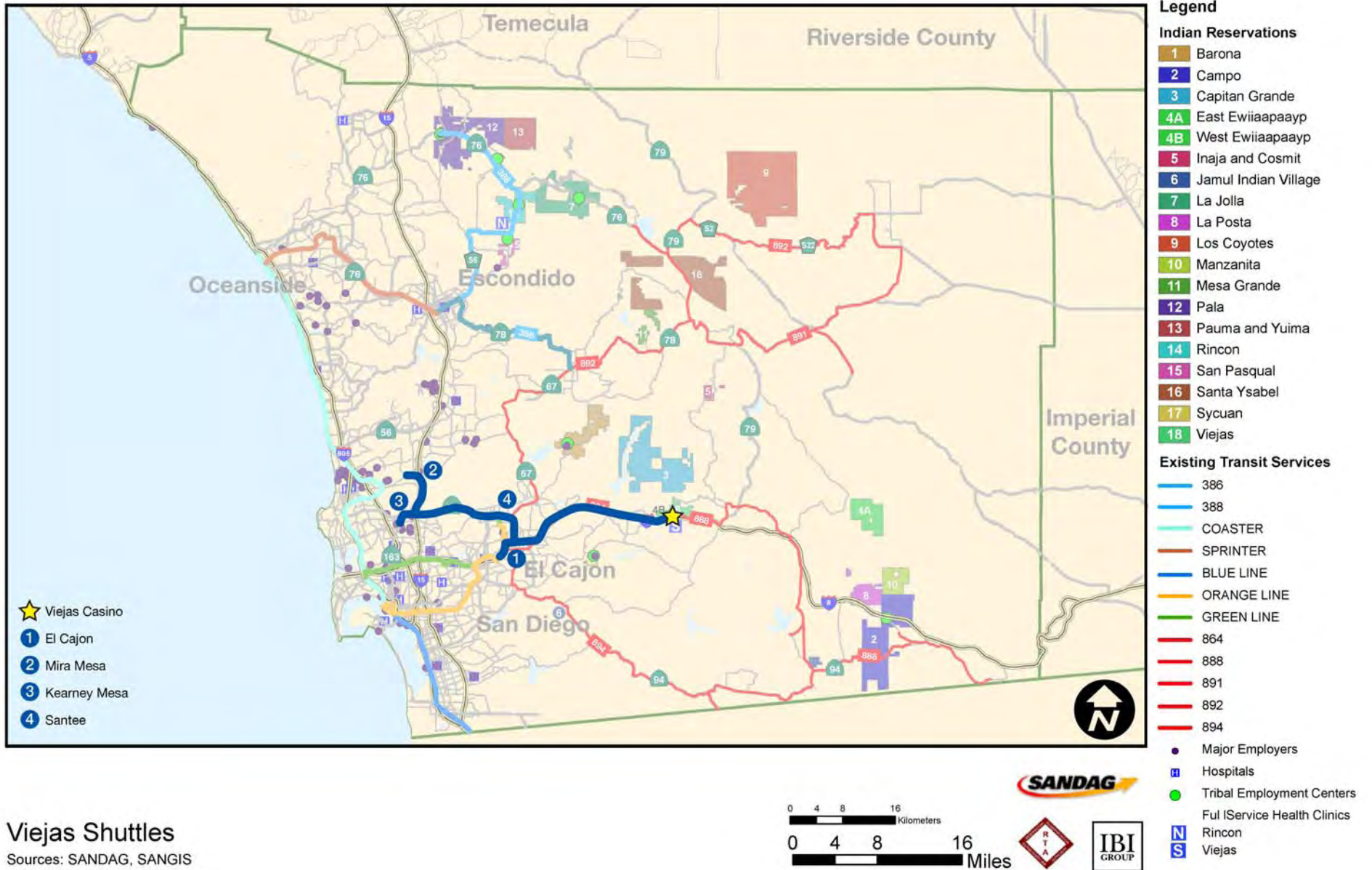
**SANDAG**

**RTA**

**IBI GROUP**







**Viejas Shuttles**  
Sources: SANDAG, SANGIS

**APPENDIX B –  
PRELIMINARY COST ESTIMATES**

**Preliminary Operating Cost Estimates  
June 18, 2007**

(Input) Service Option	Revenue Hours					Operating Cost		Ridership		Fare Revenue and Subsidy		
	(Input) Days/Hours of Operation	(Input) No. of Trips/Day	(Input) No. of Days	(Input) Time per Trip (Hours)	(Calc) Annual Revenue Hours	(Input) Cost/ Hour	(Calc) Annual Operating Cost	(Input) Pass./ Hour	(Calc) Annual Boardings	(Input Assumption) Average Fare	(Calc) Annual Fare Revenue	(Calc) Annual Operating Subsidy
<b>New Services</b>												
North Corridor												
Route A Pala/Rincon	MWF	2	153	1.0	306	\$75.00	\$22,950	4.00	1,224	\$1.00	\$1,224	\$21,726
Route B Santa Ysabel/Rincon	Th	2	51	2.0	204	\$75.00	\$15,300	2.00	408	\$1.00	\$408	\$14,892
South Corridor												
Route C Barona	M	2	51	1.5	153	\$75.00	\$11,475	2.00	306	\$1.00	\$306	\$11,169
Route D Campo/Viejas/West Ewiiapaayp	T	2	51	1.5	153	\$75.00	\$11,475	2.00	306	\$1.00	\$306	\$11,169
Route E Sycuan/Viejas/West Ewiiapaayp	WF	2	102	1.5	306	\$75.00	\$22,950	3.00	918	\$1.00	\$918	\$22,032
New I-15 Express Service Pala-Escondido	M-F	4	255	0.5	510	\$70.00	\$35,700	4.00	2,040	\$1.00	\$2,040	\$33,660
<b>Total</b>					<b>1,632</b>		<b>\$119,850</b>		<b>5,202</b>		<b>\$5,202</b>	<b>\$114,648</b>
<b>Improvements to Existing Service</b>												
Route 388 - Increase Frequency to 75 Minutes	Mon-Sun 5:15am - 9:05 pm	12	365	1.0	4,380	\$70.00	\$306,600	15.00	65,700	\$1.00	\$65,700	\$240,900
<b>Total</b>							<b>\$306,600</b>		<b>65,700</b>		<b>\$65,700</b>	<b>\$240,900</b>
<b>Stop Improvements</b>												
Enhanced Bus Stops Maintenance	20 @\$1,000						\$20,000					
<b>Total</b>							<b>\$20,000</b>					

Assumptions

Cost/Hour w/o Admin	\$70.00
Cost/Hour w/Admin	\$75.00
Average Fare	\$1.00

Source: IBI Group

**Preliminary Capital Cost Estimate  
May 22, 2007**

Item	No. of Units	Unit Cost	Cost
<b><i>New Services</i></b>			
Route Deviation			
Vehicles	4	\$60,000	\$240,000
Stops	20	\$15,000	\$300,000
Total			\$540,000
New Express Service			
Vehicles	2	\$60,000	\$120,000
Stops	3	\$15,000	\$45,000
Total			\$165,000
Total			\$705,000
<b><i>Improvements to Existing Service</i></b>			
<b><i>Vehicles</i></b>			
Route 388	2	\$60,000	\$120,000
Total			\$120,000
<b><i>Stop Improvements</i></b>			
Transfer Stop Upgrades	10	\$15,000	\$150,000
I-15/SR 76 Park and Ride	LS	\$15,000	\$15,000
Total			\$165,000

Source: IBI Group

**APPENDIX C –  
FUNDING OPPORTUNITIES**



## FUNDING OPPORTUNITIES

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This appendix outlines the funding available for tribal groups directly or through Caltrans, SANDAG, MTS, and/or NCTD to provide continued and expanded transit services to tribal areas in the San Diego County area. Available funding includes existing, expanded funding for existing sources and new sources. The next steps are also outlined.

### Existing Funding For Tribal Transit Services

Transit services are funded by a combination of passenger fares and local, state, and federal funds, including a uniform, dedicated local quarter-percent transportation sales tax (LTF), State Transit Assistance (STA), local transportation sales taxes, local general operating assistance, as well as the sales tax on gasoline and diesel fuel and other miscellaneous sources. The mix and amounts of these funding sources differs for each transit operator.

### *Department of Transportation Funding*

Of the \$23.4 billion in transportation funds allocated through 2009 from the federal transportation funding authorization bill, called the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users* (SAFETEA-LU), \$5.145 billion will go to transit. Of that amount, there are two main funding sources allocated by the Federal Transit Administration (FTA), which can only be used for transit capital purposes:

- Section 5309 New Starts Funds – \$1.25 billion over five years, nationally – For earmarked rail and Bus Rapid Transit projects in a federal discretionary program which requires state and/or local funding matches.
- Section 5307, Transit Formula Funds – \$3.9 billion over five years, nationally – Allocated by formula to each urbanized area transit operator in the nation.

In California, the sources of transit funds for both capital and operating costs are:

- Local Transportation Fund (LTF) (quarter percent sales tax);
- State Transit Assistance (STA);
- Local Transit system fares; and
- Local option sales tax measures, (*TransNet* in San Diego).

Although the San Diego *TransNet* sales tax generates significant dollars over the next 40 years, most of these funds earmarked are for specific rail and Bus Rapid Transit capital projects, not operating costs.



In San Diego, rural transit service is primarily funded by MTS and NCTD with TDA funds and farebox revenues. These funds are generally in short supply given the service demands of these two agencies. MTS also has a federal Section 5311(f) intercity bus grant from Caltrans for a contracted rural transit service route. NCTD has also applied for 5311(f) funds but has not received any of these grants.

### **Bureau of Indian Affairs Tribal Transportation Programs**

The primary vehicle for federal aid to tribal transportation is the Indian Reservation Roads (IRR) program through the Federal Highway Administration (FHWA)<sup>3</sup> for roads eligible through the Bureau of Indian Affairs (BIA). Today, the program consists of more than 25,700 miles of BIA and tribally owned public roads and 800 bridges, plus 25,600 miles of state, county, and local government public roads.

Authorizations for the IRR program and the BIA maintenance funds cover only a small part of the ongoing needs of tribes, although those authorizations are increasing. A new Tribal Transportation Allocation Methodology (TTAM) is in place to determine direct allocations to individual tribes. According to a recent National Cooperative Highway Research Program (NCHRP)<sup>4</sup>, numerous tribes are seeking or implementing additional sources of revenue to fund their transportation needs, including grant writing, flexible financing to borrow against future IRR allocations, tribal tax and casino revenues, and profit-making tribal enterprises that identify and fill market niches in the larger regional economy.

In tribal coordination with outside agencies, aside from involvement with BIA, the most frequent area of coordination reported by the NCHRP study was with state transportation departments. Given new mandates for state consultation with tribes, this is likely to increase. However, many tribes also reported extensive involvement with other federal agencies such as the United States Department of Transportation (USDOT) agencies (FHWA, FTA, and the Federal Aviation Administration).

### **United States Department of Health and Human Services Funding for Specialized Transportation Services**

In addition to Department of Transportation funding, Department of Health and Human Services (HHS) programs, in addition to funding a variety of research and service provision programs, may choose to purchase or provide transportation as a supportive service to their primary mission. These funding sources may be another opportunity to expand tribal transit services in San Diego County.

The HHS programs that provide transportation services are described in the Federal Transit Administration's web site<sup>5</sup> and are summarized below.

- **Medicare** does not pay for non-emergency transportation, but does pay for appropriate emergency ambulance service.
- The **Older Americans Act** directs Area Agencies on Aging (AAA) to consider transportation as a priority service as the AAA is developing its service plan.

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<sup>3</sup> <http://www.fhwa.dot.gov/flh/indresrd.htm>

<sup>4</sup> NCHRP Synthesis 366 Tribal Transportation Programs, A Synthesis of Highway Practice, 2007

<sup>5</sup> [http://www.fta.dot.gov/planning/metro/planning\\_environment\\_4021.html](http://www.fta.dot.gov/planning/metro/planning_environment_4021.html)

- The **Head Start Program** encourages but does not require grantees to provide for the transportation of children participating in the program.
- The **Medicaid program** requires that States include in their state Medicaid plan an assurance that program recipients will have access to medical services. The states have significant discretion on how they fulfill the assurance of access commitment.
- In the **Temporary Assistance for Needy Families program (TANF)**, transportation is an allowable expenditure of TANF funds. However, the states have significant discretion in the specific use of the funds from purchase of vehicles and payment of insurance costs to payments to transit providers to assist in extending routes or service hours.

HHS programs provide funding through block grants or formula grants to states and reserve significant operating decisions and reviews for state and local officials. Transportation is rarely mentioned in legislation and generally appears in regulation only as one of a series of support services.

Many of the recipients of HHS funding are multi-service organizations. Transportation is only one of many services offered to their clients. While transportation is not required in statute or regulation for most HHS programs, it often must be provided through HHS-funded services or through public transit in order for program goals to be achieved

The key HHS programs for specialized transportation services are shown in the following chart and are reviewed in detail in the *Resource Guide for Coordinated Transportation Planning in the Transportation Coordination Toolkit*<sup>6</sup>. Funding levels indicated in Table 3-2 are estimates with the exception of the programs of the Administration on Aging, the Head Start Program in the Administration for Children and Families and the Medicaid program of the Health Care Financing Administration. These estimates represent 5 percent of the program funding. This percentage reflects a conservative estimate based on the known percentage of funding in programs with purchase of vehicles or purchase of transportation services identified as allowable costs. The Substance Abuse and Mental Health Services Administration funding level is based on a 1 percent estimate of program funding. Total agency funding levels may include programs not listed on the table.

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<sup>6</sup> [http://www.fta.dot.gov/planning/metro/planning\\_environment\\_4019.html](http://www.fta.dot.gov/planning/metro/planning_environment_4019.html)

**Major United States Department of Health and Human Services  
Funding Programs for Specialized Transportation Services**

	National FY 2000 funding (millions of \$)	
	Total	For client transportation services
<b>HHS PROGRAM</b>	<b>\$ 395,000</b>	<b>\$ 2,687.5</b>
<b>Administration on Aging</b>	<b>\$ 932.8</b>	<b>\$ 66.1</b>
o Grants for State & Community Programs on Aging (Title III)	\$ 310.1	\$ 65.2
o Grants for Native Americans (Title VI)	\$ 18.5	\$ 0.93
<b>Administration for Children and Families</b>	<b>\$ 38,059</b>	<b>\$ 1,580.9</b>
o Child Care and Development Block Grant	\$ 3,550	\$ 177.5
o Developmental Disabilities	\$ 91.5	\$ 4.6
o Head Start	\$ 5,267	\$ 525
o Community Services Block Grant (CSBG)	\$ 500	\$ 25
o Social Services Block Grant (SSBG)	\$ 2,380	\$ 23.8
o Temporary Assistance to Needy Families (TANF)	\$ 16,500	\$ 825
<b>Health Care Financing Administration</b>	<b>\$ 360,000</b>	<b>\$ 838.8</b>
o Medicaid	\$114,900	\$ 838.8
<b>Health Resources and Services Administration</b>	<b>\$ 3,833</b>	<b>\$ 183</b>
o Community and Migrant Health Centers	\$ 1,830	\$ 183
<b>Substance Abuse and Mental Health Services Administration</b>	<b>\$ 1,874.8</b>	<b>\$ 18.7</b>
o Community Mental Health Services Block Grant	\$ 340.8	\$ 3.4
o Substance Abuse Prevention and Treatment Block Grant	\$ 1,534	\$ 15.3

The purpose of this report is to explore expanded and new funding sources that could be used for tribal transit service in the San Diego County area.

### **Expanded Funding For Existing Rural Transit Service Sources**

The following rural transit programs have increased funding through the federal transportation funding authorization bill, called SAFETEA-LU, and one program, the Jobs Access and Reverse Commute Program,<sup>7</sup> has changed from a discretionary to formula program. Several of these programs could benefit Tribal transit services.

Federal Transit Administration (FTA) Rural Transit Funds are apportioned by formula to the states and administered by the state DOT, which, in California's case, is the Caltrans Division of Mass Transit (DMT). Within the Caltrans DMT, the various rural transit programs are administered.<sup>8</sup>

<sup>7</sup> [http://www.fta.dot.gov/funding/grants\\_financing\\_263.html](http://www.fta.dot.gov/funding/grants_financing_263.html)

<sup>8</sup> <http://www.dot.ca.gov/hq/MassTrans/>

Caltrans develops a program of projects with the help of the regional transportation planning agencies (RTPAs) in California. In San Diego, the RTPA is SANDAG, who works in close cooperation with MTS and NCTD. Tribal transit services could be eligible for these federal Rural Transit Funds, in coordination with SANDAG, MTS, and NCTD, as appropriate.

The Rural Transit Assistance Program (RTAP) was created by Congress in 1986, under the Section 18(h) of the Surface Transportation Act administered by the FTA. The program's goal is to provide training, technical assistance, and research activities that will improve rural transit services. Caltrans' DMT administers the California State RTAP program through a contract currently with the California Association of Coordinated Transportation (CalACT), a private non-profit association of transit providers serving the needs of the non-urbanized areas of California. Funding is a mix of 5311(b)(3) Rural Transit Assistance Program funds with state match.

Most federal funds are available for three years (the year of appropriation plus two years) unless otherwise noted. After that time period, the service would have to be sustained by other local, state, or federal funding sources.

The following rural transit programs are funded by the FTA and administered by Caltrans. For urban areas, a portion of these funds are allocated on a formula basis to transit operators.

***Section 5311 Rural and Small Urban Areas Non-Urbanized Area Formula***

*National: \$442 million by formula to states, California: \$20.2 million (FY 2007)*

This federal grant program provides funding for public transit in non-urbanized areas with a population under 50,000 as designated by the Bureau of the Census. The Federal Transit Administration (FTA) apportions funds to each State annually. Caltrans DMT is the delegated grantee.

Funding may be used for capital, operating, state administration, and project administration expenses. Each state prepares an annual program of projects, which must provide for fair and equitable distribution of funds within the states, including Indian reservations, and must provide for maximum feasible coordination with transportation services assisted by other Federal sources.

Funds may be used for capital, operating, and administrative assistance to state agencies, local public bodies, and nonprofit organizations (including Indian tribes and groups), and operators of public transportation services. The state must use 15 percent of its annual apportionment to support intercity bus service, unless the Governor certifies that these needs of the state are adequately met.

Projects must meet the requirements of the Americans with Disabilities Act, the Clean Air Act, or bicycle access projects. Capital projects may be funded at 90 percent Federal match. The maximum FTA share for operating assistance is 50 percent of the net operating costs.

California's Section 5311 apportionment is distributed as follows – 75 percent is apportioned to non-urban areas to a public transit operator (MTS and NCTD in San Diego County) based on population, known as Regional Apportionment; 15 percent is for Section 5311(f) Intercity Bus Program; and 10 percent is for state administrative expenses. Guidance regarding the Section 5311 program is provided in the Caltrans Section 5311 Handbook and Guide.

Public transit operators must submit a Program of Projects that identifies subrecipients and projects to receive Section 5311 funds in their planning area by December 31st of each year. The subrecipient must complete and submit a Section 5311 Program Application, including all required other submittals by the appropriate deadline. Complete guidance regarding programming and applying for Section 5311 Regional Apportionment funds can be found in the Section 5311 Handbook and Guide.

*5311(f)* – This subsection of 5311 funds is for Intercity Bus needs. Although MTS and NCTD presently program the entirety of the annual regional apportionment of FTA 5311 funds for ongoing operational and capital needs, Intercity Bus Program grant funds, FTA 5311 (f), are made available via a statewide competitive grant program administered by Caltrans, MTS has recently successfully applied and received 5311(f) intercity bus grant funds to augment local funding efforts to maintain rural service operations and advance efforts to expand the east county bus maintenance facility where rural vehicles are stored and maintained. NCTD has applied for several grants but has not received any.

*5311(c)* – This subsection of 5311 funds is for providing public transportation on Indian reservations through a set aside of Other-Than-Urbanized Area Program funds for direct grants to Indian Tribes. Funding is set at \$45 million, nationally, over five years. For FY 2007, \$10 million is available nationally.

- Sets aside funding from the Other-Than-Urbanized Area Program (Section 5311) before allocation of funds to the States.
- Allocations of the set-aside and terms and conditions for awarding grants to be determined after outreach to stakeholders.
- States must continue to provide a fair distribution of State formula funds, including to Indian reservations.

The chart below summarizes the Section 5311 Program:

FTA Programmatic Elements	Rural and Small Urban Areas Transit Program Section 5311
Appropriation	Funded under Formula Grants
Description	The goals of the nonurbanized formula program are: 1) to enhance the access of people in nonurbanized areas to health care, shopping, education, employment, public services, and recreation; 2) to assist in the maintenance, development, improvement, and use of public transportation systems in rural and small urban areas; 3) to encourage and facilitate the most efficient use of all Federal funds used to provide passenger transportation in nonurbanized areas through the coordination of programs and services; 4) to assist in the development and support of intercity bus transportation; and 5) to provide for the participation of private transportation providers in nonurbanized transportation to the maximum extent feasible.
Statutory Reference	49USC5311
Eligible Recipients	State and local governments, non-profit organizations (including Indian tribes and groups), and public transit operators.
Eligible Purposes	Funds may be used for capital, operating, and administrative purposes.
Allocation of Funding	Funding is apportioned by a statutory formula that is based on the latest U.S. Census figures of areas with a population less than 50,000. The amount that the state may use for state administration, planning, and technical assistance activities is limited to 15 percent of the annual apportionment. States must spend 15 percent of the apportionment to support rural intercity bus service unless the Governor certifies that the intercity bus needs of the state are adequately met.
Match	The maximum Federal share for capital and project administration is 80 percent (except for projects to meet the requirement of the Americans with Disabilities Act (ADA), the Clean Air Act, or bicycle access projects, which may be funded at 90 percent.) The maximum Federal share for operating assistance is 50 percent of the net operating costs. The local share is 50 percent, which shall come from an undistributed cash surplus, a replacement or depreciation cash fund or reserve, or new capital.
Funding Availability	Year appropriated plus two years (total of three years).

If a tribal transit program is funded, once Caltrans receives the funds, the tribe could have a direct grantee relationship with the FTA.

**Section 5310 Elderly and Persons with Disability**

*National: \$117 million, California: \$12.4 million (FY 2007)*

This program is for private/non profit agencies and for capital expenses only; although 14 states have initiated a pilot program for operating costs.

This funding was established for meeting transportation needs of elderly persons and persons with disabilities where public mass transportation services are otherwise unavailable, insufficient, or inappropriate. It allows for the procurement of accessible vans and busses; communication equipment; and computer hardware and software for eligible applicants.

The chart below summarizes the Section 5310 Program

FTA Programmatic Element	Elderly and Persons with Disability Transit Program Section 5310
Appropriation	Funded under Federal Formula Grants
Description	Funds are used to provide transportation services to meet the special needs of the elderly and persons with disabilities.
Statutory Reference	49USC5310
Eligible Recipients	States apply for funds on behalf of local private non-profit agencies and certain public bodies.
Eligible Purposes	Capital projects are eligible for funding. Most funds are used to purchase vehicles, but acquisition of transportation services under contract, lease or other arrangements and state program administration are also eligible expenses.
Allocation of Funding	Funds are allocated by a formula that considers the number of elderly individuals and individuals with disabilities in each State. Caltrans then selects projects on a statewide discretionary basis.
Match	80 percent Federal and 20 percent local
Funding Availability	Year of appropriation (one year).

The procurement element of this program works in partnership with the California Department of General Services, Procurement Division, to provide a State contract for the purchase of paratransit buses that will meet the transportation needs for successful grantees under Section 5310. In addition, public agencies are able to purchase off the contract and benefit from the economies of scale of large group procurement.

Projects are awarded through a competitive application process.

Regional transportation planning agencies score projects from their region utilizing the California Transportation Commission (Commission) adopted project-scoring criteria and send a scored list of their projects to Caltrans. Caltrans forwards the regional lists to the statewide review committee which supplies a draft statewide prioritized list based on project scores calculated by the regions and determine a "cutoff point" (score) on the draft list based on the Commission's adopted criteria. The committee rescores any projects that are incorrectly scored by the regions and creates a statewide-prioritized list of projects representing 110 percent of the estimated available funds.

The statewide review committee holds a staff level hearing for all stakeholders to discuss the statewide-prioritized list and hear any appeals on technical issue. The statewide evaluation committee submits a final statewide-prioritized list to the Commission. The Commission holds a public hearing to discuss the prioritized list, overall program policy and adopts the prioritized list.

***Section 5316 Jobs Access and Reverse Commute (JARC)***

*Low income, Welfare to Work Suburban to Urban and Rural Program – National: \$144 million, California: \$20.6 million (FY 2007)*

This program is for low income, welfare to work recipients with suburban to urban or urban to suburban travel patterns, including rural areas. Under the recently enacted SAFETEA-LU, this program, as well as the New Freedom program described below, became newly established formula-driven programs, delegated by the FTA to the state DOTs or designated 5307 transit agencies (transit agencies that receive federal transit 5307 formula funds) to administer.

The Job Access and Reverse Commute (JARC) grant program assists states and localities in developing new or expanded transportation services that connect welfare recipients and other low income persons to jobs and other employment related services.

Job Access projects are targeted at developing new or expanded transportation services for welfare recipients and low income persons such as:

- Shuttles;
- Vanpools;
- New bus routes;
- Connector services to mass transit; and
- Guaranteed ride home programs.

Reverse Commute projects provide transportation services to suburban employment centers from urban, rural and other suburban locations for all populations.

Criteria for evaluating grant applications for Job Access and Reverse Commute grants include:

- Coordinated public transit human services transportation planning process involving state or local agencies that administer the Temporary Aid to Needy Families (TANF) and Welfare-to-Work (WtW) programs, the community to be served, and other area stakeholders;
- Unmet need for additional services and extent to which the service will meet that need;
- Project financing, including sustainability of funding and financial commitments from human service providers and existing transportation providers;

Other factors that may be taken into account include the use of innovative approaches, schedule for project implementation and geographic distribution.



The JARC grant program is intended to establish a coordinated regional approach to job access challenges. All projects funded under this program must be the result of a collaborative planning process that includes states and metropolitan planning organizations (MPOs), transportation providers, agencies administering TANF and WtW funds, human services agencies, public housing, child care organizations, employers, states and affected communities, and other stakeholders. The program is expected to leverage other funds that are eligible to be expended for transportation and encourage a coordinated approach to transportation services.

In urbanized areas with 200,000 population or more, MPOs select the applicant(s). In small urbanized areas under 200,000 population and in nonurbanized, rural, areas states select the applicant(s).

Tribal governments must go through the state process but, once selected, can choose to be subrecipients of the state or apply directly to FTA.

The chart below summarizes the JARC Program

<b>FTA Programmatic Element</b>	<b>Job Access/ Reverse Commute Section 5316</b>
Purpose of Program:	Provide transit service to/from jobs & training
Application/Grant Award Process:	Annual competitive application process conducted by recipient (state DOT or 5307 transit agencies). <ul style="list-style-type: none"> <li>▪ 5307 entities for larger urban areas, regionally.</li> <li>▪ State DOT in small urban and non-urbanized areas, statewide.</li> </ul>
Target Population:	Welfare Recipients and Low-Income groups
Grant Requirements	To follow Section 5307 grant requirements as deemed appropriate by FTA.
Administrative Costs:	Maximum allowable – 10 percent
Required Local Plan:	All selected projects must be derived from a local developed, coordinated human-services transportation plan.
Matching Requirement: Capital and/or Operations	80/20 for capital projects 50/50 for operational projects
Source of Match:	Federal non-DOT, state, local, private
Apportionment by FTA:	Formula-driven with an estimated 93 percent of funding being distributed to large and small urban areas in California.
Direct recipient of funds:	State and 5307 entities (MPOs)
Transfer of funds (state to local operators)	Permissible after completion of grant award process and consultation with responsible local officials. Suballocation of funds prior to competitive application process not permissible.
Eligible Sub-recipients:	Public agencies, CBOs, tribal governments, private firms

## NEW FUNDING SOURCES FOR TRIBAL TRANSIT SERVICES

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Both new state and federal programs are available for rural transit service. The new Federal Tribal Transit Program is specifically targeted to Tribal transit services. These programs are described below.

### **State Transportation Bond Program**

*Statewide \$3.6 billion, allocated by formula to transit agencies*

Proposition 1B, the \$20 billion transportation bond approved by the voters in November 2006, includes \$4 billion in bond funding for transit capital expenditures. :

- \$400,000,000 of the total is reserved for state intercity rail service improvements.
- The remaining \$3.6 billion would be split 50-50 according to current state allocation formulas for transit funds for operating and capital purposes.

Since these funds will be allocated directly to transit agencies, any new Tribal transit services would have to be coordinated through MTS and NCTD. To the extent MTS and NCTD have choices to add new service, perhaps some of these funds could be allocated to rural Tribal Service. It is unlikely but not out of the question.

### **Section 5317 New Freedom Initiative**

*National: \$81 million – California: \$10.1 million (FY 2007)*

This is a new program in SAFETEA-LU that is focused on new services and public transit services beyond the requirements of the Americans with Disabilities Act (ADA). The purpose of this program is to encourage services and facility improvements to address the transportation needs of persons with disabilities that go beyond those required by the Americans with Disabilities Act. It provides a new formula grant program for associated capital and operating costs.

The features are:

- Funds allocated through a formula based upon population of persons with disabilities.
- Allocations to designated recipients in areas over 200,000 (60 percent), to States for areas under 200,000 (20 percent) and non-urbanized areas (20 percent); States may transfer funds to urbanized or nonurbanized area programs as long as funds are used for New Freedom Program purposes.
- States and designated recipients must select grantees competitively.
- Matching share requirements are flexible to encourage coordination with other federal programs that may provide transportation, such as Health and Human Services or Agriculture.

- Projects must be included in a locally-developed human service transportation coordinated plan beginning in FY 2007.
- 10 percent of funds may be used for planning, administration, and technical assistance.

The New Freedom formula grant program was proposed by the administration and has been included in this legislation to provide additional tools to overcome existing barriers facing Americans with disabilities seeking integration into the work force and full participation in society. Lack of adequate transportation is a primary barrier to work for people with disabilities.

Examples of projects and activities that might be funded under the program include, but are not limited to:

- Purchasing vehicles and supporting accessible taxi, ride-sharing, and vanpooling programs.
- Providing paratransit services beyond minimum requirements (3/4 mile to either side of a fixed route), including for routes that run seasonally.
- Making accessibility improvements to transit and Intermodal stations not designated as key stations.
- Supporting voucher programs for transportation services offered by human service providers.
- Supporting volunteer driver and aide programs.
- Supporting mobility management and coordination programs among public transportation providers and other human service agencies providing transportation.

Also a recipient that transfers funds to the urbanized area formula grant program must certify that the project for which funds are requested had been coordinated with nonprofit providers of services. Beginning in FY 2007, a recipient will also be required to certify that projects selected were derived from a locally developed, coordinated public transit-human services transportation plan, and that the plan was developed through a process that involved individuals of the public, private, and nonprofit transportation and human services providers.

The chart below summarizes the New Freedom Initiative:

FTA Programmatic Element	New Freedom Initiative Section 5317
Purpose of Program:	To encourage services and facility improvements to address the transportation needs of persons with disabilities that go beyond those required by the Americans with Disabilities Act. Provides a new formula grant program for associated capital and operating costs.
Application/Grant Award Process:	Annual competitive application process conducted by recipient (state DOT or transit agencies that receive federal transit formula funds (5307 funds)). <ul style="list-style-type: none"> <li>▪ 5307 transit agencies for larger urban areas, regionally.</li> <li>▪ State DOT in small urban and nonurbanized areas, statewide.</li> </ul>
Target Population:	Disabled Only
Grant Requirements	To follow Section 5310 grant requirements as deemed appropriate by FTA.
Administrative Costs:	Maximum allowable – 10 percent
Required Local Plan:	Beginning in FY 2007, all selected projects must be derived from a local developed, coordinated human-services transportation plan.
Matching Requirement: Capital and/or Operations	80/20 for capital projects 50/50 for operational projects
Source of Match:	Federal non-DOT, state, local, private
Apportionment by FTA:	Formula-driven to states based upon population of persons with disabilities. In California, an estimated 93 percent of discretionary grant funding is distributed to large and small urban areas in California.
Direct recipient of funds:	State and 5307 entities (MPOs)
Transfer of funds (state to local operators)	Permissible after completion of grant award process and consultation with responsible local officials. Suballocation of funds prior to competitive application process not permissible.
Eligible Sub-recipients:	Public agencies, CBOs, tribal governments, private firms

**Tribal Transit Program**

*National - \$10 million (FY 2007)*

The federal Section 5311(c) established the new Public Transportation on Indian Reservations Program (the Tribal Transit Program). The national funding level authorized for this new program will increase from \$8 million in FY 2006 to \$15 million in FY 2009, for a total of \$45 million. The funds are taken off-the-top of the Section 5311 Nonurbanized Area Formula Grants Program and will be apportioned through discretionary grants directly to Indian tribes for any use eligible under the current Section 5311 Program.

FTA Tribal Transit Program  
Public Transportation on Indian Reservations

Year	2005	2006	2007	2008	2009	Total
Other-than-Urbanized Set Aside for Public Transportation on Indian Reservations		\$8 M	\$10 M	\$12 M	\$15 M	\$45 M

Funds are not meant to replace or reduce funds that Indian Tribes receive from States through the 5311 Program. There is no local match required.

*Allocation Process*

The March 22, 2006, Federal Register Notice proposed a single annual competitive selection process to fund both new and existing tribal transit systems and suggested not establishing minimum or maximum awards. In addition, the Notice proposed the following four criteria that would be evaluated and rated by FTA in making an award selection:

1. Demonstration of need
2. Benefits of the project adequacy of project planning
3. Financial commitment, and
4. Coordination.

Under the Tribal Transit Program, Indian tribes are eligible direct recipients. The list of awardees is shown in the April 4, 2007, Federal Register.<sup>9</sup> The San Diego area did not receive any of those awards.

The number and amount of awards is determined by a competitive process. Funding is available for start up services, enhancements, or expansion of existing transit services, and for planning studies and operational planning. Approximately 25 percent of the funding is set aside for start up grants. Planning grants will be limited to \$25,000 per applicant. Multiple year projects will be considered for funding, subject to the availability of annual appropriations.

The applications are due in October of each year; however, for FY 2007, the applications are due on August 2, 2007.

*Eligibility*

Eligible direct recipients include federally-recognized Indian tribes or Alaska Native villages, groups, or communities as identified by the Bureau of Indian Affairs (BIA) in the United States Department of the Interior. To be eligible recipients, tribes must have the requisite legal, financial, and technical capabilities to receive and administer Federal funds under this program.

Eligible projects include:

- Capital, planning and operating assistance for rural public transit service

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<sup>9</sup> Federal Register / Vol. 72, No. 64 / Wednesday, April 4, 2007

- Acquisition of public transportation services, including service agreements with private providers of public transportation services

Types of Services include:

- Start-up Services
- Existing Transit Services
- Planning Studies (limited to \$25,000)
- Capital Expenses – Acquisition, Construction, etc.

The project sponsor's technical and financial capacity are first evaluated and ranked as follows:

- Technical Capacity
  - Examples of the Tribe's management of other Federal projects.
  - Resources Tribe has to implement transit projects
- Financial Capacity
  - Financial systems and controls Tribe has in place to adequately receive and manage Federal grants

Once a project sponsor has met the basic technical and financial capacity criteria, then the following criteria are used to select projects:

- Project Planning and Coordination
  - Describe and demonstrate there is sound basis for project
  - Project is ready to implement if funded.
- Demonstration of Need
  - Demonstrate Tribal transit needs
  - Discuss how proposed transit improvements will address identified transit needs of Tribe
- Benefits of Project
  - Identify expected project benefits (i.e. increased ridership and daily trips, improved service)
- Financial Commitment and Operating Capacity
  - Identify any other funding sources used by Tribe to support existing or proposed transit services, including human service transportation, IRR, and/or FTA program funding.

Discussions with on this program the FTA specialist in Washington, DC indicate that the tribes could apply through SANDAG or another transit provider (MTS/NCTD) and then, once the grant is approved, FTA would change the reporting relationship to have FTA deal directly with the tribe. Technically, the recipient would be SANDAG, MTS, or NCTD, but the communication and monitoring would be with the tribe directly. This is a good option if the tribes can't meet all the FTA

certification requirements. The following terms and conditions apply to the Tribal Transit Program.

1. Common Grant Rule (49 CFR Part 18), "Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments." This is a government-wide regulation that applies to all Federal assistance programs.
2. Civil Rights Act of 1964. Unless Indian tribes are specifically exempted from civil rights statutes, compliance with civil rights statutes will be required, including compliance with equity in service. However, Indian tribes will not be required to comply with FTA program-specific guidance for Title VI and Title VII.
3. Section 504 and ADA requirements in 49 CFR parts 27, 37, and 38. These are government-wide requirements that apply to all Federal programs.
4. Drug and Alcohol Testing requirements (49 CFR part 655). FTA will apply this requirement because it addresses a national safety issue for operators of public transportation.
5. National Environmental Policy Act. This is a government-wide requirement that applies to all Federal programs.
6. Charter Service and School Bus transportation requirements in 49 CFR parts 604 and 605. The definition of "public transportation" in 49 U.S.C. 5302 specifically excludes school bus and charter service.
7. National Transit Database (NTD) Reporting requirement. 49 U.S.C. 5335 requires NTD reporting for all direct recipients of section 5311 funds. The Tribal Transit Program is a section 5311 program that will provide funds directly to Indian tribes and this reporting requirement will therefore apply.
8. Bus Testing (49 CFR 665) requirement. To ensure that vehicles acquired under this program will meet adequate safety and operational standards, this requirement will apply.

## FUNDING STRATEGY PLAN

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The key to the success of securing funding for transit projects is to develop a funding strategy plan and to work in coordination with the local, state and federal funding agencies and public transit service providers. This four-step plan is outlined below.

### **Step One – Funding Strategy**

This step identifies a plan for funding of the various needed transit services for the project sponsor. It also provides a consistent starting point for various stakeholders as the project sponsor seeks the support of local, state and federal funding decision-makers. Following are the building blocks necessary in developing a funding strategy:

- Develop a Financial Plan and Schedule for the Project
- Identify Funding Sources
- Identify Financing Techniques
- Develop Several Funding Strategies
- Discuss Funding Options with Potential Funding Agencies

For each Tribal transit project, a decision must be made as to which agencies will be the project sponsor, such as the Reservation Transportation Authority, MTS, NCTD, SANDAG, Caltrans, or another eligible entity, depending on the grant requirements.

### **Step Two – Informational Materials**

A clear, compelling story must be told about why Tribal transit service improvements are so vital. The story should detail not only the need for the service, but also its benefits to local communities, the region and the nation. Messages about the project must include the anticipated cost, schedule, and funding plan, and benefits should be quantified. Messages must also be simple, memorable and tailored to their audience.

### **Step Three – Funding Agency Strategy**

Once the funding strategies have been developed and ranked for relative ease of implementation, and the informational materials have been developed, it's now time to secure the funding. The goal is to negotiate funding commitments for short and long term funding. Potential funding agencies for Tribal transit service would include the MTS, NCTD, SANDAG, Caltrans Division of Mass Transit and the Federal Transit Administration.



### Step Four – Legislative Strategy

Only when the various potential funding agencies have agreed that the project is a priority and that the funding strategy is reasonable can a project owner successfully fully fund a project at the legislative level. The legislative strategy plan includes an outline the strategies and tasks. Local, state, and federal legislative contacts are identified. Legislative champions for Tribal transit service should be identified at the local, state, and federal level.

### Conclusion

The most promising funding sources for improved tribal transit service in the San Diego County area are the expanded and new transportation sources for rural transit in general and Tribal transit services specifically. In addition, opportunities exist to take advantage of HHS programs that allow transportation as an eligible cost. The funding sources that could be targeted include:

- New Tribal Transit Program through the FTA;
- New Section 5317 New Freedom Initiative through Caltrans; and
- Expanded Existing Section 5300 Programs through Caltrans
  - Section 5311 Nonurbanized Area Formula Program
  - Section 5310 Elderly and Persons with Disability Program
  - Section 5316 JARC Program

The four step funding strategy plan outlined above could increase the success in securing the funding needed for new and enhanced Tribal transit service in the San Diego County area.

## SUMMARY

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The following chart outlines the various funding programs described above and their availability for Tribal transit service.

Funding Source	Description	Amount (FY 2007)	Grant Process	Availability for Tribal Transit Service (1=likely 2=possible 3=not likely)		
				New Fixed Route Service	Route Deviation Feeder Service	Enhancements/ Extensions to Existing Service
<b>Existing Sources</b>						
TDA funds	State ¼ percent sales tax funds	Formula share for MTS and NCTD	By formula to transit agencies, Part of MTS and NCTD operating budgets	2	2	2
Farebox Revenue	Revenues from fares			2	2	2
<b>Expanded Funding for Existing Sources</b>						
Section 5311 Nonurbanized Area Formula	Provides funding for public transit in non-urbanized areas with population under 50,000.	\$20.2 million to California	75 percent apportioned to non-urban areas to a regional transportation planning agency (SANDAG), known as Regional Apportionment; 15 percent is for Section 5311(f) Intercity Bus Program; and 10 percent is for state administrative expenses.	2	2	2

Funding Source	Description	Amount (FY 2007)	Grant Process	Availability for Tribal Transit Service (1=likely 2=possible 3=not likely)		
				New Fixed Route Service	Route Deviation Feeder Service	Enhancements/ Extensions to Existing Service
<b>Existing Sources</b>						
Section 5310 Elderly and Persons with Disability	For meeting transportation needs of elderly persons and persons with disabilities where public mass transportation services are otherwise unavailable, insufficient, or inappropriate.	\$20.6 million to California	The statewide evaluation committee submits a final statewide-prioritized list to the Commission. The Commission holds a public hearing to discuss the prioritized list, overall program policy and adopts the prioritized list.	2	2	2
Section 5316 Jobs Access and Reverse Commute (JARC)	For low income, welfare to work recipients with suburban to urban or urban to suburban travel patterns.	\$20.6 million to California	Annual competitive application process conducted by recipient (Caltrans for rural areas and transit agency for urban areas). This is no longer a discretionary federal program	2	2	2
<b>New Sources</b>						
State Transportation Bond Program	Proposition 1B, the \$20 billion transportation bond approved by the voters in November 2006 – \$4 billion transit program	MTS and NCTD state formula share of \$3.6 billion bond	Split according to current state allocation formulas for transit funds for operating and capital purposes.	3	3	3

Funding Source	Description	Amount (FY 2007)	Grant Process	Availability for Tribal Transit Service (1=likely 2=possible 3=not likely)		
				New Fixed Route Service	Route Deviation Feeder Service	Enhancements/ Extensions to Existing Service
<b>Existing Sources</b>						
Section 5317 New Freedom Initiative	New program in SAFETEA-LU that is focused on new services and public transit services beyond the requirements of the Americans with Disabilities Act (ADA).	\$10.1 million to California	Annual competitive application process conducted by recipient (state DOT or 5307 entities).	2	2	2
Tribal Transit Program	Section 5311(c) established the new Public Transportation on Indian Reservations Program (the Tribal Transit Program).	\$10 million National	Annual competitive selection process to fund both new and existing tribal transit systems. Evaluated by five criteria.	1	1	1

**APPENDIX D –  
TRIBAL TRANSPORTATION EXAMPLE**

## TRIBAL TRANSPORTATION EXAMPLES

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This appendix provides a description of some of the tribal transportation programs that are operating across the country and provides Web links to pertinent on-line publications and tribal transit Web sites.

There are several examples of “best practices” in both rural transit (general public) and tribal transit services. It is important to note however that when reviewing “best practices” or creative and innovative solutions to transit/transportation challenges, an understanding of key characteristics of the respective communities may dictate their applicability to tribal transit issues in San Diego County. Best practices include examples of rural/tribal fixed-route, demand response and several variations in between including route deviation services.

The following edited excerpts from *RTAP National Transit Resource Center Technical Assistance Brief Number 14* profiles select examples or models addressing some of the important transportation-related issues faced by American Indians.

### *Mississippi Band of Choctaw Indians*

The Choctaw tribe encompasses 21,000 acres of land. The tribal government was formed under the Indian Reorganization Act of 1934, which authorized the tribe to elect representatives to form its governing body.

The Choctaw Transit Authority (CTA) is chartered by the Tribal Council. CTA operates ten employment-related transit routes, one senior citizen transit route, a vehicle maintenance center, and a gasoline service station. CTA is a Section 18 grantee through the Mississippi Department of Transportation, Public Transit Division, and serves three counties.

Mississippi and the Choctaw Transit Authority have worked closely with each other for 13 years. As a Section 18 recipient, the state requires CTA to promote training in several areas, much of which has been coordinated with the state. In 1988, the state used funds from its Petroleum Violation Escrow Fund to assess and repair transportation vehicles from all state projects, including the CTA Section 18 fleet.

In 1994, the Choctaw tribe opened a gambling facility that employs a large number of tribal members. CTA worked with the state on Section 3 funding assistance from the FTA for vehicles to be used for transportation on and off the reservation to service this tribal employment center. Since Mississippi has no state transportation funding assistance, state officials worked closely with the Choctaws on obtaining federal funds that are administered through the state.

### *Navajo Nation – Arizona*

The Navajo Nation includes approximately 170,000 members and covers 26,000 square miles within Arizona, New Mexico, and Utah. The Navajo Transit System (NTS) includes an office and a

maintenance facility for the 12 vehicles used in operating its fixed-route system. NTS was created to provide low-cost public transportation; it operates ten 41-passenger motor-coaches and four smaller vehicles, two of which are fully accessible.

The Navajo Nation Government established NTS in 1979. The department has two programs, Fixed Route and Charter Services. In 1980, NTS began operation with funds from the Federal Highway Administration under Section 147.

NTS operates seven routes, including two commuter routes and one feeder route which interlines with Greyhound services in Gallup, New Mexico. NTS services run Monday through Saturday on a fixed time schedule; present funding is provided by Section 18. Because the reservation covers portions of Arizona and New Mexico, Section 18 funds are distributed through both states.

According to the NTS Web site, the Fixed Route Program provides bus public transportation services all over the Navajo Nation. The seven routes begin as early as 5:00 a.m. and end as late as 8:00 p.m. All of the routes cover rural areas, where towns are 50 miles to 100 miles apart. The revenue generated is deposited into the Navajo Nation's general fund account and is not given back to the department to operate on. The 5311 Fixed Route program is funded by USDOT funds and is based on cash local matching, which comes from the Navajo Nation. In order to receive federal funding the transit system is required to meet a certain amount of revenue each year.

#### *Chickasaw Nation – Oklahoma*

The Chickasaw Nation has waged a massive campaign designed to provide transportation to all eleven counties within the Chickasaw service area.

The Chickasaw Nation received a demonstration grant from the FTA to develop a transportation system that became known as the Chickasaw Nation Transportation System (CNTS). Before the grant was approved, a survey of tribal members' needs was conducted. From these survey results CNTS put together an effective transportation plan which was then evaluated by the tribal council. Once approval was voted by the council, the plan was forwarded to the FTA for final approval.

Since the grant was experimental, there were few limitations on the system's design. CNTS used the RTAP *TransNet* peer networking system operated by the Community Transportation Association of America (CTAA) to assist in planning a cost-effective system to meet the needs of the Chickasaw Nation.

The backbone of the new system was coordination. CNTS and tribal services decided that CNTS should be the lead agency for all coordination efforts, including vehicle acquisition, facility storage, and maintenance, dispatching and scheduling, operations and administration. With this model, CNTS operates a demand-response and fixed-route service to a large number of tribal members in isolated areas and still meet the needs of the heavily populated areas.

Some of the agencies and services with which CNTS coordinates include:

- tribal Head Start programs,
- a tribal boarding school,
- Carl Albert Indian Hospital,

- two medical centers,
- an alcohol and drug treatment center,
- senior citizen nutrition centers,
- youth programs, and
- Community Health Representatives.

CNTS operates eight vans in six counties using fixed-route and demand-response services, with accessible vehicles meeting ADA requirements. Its goal is to widen the service area to include all eleven counties within the Chickasaw service area. With the coordination plan, CNTS eliminates duplication of service and offers its community an efficient transportation service.

### **Additional Examples of Tribal Transportation Programs**

Below are descriptions of some of the tribal transportation programs that are operating across the country.

#### **[Coeur d'Alene Tribe Older Americans Program \(http://www.cdatribe-nsn.gov/oap.shtml\)](http://www.cdatribe-nsn.gov/oap.shtml)**

The Older American's Program serves Tribal Elders in the Coeur d'Alene Tribe in Plummer, Idaho. The program maintains three vehicles; a 23 passenger tribally owned bus and two GSA vans for transportation services.

#### **[Umatilla Indian Reservation Public Bus Service](#)**

The Confederated Tribes of the Umatilla Indian Reservation in Oregon have a public bus service that runs through the community. The website contains the schedule and stops.

#### **[Warm Springs Senior Services](#)**

The confederated tribes of Warm Springs, Wasco, and Paiute in Oregon provide special services for their seniors, including transportation.

#### **[Chickasaw Transportation Services](#)**

The Chickasaw Nation in Oklahoma provides non-emergency medical transportation to tribal members. The site gives guidelines for riding the bus and numbers to call to schedule trips.

#### **[Ho-Chunk Nation Community Health Services](#)**

The goal of the Ho-Chunk Nation CHR Program is to improve the quality of life within the Ho-Chunk Nation of Wisconsin, its members and employees. It provides many services, including transportation, as a means to accomplish that goal.

#### **[Hopi Senom Transit \(http://www.azdot.gov/PTD/HopiTribe.asp\)](http://www.azdot.gov/PTD/HopiTribe.asp)**

The Hopi Senom Transit is a shuttle system that provides transportation along the rural reservation roads around Kykotsmovi, AZ. Created in 1986, the transit program provides affordable services to the general public, tribal employees as well as employees of local and state governmental entities located on the Hopi Reservation.

#### **[Kiowa Nation Public Transportation Authority](#)**

FASTrans was established in 1986 by the Kiowa Indian tribe in Oklahoma. The program serves approximately 84,696 residents in sections of Kiowa, Caddo, and Comanche counties. Regularly scheduled routes within the major cities Anadarko, Apache, and Carnegie are available, as well as



routes from these cities to the city of Lawton.

**Comanche Nation Transit System** (Oklahoma)

The following excerpt is from the Comanche Nation Web site ([http://www.comanchenation.com/Tribal\\_percent20Services/transit.html](http://www.comanchenation.com/Tribal_percent20Services/transit.html)): The Comanche Nation Transit makes designated stops and arranges "pick up points" according to the schedule. If you need to schedule a ride for Monday – Friday, you can contact the dispatcher and tell them your name, address, phone number, schedule pick up time, and your destination. The dispatcher will call the next available Transit Driver to pick you up. When your schedule is approved, it is your responsibility to inform the Transit office the day you will not be riding the bus. You cannot continue our services if you have (3) no shows according to the days you were scheduled to ride. The Comanche Nation Transit has a two (2) minute waiting period upon arrival at your pick up site. Your cooperation is greatly appreciated.

The Comanche Nation Transit routes operate hourly Monday-Friday from 6:00 a.m. to 11:00 p.m. Saturdays start at 9:00 a.m. and end at 5:00 p.m. Transit Buses run from 4:00 a.m. to 12:00 a.m. Monday – Friday.

*Additional Resources*

- Community Transportation Association of America (CTAA) – Information Station (rural transportation and tribal transportation) <http://www.ctaa.org/>
- Federal Highway Administration (DOT FHWA) – Tribal Transportation <https://www.fhwa.dot.gov/hep/tribaltrans/state.htm>
- Federal Transit Administration (FTA) <http://www.fta.dot.gov>
- US Department of Agriculture (USDA) – Rural Information Center <http://www.usda.gov/wps/portal/usdahome>
- Transit Cooperative Research Program (TCRP) <http://www.tcrponline.org/index.cgi>

**APPENDIX E – TRIBAL TRANSIT GRANT  
APPLICATION INFORMATION**



## TRIBAL TRANSIT GRANT APPLICATION INFORMATION

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The following information regarding the FTA Tribal Transit Program grant application requirements and the evaluation process was obtained from Federal Register: April 4, 2007, (Volume 72, Number 64) [Notices] [Page 16397-16405], Online via GPO Access [wais.access.gpo.gov] [DOCID:fr04ap07-104].

### DEPARTMENT OF TRANSPORTATION

Federal Transit Administration

Public Transportation on Indian Reservations Program; Tribal Transit Program

AGENCY: Federal Transit Administration (FTA), DOT.

ACTION: Notice of Funding Availability: Solicitation of Grant Applications for FY 2007 Tribal Transit Program Funds.

#### X. Application Content

##### A. Applicant Information

1. Name of federally recognized tribe and, if appropriate, the specific tribal agency submitting the application.
2. Dun and Bradstreet (D&B) Data Universal Numbering System (DUNS) number if available. (Note: If selected, applicant will be required to provide DUNS number prior to grant award, and DUNS number is required for submitting through grants.gov).
3. Contact information for notification of project selection: Contact name, address, and fax and phone number.
4. Description of public transportation services currently provided by tribe if any including areas served.
5. Name of person(s) authorized to apply on behalf of tribe (signed transmittal letter should accompany application if submitted in hard copy or e-mail).

##### B. Technical, Legal, and Financial Capacity to Implement the Proposed Project

Tribes that cannot demonstrate adequate capacity in technical, legal, and financial areas will not be considered for funding. Every application must describe the tribe's technical, legal, and financial capacity to implement the proposed project.

1. Legal Capacity: Provide documentation or other evidence to show that the applicant is a federally recognized tribe. Also, who is the authorized representative to execute legal agreements with FTA on behalf of the tribe? If currently operating transit service, does the tribe have appropriate Federal or State operating authority?
  2. Technical Capacity: Give examples of the tribe's management of other Federal projects. What resources does the tribe have to implement a transit project?
  3. Financial Capacity: Does the tribe have adequate financial systems in place to receive and manage a Federal grant? Describe the tribe's financial systems and controls.
- C. C. Project Information
1. Budget: Provide the Federal amount requested for each purpose for which funds are sought and any funding from other sources that will be provided. If applying for a multi year project (not to exceed 4 years), show annual request for each year by budget line item.
  2. Project Description: Indicate the category for which funding is requested i.e., Start-ups, Enhancements or replacements of existing transit services, or Planning studies or operational planning grants. Provide a summary description of the proposed project and how it will be implemented (e.g., number and type of vehicles, service area, schedules, type of services, fixed route or demand responsive, route miles (if fixed route) and size of service area, major origins and destinations, population served, and whether the tribe provide the service directly or contract for services and how will vehicles be maintained.
  3. Project Timeline: Include significant milestones such as date of contract for purchase of vehicle(s), actual or expected delivery date of vehicles, and service start up dates.
- D. Application Evaluation Criteria

Applications for funding of transit services should address the application criteria based on project to be funded (for more detail see section XII)

1. Criterion 1: Project Planning and Coordination.
2. Criterion 2: Demonstration of Need.
3. Criterion 3: Benefits of Project.
4. Criterion 4: Financial Commitment and Operating Capacity.

Applications for planning grants should address the criteria in section XII, C of this notice.

- E. Submission Dates and Times

Applicants may submit complete applications for the TTP in one of the three ways: electronically through grants.gov, in hard copy to Federal Transit Administration, 1200 New Jersey Avenue, SE., Washington, DC 20590, Attention: Lorna R. Wilson; or sending by e-mail to fta.tribalprogram@dot.gov by August 2, 2007, or submitted electronically through the Grants.gov Web site by the same date. FTA will announce grant selections when the competitive selection process is complete.

#### F. Intergovernmental Review

This program is not subject to Executive Order 12372, "Intergovernmental Review of Federal Programs."

#### G. Funding Restrictions

FTA will only consider applications for funding from eligible recipients for eligible activities (see section VI). Due to funding limitations, applicants that are selected for funding may receive less than the amount requested. The application process will allow an Indian tribe to apply for multiple years of funding not to exceed four years. No more than \$25,000 in funding will be awarded per planning grant. The remaining funds will be made available for applications for funding of start up or new systems, and enhancements or expansion of existing transit service.

#### H. Other Submission Requirements

Applicants submitting hard copies should submit five (5) copies of their project proposal application to the Federal Transit Administration, 1200 New Jersey Avenue, SE., Washington, DC 20059, Attention: Lorna Wilson, or apply electronically through the government-wide electronic grant application portal at <http://www.grants.gov>.

Alternatively, applicants may submit applications as an e-mail attachment to mailbox: fta.tribalprogram@dot.gov. Applicants applying by e-mail must fax signature documents to 202-366-7951, Attention: Lorna Wilson.

### XI. Application Review Process

#### A. Competitive Selection Process

FTA will divide applications into three categories. The three evaluation categories are as follows:

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Start-ups--Applications for funding of new transit service.

Existing transit services--Applications for funding of enhancements or expansion of existing transit services (including continuation of funding for start-ups selected for FY 2006 funding).

Planning--Applications for funding of transit planning studies and/or operational planning.

Applications will be grouped into their respective category for review and scoring purposes. Applications for planning will be evaluated using a pass/fail system, whereas start-up and existing transit services applications will be scored based on the evaluation criteria to determine rank for funding award determination purposes. An applicant can receive up to 25 points for each evaluation criteria.

FTA intends to award the full amount of funding available in FY 2007 for the TTP. FTA encourages applicants to review the evaluation criteria and all other related application information prior to preparation of application. Applicants may receive technical assistance for application development by contacting their FTA regional Tribal liaison, Tribal Transportation Assistance Program (TTAP) center, or the National Rural Transportation Assistance Program (RTAP) office. Contact information for technical assistance can be found in Appendix C.

## B. Evaluation Criteria

### 1. Project Planning and Coordination (25 Points)

In this section, the applicant should describe how the proposed project was developed and demonstrate that there is a sound basis for the project and that it is ready to implement, if funded. Information may vary depending on whether the tribe has a formal plan that includes transit.

- a. Applicants without a formal plan that includes transit are advised to consider and address the following areas:
  - i. Provide a detailed project description including the proposed service, vehicle and facility needs, and other pertinent characteristics of the proposed service implementation.
  - ii. Identify existing transportation services available to the tribe and discuss whether the proposed project will provide opportunities to coordinate service with existing transit services including human service agencies, intercity bus services, or other public transit providers.
  - iii. Discuss the level of support either by the community and/or tribal government for the proposed project.
  - iv. Describe the implementation schedule for the proposed project such as time frame, staffing, and procurement.
- b. Applicants with a formal transit plan are advised to consider and address the following areas:
  - i. Describe the planning document and/or the planning process conducted to identify the proposed project.

- ii. Describe how the mobility and client access needs of tribal human service agencies were considered in the planning.
  - iii. Describe what opportunities for public participation were provided in the planning process and how the proposed transit service or existing service has been coordinated with transportation provided for the clients of human service agencies, with intercity bus transportation in the area, or with any other rural public transit providers.
  - iv. Describe how the proposed service complements rather than duplicates any currently available services.
  - v. Describe the implementation schedule for the proposed project, including time frame, staffing, procurements, etc.
  - vi. Describe any other planning or coordination efforts that were not mentioned above.
- c. Based on the information provided as discussed in the above section, proposals will be rated on the following:
- i. Is there a sound basis for the proposed project?
  - ii. Is the project ready to implement?

## 2. Demonstration of Need (25 Points)

In this section, the application should demonstrate the transit needs of the tribe and discuss how the proposed transit improvements will address the identified transit needs of the tribe. Applications may include information such as destinations and services not currently accessible by transit, need for access to jobs or health care, special needs of the elderly and individuals with disabilities, income-based community needs, or other mobility needs.

Based on the information provided, the proposals will be rated on the following:

- a. Is there a demonstrated need for the project?
- b. How well does the project fulfill the need?

## 3. Benefits of Project (25 Points)

In this section, applications should identify expected project benefits. Possible examples include increased ridership and daily trips, improved service, improved operations and coordination, and economic benefits to the community.

Benefits can be demonstrated by identifying the population of tribal members and non-tribal members in the proposed project service area and estimating the number of daily, one-way trips the transit service will provide and or the number of individual riders. There may be many other, less quantifiable, benefits to the tribe and surrounding



community from this project. Please document, explain or show the benefits in whatever format is reasonable to present them.

Based on the information provided, proposals will be rated based on:

- a. Will the project improve transit efficiency or increase ridership?
- b. Will the project provide improved mobility for the tribe?
- c. Will the project improve access to important destinations and services?
- d. Are there other qualitative benefits?

4. Financial Commitment and Operating Capacity (25 Points)

In this section, the application should identify any other funding sources used by the tribe to support existing or proposed transit services, including human service transportation funding, Indian Reservation Roads, or other FTA programs such as the Job Access and Reverse Commute (JARC), New Freedom, section 5311, section 5310, or section 5309 bus and bus facilities funding.

For existing services, the application should show how TTP funding will supplement (not duplicate or replace) current funding sources. If the transit system was previously funded under section 5311 through the State's apportionment, describe how requested TTP funding will expand available services.

Describe any other resources the tribe will contribute to the project, including in-kind contributions, commitments of support from local businesses, donations of land or equipment, and human resources, and describe to what extent does the new project or funding for existing service leverage other funding.

The tribe should show its ability to manage programs by demonstrating the existing programs it administers, in any area of expertise such as human services. Based on the information provided the proposals will be rated on the extent to which the proposal demonstrates that:

- a. This project provides new services or complements existing service.
- b. TTP funding does not replace existing funding.

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- c. Tribe has or will provide non-financial support to project.
- d. Tribe has demonstrated ability to provide other services or manage other programs.
- e. Project funds are used in coordination with other services for efficient utilization of funds.

### C. Proposals for Planning Grants

For planning grants, the applications should describe, in no more than three pages, the need for and a general scope of the proposed study.

#### 1. Criteria: Need for Planning Study.

Based on the information provided, proposals will be rated pass/fail based on the following:

- a. Is the tribe committed to planning for transit?
- b. Is the scope of the proposed study for tribal transit?

### D. Review and Selection Process

Each application will be screened by a panel of members including FTA Headquarters, and regional staff and representatives of the Indian Reservation Roads Program. Incomplete or non-responsive applications will be disqualified. FTA will make an effort to award a grant to as many qualified applicant as possible.

## XII. Award Administration Information

FTA will award grants directly to federally recognize Indian tribes for the projects selected through this competition. Following publication of the selected recipients, projects, and amounts, FTA regional staff will assist the successful applicants to prepare an electronic application for grant award. At that time, the tribe will be required to sign the Certification and Assurances contained in Appendix B. The Master Agreement is available on the FTA Web site at [http://www.fta.dot.gov/17861\\_18441\\_ENG\\_HTML.htm](http://www.fta.dot.gov/17861_18441_ENG_HTML.htm)

Applicants that are selected for grant awards under the TTP will be required to formally designate, by resolution or other formal tribal action, an authorized representative who will have the authority to execute grant agreements on behalf of the Indian tribe with FTA and who will also have the authority on behalf of the Indian tribe to execute the FTA Annual List of Certifications and Assurances.

FTA will notify all applicants, both those selected for funding and those not selected, when the competitive selection process is complete. Projects selected for funding will be published in a Federal Register notice.

## XIII. Other Information

### A. Technical Assistance

Technical assistance regarding these requirements is available from each FTA regional office. The regional offices will contact those applicants selected for funding regarding procedures for making the required certifications and assurances to FTA before grants are made and will provide assistance in preparing the documentation necessary for grant award.

B. Certifications and Assurances

Applicants that are selected and formally notified of the FTA intention to award a grant under the TTP will be required to complete and execute the FTA Annual list of Certification and Assurances in accordance with the procedures described in this Notice of Funding Availability. The Annual List of Certifications and Assurances is attached in Appendix B for informational purposes only.

C. Reporting

Title 49 U.S.C. 5335 requires recipients, including tribes, of Section 5311 program funds to report data, specified in 49 U.S.C. 5311(b)(4) to the National Transit Database (NTD). Specific procedures and data requirements for tribes are being developed and will be available on the NTD Web site. For technical assistance, contact Lauren Tuzikow at (703) 462-5233, email: Lauren.tuzikow@TSPUSA.com. For NTD program information, contact Gary DeLorme at (202) 366-1652. Annual progress reports and financial status reports will be required of all recipients.

D. Agency Contact(s)

Contact the appropriate FTA regional Tribal Liaison (Appendix A) for application specific information and issues for general program information, contact Lorna R. Wilson, Office of Transit Programs, at (202) 366-2053, e-mail: Lorna.Wilson@dot.gov. A TDD is available at 1(800) 877-8339 (TDD/FIRS).

Issued in Washington, DC, this 29<sup>th</sup> day of March 2007.

James S. Simpson,  
Administrator