



Marin County Transit District

**Enhanced Taxi Services for Social Service Transportation & Public
Transit Programs in Marin County**

Marin County Enhanced Taxi Services Implementation Plan

DRAFT

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1. Introduction

IBI Group has been engaged to conduct the *Enhanced Taxi Services for Social Service Transportation & Public Transit Programs in Marin County* project for the Marin County Transit District (Marin Transit). The purpose of this project is to identify opportunities for enhanced taxi services in Marin County to supplement and support current and potential future social service transportation programs and public transit, including (but not necessarily limited to): public paratransit provided by Marin Transit and Golden Gate Transit (GGT); services for low-income persons sponsored by the Marin County Health and Human Services Department, Marin Transit or other public or private non-profit agencies; public bus and ferry services provided by GGT and Marin Transit; and services for older adults.

The findings from this project are intended to result in improved service, more efficient scheduling of paratransit trips, and the ability to provide additional new service in Marin County. This project is also intended to inform other counties or local jurisdictions about how to enhance taxi services within their localities by summarizing key findings and “lessons learned” during the course of the project. A series of background Technical Memoranda were prepared for review by and feedback from the Project Oversight Working Group. Representation on the working group included Marin Transit, Whistlestop Wheels, Golden Gate Highway and Transportation District, Marin Center for Independent Living, Indoor Sports Club, Marin County Paratransit Coordinating Council, Marin County Department of Health and Human Services, Project Independence, MTC Elderly & Disabled Advisory Committee, and a senior resident of Novato. This group played a key role in the identification of needs and in the refinement of enhanced taxi service strategies.

Technical Memoranda included:

- *Technical Memorandum 1: Summary of Stakeholder Consultation* provided an overview of the stakeholder consultation process and findings, as well as a high-level inventory of current transportation resources servicing Marin County.
- *Technical Memorandum 2: Needs Assessment & Potential Barriers to Taxi Industry Involvement* provided an overview of current taxi involvement in general public and social service transportation in Marin County, a summary of additional potential taxi industry involvement in publicly subsidized transportation, and the potential barriers that may inhibit or restrict this involvement.
- *Technical Memorandum 3: Potential Taxi Program Barriers Mitigation* provided potential strategies to overcome the barriers to taxi involvement described in Technical Memorandum 2.
- *Technical Memorandum 4: Proposed Enhanced Taxi Service Alternatives and Administration Framework*, detailed potential taxi service alternatives and a framework for the administration of enhanced taxi services and other mobility alternatives in Marin County. A preliminary list of taxi service and administrative alternatives was developed through a series of planning workshops held with a small number of Project Oversight Working Group members on July 9 and July 31, 2007.



The following report, *Marin County Enhanced Taxi Services Implementation Plan*, provides an implementation and staging plan for the strategies recommended for potential implementation in Marin County.

- *Chapter 2* provides background on how the enhanced taxi service alternatives were developed, a discussion of why coordination is important, and an overview of Mobility Management models.
- *Chapter 3* provides an overview of the *Marin County Enhanced Taxi Services Implementation Plan* strategy.
- *Chapter 4* provides background details on the proposed for-hire accessible taxi demonstration project.
- *Chapter 5* describes a proposed Marin Transit Mobility Manager Office for the administration and coordination of mobility alternatives in Marin County.
- *Chapter 6* provides details on a suggested Muir Beach taxi jitney demonstration project.
- *Chapter 7* describes a potential supplemental taxi service demonstration project intended to enhance Golden Gate Transit regional bus and ferry services.
- *Chapter 8* describes a proposed taxi voucher demonstration project to serve Marin County seniors who can no longer drive but are not ADA eligible.
- *Chapter 9* describes a potential strategy to coordinate social service taxi services.
- *Chapter 10* outlines details of a proposed expansion of the existing Whistlestop Wheels taxi service MOU to accommodate ADA mandated trips.



2. Development of Alternatives

2.1 Justification for Proposed Service Alternatives

Technical Memorandum 2: Needs Assessment & Potential Barriers to Taxi Industry Involvement provided an overview of current taxi involvement in general public and social service transportation in Marin County, a summary of additional potential taxi industry involvement in publicly subsidized transportation, and the potential barriers that may inhibit or restrict this involvement. *Technical Memorandum 2* also provided an overview of how the taxi industry in Marin County is currently involved in the delivery of paratransit and social service transportation. Potential paratransit, social service transportation, public transit service, and for-hire accessible taxi service opportunities were identified for Marin County taxi operators. Potential barriers to taxi involvement in the delivery of subsidized public transportation services were related to:

- Taxi capacity and service area coverage
- Ability to respond to public service requests in a timely manner
- On-board travel time (taking the shortest route possible)
- Limited accessible taxi capacity in Marin County
- Vehicle quality
- Driver orientation/training
- “Public service philosophy”
- Affordability and efficiency
- Social service agency client mixing on a shared ride service
- Auditing for appropriate use
- Budget control
- Contract oversight
- Public sector insurance requirements higher than current taxi coverage
- Sufficient business volumes to sustain taxi operator involvement
- Public sector random drug and alcohol testing requirements are higher than current taxi ordinance requirements
- Willingness to serve short trips
- Willingness and ability of taxi companies to invoice on a monthly billing cycle
- Willingness and ability of taxi companies to comply with contractual service standards and requirements



Technical Memorandum 3: Potential Taxi Program Barriers Mitigation provided potential strategies to overcome the barriers to taxi involvement described in *Technical Memorandum 2*. From discussions with representatives from Marin County's taxi industry, it was apparent that most potential barriers could be overcome. The remaining barriers that may have a negative impact on the use of taxi services to enhance public transit, paratransit, and social service agency transportation include:

- **Accessible taxi capacity and availability:** As of early December, 2007, there was only one accessible taxicab operating in Marin County¹. It is available when the owner has determined it is profitable to be in service. Although it is available for other drivers outside his operating shifts, the owner has not been able to lease it. Potential lessees feel that the accessible taxi is more expensive to operate than a sedan (fuel mileage and capital costs that may be reflected in the lease costs) and do not feel there is sufficient demand to warrant its operation in off peak hours. The operation of only one accessible taxicab in Marin County means that service is limited for taxi customers requiring a wheelchair accessible vehicle, and for social service and paratransit trips for clients and customers using wheelchairs. Currently, there is no consistent accessible taxi service available outside of the accessible taxi owner's shift hours for spontaneous travel. Service is available in the off hours through advance bookings.
- **Sedan/minivan capacity for ambulatory trips:** Taxi capacity and coverage is market driven. In-service taxi levels are self adjusting according to demand volumes, and taxis tend to serve the areas where demand is most concentrated. Marin taxi drivers basically need 1.5 passenger fares per hour and approximately 20 fares a shift to be profitable. Marin County's two major taxi companies control the number of taxis on the road at different time periods to avoid oversupply so that their lessees and/or owners remain profitable. The taxi companies need to be convinced that there is a sufficient and consistent threshold of work before they will increase capacity. Unless public transit, paratransit or social service transportation trip volumes are high enough to support full taxi shifts, there may not be sufficient capacity to accommodate peak trip requirements or trips in areas of the County that currently have low volumes of general taxi business. There is also the danger that local taxi drivers may become so dependent on publicly subsidized contract work that there is not sufficient capacity to respond to general public taxi demand.
- **Public agency insurance minimums:** Local taxi companies are not willing to increase their insurance coverage beyond the minimum combined single claim limit of \$350,000 for injury, death, or property damage required in the Marin General Services Authority Taxi Regulation Program. Although a number of public agencies are currently using taxi services without a requirement for additional coverage, public agency insurance requirements are generally higher than \$350,000. For example, Whistlestop Wheels

¹ A second accessible taxicab, also operated by North Bay Taxi, was being prepared as of this report, and should be on-line in January 2008.



requires a minimum of \$2,000,000 and is currently subsidizing its taxi contractor for additional insurance coverage costs.

2.2 Initial Enhanced Taxi Service Strategies Identified

An assessment was conducted of the identified mobility needs, the willingness and ability of local taxi providers to provide enhanced taxi services to the public, and potential barriers and ways of overcoming the potential barriers to taxi involvement in the delivery of subsidized public transportation services. From this assessment a number of potential enhanced taxi service alternatives were identified for Marin County. Specific alternatives included:

1. The procurement and leasing of accessible taxis to Marin County taxi companies to determine the market for the operation of accessible taxis in Marin County.
2. The expansion of the scope of supplemental taxi services to mandated trips and as backup to cover Whistlestop Wheels overloads, service disruptions, and late service.
3. The contracting of low performing Marin Transit services to taxi companies to provide coverage at reduced costs.
4. The use of taxis to provide feeder services or “last bus” service extensions for Golden Gate Transit regional ferry and bus services.
5. A taxi voucher program for Whistlestop Wheels registrants to test the concept as a potentially lower cost alternative and demand management strategy.
6. A taxi voucher program for Marin County seniors to test the appropriateness of the taxi voucher alternative as a cost-effective means of meeting the needs of seniors who can no longer drive but are not ADA eligible.
7. The central administration and coordination of taxi services used by social service agencies to increase the probability of securing transportation for agency clients or patients, reduce agency transportation costs, and reduce agency staff involved in the arrangement of transportation.

If implemented, the enhanced taxi alternatives would be introduced as demonstration projects to test the viability of taxi services to enhance publicly subsidized transportation services, measure the effectiveness of taxis in meeting the various mobility needs identified, and assess whether the use of taxis offers public transportation cost savings.

While the potential benefits of coordinating social service taxi services were recognized in the development of taxi service alternatives, the potential role of a central administration to manage and evaluate the proposed enhanced taxi demonstration projects was also recognized. A Marin Transit Mobility Manager Office was identified as an effective host for the implementation and management of the various enhanced taxi demonstration projects.



3. Implementation Strategy

The seven enhanced taxi service strategies identified in Section 2.2 of this document were reviewed and refined with members of the Project Oversight Working Group on July 9, July 31, September 5, and December 10, 2007, and presented to the Marin County Transit District Board of Directors on September 17, 2007. At this meeting the Board received the *Enhanced Taxi Services for Social Service Transportation & Public Transit Programs in Marin County* project update report as information and requested the finalization of an Implementation Plan for presentation to the Board for approval.

Based on input received from Marin Transit staff and members of the Project Oversight Working Group, an implementation plan has been prepared for the following alternatives:

1. A For-Hire Accessible Taxi Demonstration Project: Marin Transit would procure accessible taxis and lease them back to Marin County taxi companies to determine the market for the operation of accessible taxis in Marin County.
2. Supplemental Taxi Service Contract for Whistlestop Wheels: An expansion of the scope of supplemental taxi services to mandated trips and as backup to cover Whistlestop Wheels overloads, service disruptions, and late service.
3. Muir Beach Taxi Jitney Demonstration Project: Under a demonstration project, a taxi company would operate a scheduled jitney service between Marin City/Tam Junction/Tam High School and Muir Beach.
4. Golden Gate Transit Taxi Feeder Demonstration Project: Under a demonstration project, a taxi company would provide a feeder service to long distance regional bus and ferry routes.
5. Taxi Voucher Program for Marin County Seniors Demonstration Project: Under a demonstration project, a taxi voucher program would be established to test the appropriateness of the taxi voucher alternative as a cost-effective means of meeting the needs of seniors who can no longer drive but are not ADA eligible.
6. Social Service Taxi Coordination Demonstration Project: Under a demonstration project, taxi services used by social service agencies would be centrally administered and coordinated by a Mobility Manager Office hosted by Marin Transit. The Marin Transit Mobility Manager Office (MTMMO) would also provide project management, service agreement oversight, project monitoring and project evaluation for four of the remaining five enhanced taxi service demonstration projects identified for implementation.²

² The expansion of the Whistlestop Wheels supplemental taxi services agreement would occur independently of the proposed For-Hire Accessible Taxi, Marin Transit Supplemental Taxi Services, Golden Gate Transit Supplemental Taxi Services, Taxi Voucher Program for Marin County Seniors, and Social Service Taxi Coordination Demonstration Projects; it would be implemented and administered by Whistlestop Wheels management and staff.



During the initial assessment of mobility needs and potential roles for taxi services, a taxi voucher program for Whistlestop Wheels registrants was identified for consideration as a potential demonstration project. The objective identified for a Whistlestop Wheels registrant taxi voucher demonstration project was to test the concept as a potentially lower cost alternative and demand management strategy for ADA complementary paratransit service in Marin County. However, a decision was made not to fully develop this alternative as an immediate demonstration project because the Livermore Amador Valley Transit Authority (LAVTA) was proceeding with a similar project. Marin Transit and members of the Project Oversight Group did not feel it would be productive to duplicate LAVTA's efforts in light of the broader range of potential enhanced taxi service alternatives identified for Marin County. Marin Transit will revisit the pros and cons of a potential taxi voucher program once the results of the LAVTA demonstration project are available.

Figure 3.1 provides a summary of the enhanced taxi service strategies brought forward in the Implementation Plan. Included in the Figure 3.1 matrix is a brief description of the strategy, project partners and the markets that each strategy would serve.



Figure 3.1: Proposed Enhanced Taxi Service Strategies – Description, Project Partners, and Markets Served

Service Alternative	Project Partners	Markets Served
<p>For-Hire Accessible Taxi Demonstration Project</p> <ul style="list-style-type: none"> • Lease accessible taxis to local taxi companies to operate in regular for-hire taxi fleet. • Demonstrate to local taxi industry that there is a market for accessible taxis. 	<ul style="list-style-type: none"> • Marin Transit • Two Local Taxi Companies • Paratransit Coordinating Committee 	<ul style="list-style-type: none"> • Persons requiring a wheelchair accessible vehicle • General public taxi market
<p>Supplemental Taxi Service Contract for Whistlestop Wheels</p> <ul style="list-style-type: none"> • Expand current taxi use to mandated ADA trips. • Use for overloads and trips where there is a cost advantage. 	<ul style="list-style-type: none"> • Whistlestop Wheels • Marin Transit • Local Taxi Companies 	<ul style="list-style-type: none"> • Whistlestop Wheels registrants
<p>Muir Beach Taxi Jitney Demonstration Project</p> <ul style="list-style-type: none"> • Provide a lower cost alternative to bus operations for low demand service situations. • Provide lifeline public transit service for Muir Beach residents. 	<ul style="list-style-type: none"> • Marin Transit • Local Taxi Company(s) • Muir Beach Project Advisory Group 	<ul style="list-style-type: none"> • Rural transit customers (intercommunity service between Muir Beach and Marin City/Tam Junction/Tam High School) • ADA registrants (route deviation with prior telephone request)



Figure 3.1 cont'd

Service Alternative	Project Partners	Markets Served
<p>Golden Gate Transit Taxi Feeder Demonstration Project</p> <ul style="list-style-type: none"> • Provide a lower cost alternative to bus operations for low demand feeder services to regional bus and ferry services. 	<ul style="list-style-type: none"> • Golden Gate Transit • Local Taxi Company(s) • Marin Transit (potential project management) 	<ul style="list-style-type: none"> • Regional bus and ferry transit users
<p>Marin County Senior Taxi Voucher Demonstration Project</p> <ul style="list-style-type: none"> • To demonstrate the effectiveness of a taxi scrip program as an ADA paratransit demand management strategy. 	<ul style="list-style-type: none"> • Marin Transit • Marin Department of Health & Human Services • Marin County Commission on Aging • Local Taxi Companies • Demonstration Project Registrants 	<ul style="list-style-type: none"> • Marin County seniors who can no longer drive but are not ADA eligible



Figure 3.1 cont'd

Service Alternative	Project Partners	Markets Served
<p>Social Service Taxi Coordination Demonstration Project</p> <ul style="list-style-type: none"> • Centralized administration and coordination of taxi services for local social service agencies and health care providers. • Could include a demonstration project for seniors to test the feasibility of a taxi scrip program to support independent travel by seniors who have lost their drivers licenses. • Administration and coordination could be through a Mobility Manager Office provided by Marin Transit. 	<ul style="list-style-type: none"> • Marin Transit • Marin Department of Health & Human Services • Marin Center for Independent Living • Project Independence • Local Hospitals • Marin County School Districts • Marin County Commission on Aging • Local Taxi Companies 	<ul style="list-style-type: none"> • Various social service agencies and their clients. Examples include: <ul style="list-style-type: none"> • Seniors who can no longer drive but are not ADA eligible need a service alternative to access goods, services, and activities so that they can remain living independently. • Taxis could support Kaiser's Home Bound Program. • Taxis could deliver groceries, prescriptions and laundry to seniors who have lost their drivers licenses. • Taxis could supplement Project Independence's volunteer transportation program. Taxi drivers would have to be willing to assist frail senior passengers into their homes or at their destinations. Through their "hawkeye" volunteer program, Project Independence provides rides home for seniors discharged from same day surgery. Hawkeye volunteers drive the patient home, help them get settled into their homes and check to make sure the patient is safe and secure.





Figure 3.1 cont'd

Service Alternative	Project Partners	Markets Served
		<p>Taxi services would not be expected to provide this level of assistance.</p> <ul style="list-style-type: none"> • Low-income persons living in the Canal District of San Rafael need a flexible transportation service beyond the current public transit service area and service hours span to seek and hold service sector or entry level jobs scattered throughout the County. Many potential job locations are outside the transit service area, and shifts may start before and end after transit service hours. • Taxis could provide direct services to and from dialysis for non-ADA registrants. • Taxis could provide a lower cost alternative for those inter-hospital transfers not requiring on-board medical oversight.



3.1 The Rationale for Implementation as Demonstration Projects

Introduction as demonstration projects will provide a framework to test the viability of integrating taxi services with transit, paratransit, and social service transportation, and to determine whether the use of taxis actually enhances publicly subsidized transportation. The key questions are:

- Does the use of taxis improve service quality and flexibility to agency customers and/or clients?
- Does the use of taxis improve service efficiency for the funding agencies?

Other issues to be explored within a demonstration project framework include:

- Can the taxi industry effectively respond to the needs and contractual requirements of the participating transit, paratransit, and social service agencies?
- Can the taxi industry supply the necessary capacity to meet trip volumes of each demonstration project, plus the general public's needs for accessible taxi service?
- Is direct involvement in publicly subsidized transportation services a profitable business opportunity for the taxi industry in Marin County?

3.2 Implementation Plan Sequencing and Prioritization

A core objective that has evolved in the *Enhanced Taxi Services for Social Service Transportation & Public Transit Programs in Marin County* project is to increase the availability of accessible taxis in Marin County.

Central to the development of an enhanced taxi service strategy for Marin County is the initial implementation of the For-Hire Accessible Taxi Demonstration Project. The availability of accessible taxi capacity is critical for the effective implementation of the enhanced taxi alternatives identified for potential implementation, as well as for the use of for-hire taxi services by persons with disabilities who require a wheelchair accessible vehicle. The latter increases travel flexibility and spontaneity for persons who cannot use a standard taxi sedan or minivan. This in turn could provide an alternative for Whistlestop Wheels ADA registrants and possibly reduce ADA paratransit trip requests.

In developing a broader enhanced taxi services strategy for Marin County, the implementation of the For-Hire Accessible Taxi Demonstration Project provides the capacity base for the effective implementation of the Supplemental Taxi Contracts, Taxi Voucher, and Expansion of Social Service Taxi Use Demonstration Projects. With increased accessible taxi capacity, these other initiatives would not have to be limited to customers and clients who cannot use a sedan or minivan. The availability of sufficient accessible taxis would ensure the more equitable delivery of enhanced taxi services in Marin County.

The For-Hire Accessible Taxi Demonstration Project can be implemented and managed with existing Marin Transit staff resources. Management and implementation of the Muir Beach Taxi



Jitney, Golden Gate Transit Taxi Feeder, Seniors Taxi Voucher, and Social Service Taxi Coordination Demonstration Projects will require additional Marin Transit staffing through the establishment of the MTMMO. The expansion of the Whistlestop Wheels Supplemental Taxi Services can proceed independently of the Marin Transit enhanced taxi service initiatives and can follow a timeline established by Whistlestop Wheels management.

The following sequence is recommended for the implementation of the enhanced taxi service demonstration projects:

1. For-Hire Accessible Taxi Demonstration Project – prior to the establishment of the MTMMO.
2. Muir Beach Taxi Jitney Demonstration Project – subject to the establishment of the MTMMO.
3. Golden Gate Transit Taxi Feeder Demonstration Project – subject to the establishment of the MTMMO.
4. Taxi Voucher Program for Marin County Seniors Demonstration Project – subject to the establishment of the MTMMO.
5. Social Service Taxi Coordination Demonstration Project – subject to the establishment of the MTMMO.



4. For-Hire Accessible Taxi Demonstration Project

There is only one (possibly two) accessible taxicab operating in Marin County. It is operated through the North Bay Taxi Cooperative and is available when the owner has determined it is profitable to be in service. Although it is available for other drivers outside his operating shifts, the owner has not been able to lease it. Potential lessees feel that the accessible taxi is more expensive to operate than a sedan (fuel mileage and capital costs that must be reflected in the lease costs) and do not feel there is sufficient demand to warrant its operation in off peak hours.

The operation of only one accessible taxicab in Marin County means that service is limited for taxi customers requiring a wheelchair accessible vehicle and for social service and paratransit trips for clients and customers using wheelchairs. Currently there is no consistent accessible taxi service available outside of the accessible taxi owner's shift hours for spontaneous travel. Service is available in off peak hours through advance bookings. The restricted availability of accessible taxis limits the potential effectiveness of enhanced taxi services for transit, paratransit, and social services transportation in Marin County.

4.1 Objectives

The objectives of the For-Hire Accessible Taxi Demonstration Project are to:

- Demonstrate the existence of a market for accessible taxis in Marin County to encourage private taxi operators to purchase and operate accessible taxis as part of their regular taxi operations without public subsidy.
- Develop a sufficient accessible taxi capacity base to facilitate the effective implementation of:
 - supplemental taxi services for Whistlestop Wheels, Marin Transit, and Golden Gate Transit;
 - a taxi voucher program for Whistlestop Wheels ADA registrants; and
 - the expanded use of taxis by social service agencies.
- Increase the availability of for-hire accessible taxis for persons requiring a wheelchair accessible vehicle.



4.2 Operational Framework

Under a demonstration project arrangement, the Marin Transit would purchase four accessible taxis and lease two each to two different taxi companies providing service in Marin for a period of up to two years. On The Move and North Bay Taxi Cooperative³ were identified as potential participants in the For-Hire Accessible Taxi Demonstration Project because both companies:

- Provide county-wide coverage and operate 24 hours a day, 365 days a year.
- Currently provide transportation service to public agencies on an as required basis. (Whistlestop Wheels has a supplemental taxi service agreement with North Bay Taxi Cooperative to serve overflow paratransit trips.)
- Expressed an interest in exploring additional transit, paratransit, and social service agency contract work.
- Indicated that they would be willing and able to comply with a wide range of public agency service expectations and contractual requirements.
- Expressed an interest in participating in the For-Hire Accessible Taxi Demonstration Project (North Bay Taxi Cooperative currently operates an accessible taxi).

Accessible taxi services would be available to the public on a for-hire basis. Accessible taxicabs would operate in regular taxi service and customers would be required to pay the meter based fares. Individuals could book taxi service on an as required basis or establish their own service agreements with accessible taxicab drivers. Pick ups and drops offs could be arranged in Marin County. Drop offs could be arranged for destinations beyond Marin County in the East Bay and in San Francisco. Return trip pick up would have to be arranged through local East Bay and San Francisco accessible taxi operators. In cases where there was no accessible taxi available for return trips from outside Marin County, licensing agreements would have to be established to permit out-of-county pick ups by either On The Move or North Bay Taxi Cooperative.

Accessible taxi services provided to public agencies would be on a contracted price basis and billed back to the participating agencies under contract arrangements separate from the accessible taxi lease agreement.

Under the lease agreement:

- Accessible taxis would be leased to the participating taxi companies at a monthly lease rate equivalent to a representative 5-year amortized cost of a taxi sedan or non-

³ On The Move currently has approximately 40 taxis and leases taxis out to independent taxi drivers who operate through the On The Move dispatch office. North Bay Taxi Cooperative currently has 20 taxis and operates as a cooperative of 10 owner-operators. The individual member-owners operate their taxis in addition to leasing them out to independent drivers. A third functioning taxi company, North Marin Taxi, was identified in the study. North Marin Taxi consists of a single taxi, run by a single owner-operator, providing limited capacity and service area coverage.



accessible minivan. The taxi companies would in turn lease the vehicles to taxi drivers to operate during their respective shifts.

- The lease would also include an option for the taxi companies to purchase the accessible taxis at full amortized market value at the end of the demonstration project.
- Under the contractual requirements listed below, there would be accessible taxis available 24 hours a day, 365 days a year to facilitate spontaneous travel on a for-hire basis. Accessible taxicabs would operate in regular taxi service and customers would be required to pay the meter based fares.

4.3 Contract Requirements

Contractual requirements between Marin Transit and the participating taxi companies would reflect the lease agreement, service coverage expectations, and management data collection and reporting. At a minimum, the lease agreement would include:

- A definition of the lease period.
- Monthly lease costs and payment schedule.
- Insurance requirements, which could be based on the current \$350,000 minimum required in the Marin General Services Authority Taxi Regulation Program for general for-hire services. There must also be an indemnification clause covering the County, its employees and elected officials. Additional insurance coverage may be required for the supplemental taxi paratransit, transit, and social service strategies identified in this document. As Project Manager, Marin Transit will need secondary insurance coverage to cover potential liabilities and claims above the taxi company insurance coverage.
- Preventative and ongoing maintenance schedules and maintenance documentation requirements. Maintenance schedules must be in compliance with the manufacturer's warranty requirements and suggested maintenance schedule.
- Requirement to ensure the availability of at least one accessible taxi during all taxi shifts.
- Requirement to limit accessible taxi assignments to drivers who have successfully completed a driver training and orientation program approved by Marin Transit.

4.4 Roles and Responsibilities

Figure 4.1 provides a summary of suggested roles and responsibilities for a For-Hire Accessible Taxi Demonstration Project.



Figure 4.1: Marin County For-Hire Accessible Taxi Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
Marin Transit	<ul style="list-style-type: none"> • Procure four accessible taxis that most reflect local operating and service requirements. • Solicit local taxi industry advisory input into the development of accessible taxi specifications prior to procurement. • Assign Marin Transit staff position to the management of demonstration project and lease agreement (0.33 FTE for demonstration project)⁴. • Lease taxis to On The Move and North Bay Taxi Cooperative for a period of up to two years. • Establish a lease agreement to include monthly lease rates, vehicle availability expectations, vehicle care and maintenance expectations, and demonstration project monitoring protocols and reporting requirements. • Establish demonstration project goals, performance benchmarks, and a monitoring and evaluation process. • Monitor and evaluate demonstration project in conjunction with the participating taxi companies and a consumer panel. At a minimum, evaluation criteria should include, but not be limited to: compliance with lease requirements; vehicle reliability; logs summarizing vehicle shift coverage; hourly productivity by vehicle; monthly trip summaries broken out by for-hire, agency, and wheelchair/ambulatory trips; customer satisfaction; driver observations; and average trip length and fare collected. • Arrange random and quarterly vehicle inspections. • Establish and implement an accessible taxi marketing and outreach program for the two year demonstration project timeframe.

⁴ Public agency taxi contracts generally require substantial oversight attention. Adequate oversight of both the taxi lease and the For-Hire Accessible Taxi Demonstration Project should be achievable through the assignment of 1/3 of a Marin Transit Senior Planner's time to this project. The specific staff requirement identified for this project assumes a standalone project, implemented prior to the introduction of the MTMMO. Once the MTMMO is implemented, project oversight responsibilities would be assumed by the Mobility Manager position, eliminating the need for the 0.33 FTE identified in Figure 4.1.





Figure 4.1 cont'd

Organization	Responsibilities
Taxi Company Participants	<ul style="list-style-type: none"> • Ensure the availability of at least one accessible taxi during all taxi shifts. • Maintain the leased accessible taxis in accordance with a maintenance schedule defined in the lease agreement by Marin Transit. Make leased vehicle maintenance files available for Marin Transit inspection. • Establish a Marin Transit-approved driver training program. • Limit accessible taxi assignment to drivers who have participated in the training and orientation course. • Schedule accessible taxi operations into 24/7 operations through lease arrangements with owners and/or drivers. • Respond to accessible taxi service requests in a timely manner relative to the availability of accessible taxi capacity within the county. <i>If the market is there, taxi operators will ensure the availability of accessible taxi capacity.</i> • Plan agency trip assignments to ensure capacity to accommodate for-hire trip requests. • Participate in the monitoring and evaluation of the demonstration project and in the planning of service improvements. • Charge regular taxi meter rates for accessible taxi services. Do not charge a surcharge.
Marin Paratransit Coordinating Committee	<ul style="list-style-type: none"> • Participate in the development of demonstration project evaluation criteria. • Participate in the evaluation of the demonstration project and in the planning of service improvements. • •
Service Consumers	<ul style="list-style-type: none"> • Independently request service through taxi dispatch, noting the requirement for an accessible taxi. • Responsible for payment of full fare charges.

4.5 Evaluation Framework

Marin Transit will develop monitoring and evaluation protocols for the evaluation of the For-Hire Accessible Taxi Demonstration Project. Marin Transit, the participating taxi companies, and





possibly a sub-committee of the Marin Paratransit Coordinating Committee will develop evaluation criteria appropriate to measuring the success of the project. Criteria could include but not be limited to:

- Operating costs
- Taxi revenue generation
- Mechanical soundness of the demonstration vehicles – in-service availability relative to maintenance down time
- Design suitability of the demonstration vehicles
- Operating condition/vehicle maintenance
- Shift coverage
- Response time

4.6 Costs

Marin Transit is responsible for the procurement of the four accessible taxis to be used in the demonstration project and the assignment of staff resources to the management of the lease and evaluation of the project.

Figure 4.2 provides a summary of potential Marin Transit costs for the For-Hire Accessible Taxi Demonstration Project. Secondary insurance costs for Marin Transit would be covered under current policies. Participating taxi companies would be responsible for driver training, vehicle operating costs, and maintenance costs.

Funding has been secured for the procurement of four accessible taxis. Project management costs will be covered in annual Marin Transit administration and operating budgets.



Figure 4.2: For-Hire Accessible Taxi Demonstration Project Cost Summary

Costs	Cost Element	Year 1 FY 2008/09	Year 2 FY 2009/10	Total
Capital Cost	Four Accessible Taxis (\$35K to \$50K/unit)	\$200,000		\$200,000
Marin Transit Staff Costs (Senior Planner)*	Senior Planner (Step 2) - 0.33 FTE	\$26,512	\$27,307	\$53,819
	Overhead (40%)	\$10,605	\$10,923	\$21,528
	Total Staff Costs	\$37,117	\$38,230	\$75,347
Miscellaneous*	Marketing	\$6,000	\$6,180	\$12,180
	Insurance			
TOTAL		\$243,117	\$44,410	\$287,527

* Assumes a 3% annual rate of inflation.

4.7 Implementation Timeline

Figure 4.3 provides a possible For-Hire Accessible Taxi Demonstration Project timeline.



Figure 4.3: For-Hire Accessible Taxi Demonstration Project Timeline

Task	FY 2007/08						FY 2008/09						FY 2009/10						FY 2010/11																	
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
1 Approve For-Hire Accessible Taxi Demonstration Project																																				
2 Assign Marin Transit Staff Responsibilities																																				
3 Procure Four Accessible Taxis																																				
4 Establish Demonstration Project Goals, Performance Benchmarks and Monitoring/Evaluation Process																																				
5 Develop Lease Agreement																																				
6 Negotiate Lease with Participating Taxi Companies																																				
7 Market Availability of For-Hire Accessible Taxi Services																																				
8 Implement For-Hire Accessible Taxi Demonstration Project																																				
9 Ongoing Monitoring																																				
10 Project Evaluation																																				
11 Evaluation and Recommendation Report																																				





5. Marin Transit Mobility Manager Office

The Mobility Manager administrative framework was examined within the scope of the *Enhanced Taxi Services for Social Service Transportation & Public Transit Programs in Marin County Study*. A Mobility Manager Office was identified as appropriate to the effective and efficient management of the proposed enhanced taxi demonstration projects identified for implementation in the study, and the eventual coordination of a broader range of social service and non-transit HOV commuter services.

Four Mobility Manager models were reviewed within the scope of the study. These included Mobility Manager Offices:

1. Hosted by Marin Transit
2. Hosted by a not-for-profit community agency
3. Administered through a for-profit third party contractor
4. Developed as a hybrid structure combining public agency and private contractor involvement

A Mobility Manager Office housed within Marin Transit was selected as the preferred model for the following reasons:

- Extension of prescribed mandate to serve a broader base of community mobility needs.
- Fosters enhanced integration with public transit objectives (and possibly community expectations).
- Maximizes public sector responsibility, accountability, and legislative requirements.
- Enhanced consumer access through appointed (and elected) representatives.
- Provides opportunity to leverage existing resources (people, facilities, technology, and processes).
- Accrued financial benefits through economies of scale.

5.1 Key Responsibilities

The initial responsibility of an MTMMO would be to manage the proposed enhanced taxi demonstration projects. The scope of responsibilities would reflect the range of demonstration projects implemented with an administrative structure that evolves as demonstration projects are implemented. Initial responsibilities would include:

- Assuming the project management responsibilities for the For-Hire Accessible Taxi Demonstration Project (implemented prior to the establishment of the Mobility Manager Office).
- Project management of the Muir Beach Taxi Jitney Demonstration Project.



- Project management of the Golden Gate Transit Taxi Feeder Demonstration Project.
- Project management of the Taxi Voucher Program for Marin Seniors Demonstration Project and administration of the voucher program tested within the demonstration project framework.
- Project management of the Social Service Taxi Coordination Demonstration Project, as well as the scheduling of trip request referrals and the administration of the coordination program tested within the demonstration project framework.

Over time, the MTMMO could assume a broader centralized mobility referral function and assume the coordination of potential subscription bus, carpool, and vanpool commuter alternatives.

5.2 Costs

The costs summarized below reflect the staffing costs for the MTMMO. It is assumed that the Mobility Manager Office will be housed in Marin Transit administration office space and that no additional facility costs are anticipated. Actual program-related costs associated with the proposed for-hire accessible taxi lease, taxi jitney, taxi feeder, taxi voucher, and social service taxi coordination initiatives are incorporated in the respective chapters detailing each initiative. The MTMMO staff and administration overheads will be covered in the annual Marin Transit administration and operating budgets.

Figure 5.1 provides a summary of annualized costs for a five year timeframe. Costing assumes implementation of the:

- For-Hire Accessible Taxi Demonstration Project in late FY 2007/08.
- Muir Beach Taxi Jitney and Golden Gate Transit Taxi Feeder Demonstration Projects in FY 2009/10.
- Taxi Voucher Program for Marin Seniors Demonstration Project in FY 2010/11.
- Social Service Taxi Coordination Demonstration Project in FY 2011/12.

MTMMO staff, administration, and overhead costs could be subsidized or offset through the assignment of all or some of these costs to one or all of the demonstration projects. MTMMO overheads could be subsidized beyond the individual demonstration project phases through administrative fees charged for the services coordinated by the MTMMO.



Figure 5.1: Marin Transit Mobility Manager Office Staffing Cost Summary

Staffing Costs*	Implement Mobility Manager Office FY 2008/09	Implement Muir Beach Jitney & GGT Taxi Feeder FY 2009/10	Implement Senior Voucher FY 2010/11	Implement Social Service Taxi Coordination FY 2011/12	FY 2012/2013
Mobility Manager - Senior Planner (Step 2) - 1 FTE (\$82,750 salary plus 40% OH)	\$115,850	\$119,326	\$122,905	\$126,592	\$130,390
Accounting Clerk - 0.5 FTE (\$31,250 salary plus 40% OH)			\$43,750	\$45,063	
Trip Coordinator - 0.5 FTE (\$32,190 salary plus 40% OH)				\$45,063	
Combined Accounting Clerk & Trip Coordinator - 1 FTE (\$66,310 salary plus 40% OH)					\$92,580
TOTAL	\$115,850	\$119,326	\$166,655	\$216,718	\$222,970

* Assumes 3% annual wage increase.

5.3 Implementation Timeline

Figure 5.2 provides a possible timeline for the implementation of the MTMMO. It should be noted that while the For-Hire Accessible Taxi Demonstration Project can be implemented prior to the implementation of the Mobility Manager Office, the remaining demonstration projects should be held until the Mobility Manager Office is established to provide proper project management and program administration support. The establishment of the Mobility Manager Office will follow the restructuring of Marin Transit and the hiring of a new Marin Transit general manager in late FY 2007/08 or early FY 2008/09.





Figure 5.2: Marin Transit Mobility Manager Office Implementation Timeline

Task	FY 2007/08												FY 2008/09												FY 2009/10												FY 2010/11												FY 2011/12												FY 2012/13											
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
1 Recruit & Hire Marin Transit General Manager																																																																								
2 Assign Marin Transit Staff Responsibilities																																																																								
3 Establish Mobility Manager Office																																																																								
4 Manage For-Hire Accessible Taxi Demonstration Project																																																																								
5 Implement & Manage Muir Beach Taxi Jitney Demonstration Project																																																																								
6 Implement & Manage Golden Gate Transit Taxi Feeder Demonstration Project																																																																								
7 Hire Part Time Accounting Clerk																																																																								
8 Implement & Manage Taxi Voucher Program for Marin Seniors Demonstration Project																																																																								
9 Hire Part Time Trip Request Coordinator																																																																								
10 Implement & Manage Social Service Taxi Coordination Demonstration Project																																																																								





6. Muir Beach Taxi Jitney Demonstration Project

A number of potential supplemental taxi roles for Marin Transit were identified in an interview with Marin Transit's Senior Transportation Planner. These included:

- Augmentation of Routes 221, 233, and 259 by accommodating travel beyond normal transit coverage. For example, taxis could provide subscription services to low-income entry level workers to employment sites located off existing transit routes or for early or late shifts outside transit service coverage hours.
- A taxi jitney service to complement the West Marin Stagecoach rural transit service by providing regularly scheduled service between Marin City/Tam Junction/Tam High School and Muir Beach. The West Marin Stagecoach service once served Muir Beach when it was routed along Highway 1. Service was discontinued because of low demand and productivity. Marin Transit has received requests to reinstate service to Muir Beach to accommodate afternoon return trips from Tam High School, elderly trips, and trips to both the Zen Center and Slide Ranch.

The Muir Beach Taxi Jitney alternative was selected to test the potential role of taxis in the provision of public transit under contract to Marin Transit. The following provides an outline of the proposed alternative.

6.1 Objectives

The objectives of the Muir Beach Taxi Jitney Demonstration Project are to:

- Establish a demonstration project to test the viability of supplemental taxi contracts for the provision of supplemental services to Marin Transit's rural transit service.
- To test the effectiveness and efficiency of taxis providing public transit services in conjunction with Marin Transit services.
- Improve public transit service for Marin County residents and visitors.
- Expand the market base for accessible taxis in Marin County.

6.2 Operational Framework

A supplemental taxi agreement could be established with one of the taxi companies participating in the For-Hire Accessible Taxi Demonstration Project. A contract with one company is suggested to maximize the delivery of a consistent service and to encourage competitive bidding for the contracted service. A supplemental contract should be established for a two year demonstration project timeframe to allow a sufficient test period to market the new service and evaluate the service performance. The service contract should be sufficiently flexible to allow implementation of service improvements during the demonstration period.



Under the terms of the supplemental taxi agreement:

- A taxi jitney service could complement the current West Marin Stagecoach by providing regularly scheduled service between Marin City/Tam Junction/Tam High School and Muir Beach.
- Service would be limited to certain weekdays and weekends, with a focus on school and commuter trips on weekdays and recreational/shopping trips on weekends.
- Service in Marin City/Tam Junction/Tam High School would be limited to an established set of existing bus stops. As with the former rural transit service, the taxi jitney could deviate up to $\frac{3}{4}$ mile off route to pick up ADA eligible passengers. Route deviations for ADA eligible passengers will require a telephone request one to seven days before the scheduled ride.
- Current fare structure and transfer policy would be in effect.
- Benchmarks (hourly productivity, farebox recovery and cost per passenger trip) would be established for evaluation purposes.
- Contract rates would be based on the metered charge to operate a round trip between Tam Junction and Muir Beach. Ideally, this would be based on a competitive bid and reflect a discounted rate. The full round trip rate would be based on a pre-agreed amount of flexroute operation in Muir Beach to drop off outbound passengers and pick up inbound passengers. In cases where there were no outbound passengers or inbound trip requests from Muir Beach, a *minimum trip rate** (see below) would be established to compensate the taxi driver for the time required to check for outbound passengers at Marin City/Manzanita/Tam Junction and Tam High School.
- Service will only operate in response to walk on passengers at Marin City/Manzanita/Tam Junction or Tam High School and telephone requests from ADA eligible passengers for route deviations or for inbound service from Muir Beach. Requests will be made directly with the contracted taxi company on a telephone number dedicated to the Muir Beach Taxi Jitney service.
- At the beginning of each scheduled round trip, the contracted taxi will depart outbound from a designated bus stop at Marin City/Manzanita/Tam Junction with or without any walk on passengers, then proceed to Tam High School to pick up outbound passengers from this location. The contracted taxi will then proceed to Muir Beach to drop off and pick up passengers.
- The contracted taxi will operate within the corporate limits of Muir Beach as flexroute service in response to drop off and pick up requests.
- No full round trips will be made if there are no outbound walk on passengers at Mill Valley Junction or Tam High School, no route deviation requests, and no requests for inbound service from Muir Beach. **The taxi driver will be compensated at the minimum rate for incomplete trips.*



- Inbound service will only stop at Tam High School and Tam Junction/Marin City/Manzanita based on requests from the inbound passengers.
- The Muir Beach Taxi Jitney service will be assigned to a short list of drivers to ensure the consistent adherence to operating policies and procedures.
- Muir Beach Taxi Jitney trips will be assigned to an accessible taxi to ensure the availability of accessible service and strengthen the market for accessible taxis. Muir Beach residents are also interested in having bicycle carrying capabilities on these vehicles – perhaps Marin Transit can require taxis to have bike racks as part of the lease.
- Invoicing will be on a monthly cycle and based on the total trip charges net the cash fares collected. Fares will not be net for eligible transfer trips accommodated. Collected transfers must be returned with the invoices.

6.3 Contract Requirements

A supplemental service contract is required between Marin Transit and the participating taxi company. The service agreement must clearly define and explain service expectations (policies and procedures), administrative procedures, and contractual requirements. At a minimum, the service agreements should include:

- Service delivery expectations, including applicable Marin Transit service policies and parameters (on-time performance, driver procedures and conduct, transfer policy, and fare policy).
- Service schedule, including days of service, round trip departure and arrival times by trip, and timepoints.
- Administrative oversight expectations, including record keeping and reporting format and protocols (updated driver and vehicle lists, detailed dispatch logs submitted monthly and available on a daily basis for complaint investigation, drug and alcohol testing records, and current insurance and licensing status documentation).
- Daily trip logs summarizing arrival and departure times, mileage, passenger boardings and alightings by timepoint, and fare type collected for each trip.
- Trip booking procedures for inbound trips from Muir Beach.
- Fixed route and flexroute operating procedures.
- Compensation for trips operated (meter or other rate charges net cash fares collected), administrative overhead if applicable (for dispatching and record keeping), and additional insurance coverage if applicable.
- Service vehicles (trip assignment priority to accessible taxis, requirements for age and operating condition of contract vehicles).



- Random drug and alcohol testing requirements.
- Driver training and orientation expectations.
- Driver qualifications – trip assignment limited to a short list of drivers who have been trained, participate in the random drug and alcohol testing program, and are willing to provide a scheduled jitney service.
- Billing cycle and invoice requirements.
- Insurance requirements⁵.

6.4 Roles and Responsibilities

Figure 6.1 provides a summary of suggested roles and responsibilities for the proposed Muir Beach Taxi Jitney Demonstration Project.

⁵ Insurance requirements for supplemental taxi contracts remain an issue. The taxi ordinance only requires \$350,000 coverage. Both North Bay Taxi Cooperative and On The Move have indicated that they will not participate in service agreements if they are required to increase their fleet insurance coverage without compensation. Strategies to overcome this issue include:

1. Lower public agency insurance requirements to \$350,000 per single claim.
2. Underwrite the additional premium costs (\$1,000,000 coverage) per taxicab participating in public agency services for the demonstration project period.
3. Establish secondary coverage to insure participating public agencies for claims above the current taxi company coverage. This is often done in conjunction with public agency-sponsored volunteer driver programs where agencies obtain a secondary policy to cover claims above the volunteer's primary policy. Claims are initially made against the primary policy holder up to the limit of their coverage.
4. Increase liability insurance minimums in the Marin General Services Authority Taxi Regulation Program to \$1,000,000 per occurrence. *Raising the taxi insurance minimums could reduce overall taxi capacity and service in Marin County.*



Figure 6.1: Muir Beach Taxi Jitney Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
Marin Transit (Through Mobility Manager Office)	<ul style="list-style-type: none"> • Competitively bid, then establish a service agreement with one taxi company participating in the For-Hire Accessible Taxi Demonstration Project. Service agreement must specify service requirements (see Section 6.3). • Establish annual budget. • Provide contract oversight and monitor service compliance. • Monitor and evaluate service performance. • Market service to public. • Provide taxi contractor with a dedicated telephone line for the booking of ADA eligible route deviations and inbound trips from Muir Beach. • Establish fare and transfer policy. • Maintain secondary insurance policy to cover damage claims that exceed limits of taxi company insurance coverage. • If necessary, resolve insurance issues. At a minimum, accept current taxi insurance coverage minimums and establish a secondary policy to cover potential claims and liabilities above the taxi company coverage levels.
Taxi Company	<ul style="list-style-type: none"> • Operate service in accordance with the specifications of the service agreement and service schedule. • Process telephone requests for ADA eligible route deviations and inbound jitney trips from Muir Beach. • Collect passenger fares and transfers or record pass use. • Ensure availability of required capacity. • Maintain trip logs and provide management reports as required. • Prepare monthly invoices in accordance with Marin Transit requirements. • Consistently assign this work to a small pool of drivers to ensure familiarity with routes, schedules, and passenger pick up/drop off locations. • Where feasible, assign jitney trips to accessible taxis. If accessible taxis are not consistently available, process advance bookings for wheelchair accessible service for appropriate assignment on an as-required basis. • Participate in evaluation of demonstration project.





6.5 Evaluation Framework

There must be benefits from the assignment of Marin Transit services to a taxi contractor. Generally, these benefits are recognized in terms of cost savings. The cost per passenger trip on the proposed Muir Beach Taxi Jitney should be lower than the cost to serve the trip with regular Marin Transit service. Also, productivity should be high enough to achieve Marin Transit's minimum farebox recovery benchmark of 12%.

The following provides a methodology for the calculation of cost differences between passenger trips accommodated on the proposed Taxi Jitney and on regular Marin Transit.

6.5.1 Operating Cost per Passenger Trip on Regular Marin Transit Service

Cost per passenger trip = (variable operating costs per revenue hour + administrative overhead per revenue hour) *divided by* passengers per revenue hour

Where:

Variable cost per revenue hour =	(Direct operator labor costs + fuel + insurance costs + fleet maintenance costs) <i>divided by</i> revenue hours operated
Administration costs per revenue hour =	Applicable Marin Transit administration costs <i>divided by</i> total revenue hours operated
Passengers per revenue hour =	Total passengers carried <i>divided by</i> total revenue hours

6.5.2 Operating Cost per Passenger Trip on Muir Beach Taxi Jitney Service

Cost/passenger trip = Average gross taxi cost per passenger trip + Marin Transit administration overhead per passenger trip

Where:

Average gross taxi cost per passenger trip =	Gross taxi billings (before fare net off) <i>divided by</i> total completed passenger trips by taxis
Marin Transit administration costs per passenger trip =	Total applicable Marin Transit administration costs <i>divided by</i> total number of passengers carried on all Marin Transit services



6.6 Costs

Figure 6.2 provides a summary of potential annual costs for the Muir Beach Taxi Jitney Demonstration Project. Costs are currently based on meter charges reflecting a \$1.90 flag drop charge per one way trip and a variable rate of \$3.00 per mile. Twenty miles were estimated for a round trip. Costs assume that additional insurance coverage would be covered as a secondary insurance policy under existing Marin Transit insurance costs for at least the duration of the demonstration project. The secondary policy would cover Marin Transit for claims that exceeded the current coverage maintained by local taxi companies under the terms of the Marin General Services Authority Taxi Regulation Program.

Muir Beach Jitney service operating costs and administration overheads will be covered in annual Marin Transit administration and operating budgets. The cost per passenger served will decrease with increases in the number of passengers carried per taxi jitney trip.



Figure 6.2: Muir Beach Taxi Jitney Demonstration Project Cost Summary

Costs*	Cost Element	Year 1 FY 2009/10	Year 2 FY 2010/11	Total
Annual Operating Cost	Based on flag drop charges of \$1.90 and variable meter charges of \$3.00/mile (2007/08 costs)			
	16,000 revenue miles/year at \$3.00/mile	\$52,459	\$54,033	\$106,492
	254 service days/year			
	Three round trips/service day			
Marin Transit Staff Costs (Senior Planner)	Senior Planner (Step 2) - 0.1 FTE	\$7,160	\$7,375	\$14,535
	Overhead (40%)	\$2,864	\$2,950	\$5,814
	Total Staff Costs	\$10,024	\$10,325	\$20,349
Miscellaneous	Marketing	\$5,000	\$5,150	\$10,150
	Insurance			
TOTAL		\$67,483	\$69,507	\$136,990

* Assumes a 3% annual rate of inflation.

6.7 Implementation Timeline

Figure 6.3 provides a possible timeline for the implementation of the Muir Beach Taxi Jitney Demonstration Project. It would be implemented following the establishment of the MTMMO.



7. Golden Gate Transit Taxi Feeder Demonstration Project

In Project Oversight Working Group meeting discussions, the Golden Gate Bridge, Highway and Transportation District (GGBHTD) representative identified a potential role for taxis providing “last mile” taxi feeder services in Marin to and from Golden Gate Transit (GGT) regional bus and ferry routes. The initial concept was to provide feeder service to and from major transfer points where and when local transit services are not provided (including early mornings and evenings). Possible sites include: San Rafael Transit Center, San Anselmo Hub, Marin City, Marin Center, Ignacio, and Novato. For inbound feeder trips, subscription routes could be organized for the taxi companies by GGT. For outbound trips, subscription routes could be organized for regular commute trips. For casual trips, GGT dispatchers could request taxis (based on bus operator requests) prior to the arrival of the bus at the transfer hub.

From the initial discussion and subsequent Project Oversight Working Group and internal GGBHTD discussions, a potential taxi feeder demonstration project was identified to evaluate the feasibility and potential benefits of taxis supplementing GGT services.

7.1 Objectives

The objectives of the Golden Gate Transit Taxi Feeder Demonstration Project are to:

- Test the effectiveness and efficiency of taxis providing public transit services in conjunction with GGT services.
- Increase ridership on GGT regional bus and ferry routes.
- Expand the market base for accessible taxis in Marin County.

7.2 Operational Framework

A supplemental taxi agreement could be established with one of the taxi companies participating in the For-Hire Accessible Taxi Demonstration Project. For the Golden Gate Transit Taxi Feeder Demonstration Project, a contract with one company is suggested to maximize the delivery of a consistent service and to encourage competitive bidding for the contracted service⁶. A supplemental taxi service contract should be established for a two year demonstration project timeframe to allow a sufficient test period to market the new service and evaluate the service performance. The service contract should be sufficiently flexible to allow implementation of service improvements during the demonstration period. *The implementation*

⁶ If the use of taxis is expanded beyond the demonstration project to additional transfer sites, service agreements could be established with more than one taxi company; however, each individual transfer site served should be limited to a single service agreement.



of a demonstration project assumes there are no labor agreement issues with the contracting out of services.

Within the scope of the demonstration project:

- An application site would be identified based on a market assessment of where the service might have the greatest potential benefit. For demonstration purposes, the feeder service should be targeted to serve a limited set of GGT regional bus and ferry trips. Based on the results of the demonstration project, the range of individual regional bus and ferry route trips served by the taxi feeder service could later be expanded.
- The transfer site should be limited to a facility where taxi feeder services would not duplicate existing bus feeder services, would complement and enhance existing “park and ride” access in Marin to fixed route long distance regional bus and ferry routes, and where taxi services are not currently concentrated. *Note: Both On The Move and North Bay Taxi Cooperative currently operate out of the cab stand at the San Rafael Transit Center, providing regular taxi service to GGT passengers.*
- Taxi feeder service would be organized on a subscription basis and, although available to anyone, would target passengers accessing southbound GGT and ferry routes and egressing northbound buses and ferries in Marin. Taxi jitney routes could be organized based on customer requests received by GGT.
- The taxi feeder service would operate as a “many-to-one” service in the am, with inbound routing based on the pick up locations of the service subscribers. The subscriber living furthest away would be picked up first, while the subscriber living closest in would be picked up last.
- The taxi feeder service would operate as a “one-to-many” in the pm, with outbound routing based on the drop off locations of the subscribers. In reverse of the am routing, the subscriber living closest in would be dropped off first, while the subscriber living furthest away would be dropped off last.
- GGT would be responsible for project funding and, in conjunction with Marin Transit, for service planning and policy development.
- Through an interagency agreement (possibly an MOU), Marin Transit, through the MTMMO, would manage the demonstration project, day-to-day operations, and the service contract with the participating taxi company.
- Passengers would book the service through the MTMMO.
- The MTMMO would develop service schedules based on subscriber residences and the am departure/pm arrival times of the regional bus or ferry routes served.
- GGT would develop a monthly subscription pass policy for the service. No fares would be collected by the contact taxi drivers. Drivers would be provided with a list of eligible subscribers and the pick up/drop off addresses. The scope could be expanded to casual trips, assuming the capability to process the trip requests and assign them to the taxi contractor.



- A cancellation policy would be developed. A service suspension policy would be developed to encourage advance cancellations.
- Benchmarks (hourly productivity, farebox recovery and cost per passenger trip) would be established for evaluation purposes.
- Contract rates would be based on the metered charge to operate a round trip between the transfer location and the furthest residential pick up or drop off location. Ideally, this would be based on a competitive bid and reflect a discounted rate. Distances will be verified by the MTMMO.
- The GGT taxi feeder service would be assigned to a short list of drivers to ensure consistent adherence to operating policies and procedures.
- GGT taxi feeder trips should be assigned to an accessible taxi to ensure the availability of accessible service and strengthen the market for accessible taxis. If an accessible taxi is not available, the service should be assigned to a minivan taxi, and passengers requiring wheelchair accessible service should be encouraged to make advance bookings.
- Invoicing would be on a monthly cycle and would be based on the total trip charges. The MTMMO would be responsible for processing and checking invoices.

7.3 Contract Requirements

A supplemental taxi service contract is required between GGT and the participating taxi company. The service agreement must clearly define and explain service expectations (policies and procedures), administrative procedures, and contractual requirements. At a minimum, the service agreements should include:

- Service delivery expectations, including applicable GGT service policies and parameters (on-time performance, driver procedures, and taxi feeder service fare policy).
- Service schedule, including days of service, round trip departure and arrival times by trip, and timepoints. *Schedules will change as subscription membership changes.*
- Administrative oversight expectations, including record keeping and reporting format and protocols (updated driver and vehicle lists, detailed dispatch logs submitted monthly and available on a daily basis for complaint investigation, drug and alcohol testing records, and current insurance and licensing status documentation).
- Daily trip logs summarizing arrival and departure times, mileage, and passengers carried for each trip.
- Compensation for trips operated (meter or other rate charges), administrative overhead if applicable, and additional insurance coverage if applicable.



- Service vehicles (trip assignment priority to accessible taxis, requirements for age and operating condition of all contract vehicles).
- Random drug and alcohol testing requirements.
- Driver training and orientation expectations.
- Driver qualifications – trip assignment limited to a short list of drivers who have been trained, participate in the random drug and alcohol testing program, and are willing to provide a scheduled jitney service.
- Billing cycle and invoice requirements.
- Insurance requirements⁷.

7.4 Roles and Responsibilities

Figure 7.1 provides a summary of suggested roles and responsibilities for the proposed Golden Gate Transit Taxi Feeder Demonstration Project. An agreement between GGT and Marin Transit is required for coordination of the project through the proposed MTMMO. Project coordination will range from managing the demonstration project and taxi service agreement to booking and assigning the trip requests⁸. Costs in Section 7.6 reflect the portion of the Marin Transit Mobility Manager's time to manage the project and service agreement. This role is also reflected in the project timeline in Section 7.7.

⁷ Insurance requirements for supplemental taxi contracts remain an issue. The taxi ordinance only requires \$350,000 coverage. Both North Bay Taxi Cooperative and On The Move have indicated that they will not participate in service agreements if they are required to increase their fleet insurance coverage without compensation. Strategies to overcome this issue include:

1. Lower public agency insurance requirements to \$350,000 per single claim.
2. Underwrite the additional premium costs (\$1,000,000 coverage) per taxicab participating in public agency services for the demonstration project period.
3. Establish secondary coverage to insure participating public agencies for claims above the current taxi company coverage. This is often done in conjunction with public agency-sponsored volunteer driver programs where agencies obtain a secondary policy to cover claims above the volunteer's primary policy. Claims are initially made against the primary policy holder up to the limit of their coverage.
4. Increase liability insurance minimums in the Marin General Services Authority Taxi Regulation Program to \$1,000,000 per occurrence. *Raising the taxi insurance minimums could reduce overall taxi capacity and service in Marin County.*

⁸ The implementation of the Golden Gate Transit Taxi Feeder Demonstration Project will have to be set back until after the MTMMO hires a part time Trip Request Coordinator in conjunction with the implementation of the Social Service Taxi Coordination Study (refer to Figure 5.2).



Figure 7.1: Golden Gate Transit Taxi Feeder Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
GGT	<ul style="list-style-type: none"> • Secure funding for demonstration project. • Establish agreement with Marin Transit to coordinate the demonstration project and service through MTMMO. • Direct Marin Transit in the finalization of operating policies and procedures. • Establish subscription pass and casual trip policy. • Evaluate demonstration project and develop recommendations from evaluation findings.
MTMMO	<ul style="list-style-type: none"> • Competitively bid, then establish a service agreement with one taxi company participating in the For-Hire Accessible Taxi Demonstration Project. Service agreement must specify service requirements (see Section 7.3). • Establish annual budget. • Provide contract oversight and monitor service compliance. • Monitor and evaluate service performance. • Market service to public. • Book subscription requests. • Prepare and update schedules for use by taxi contractor. • Maintain secondary insurance policy to cover damage claims that exceed limits of taxi company insurance coverage. • If necessary, resolve insurance issues. At a minimum, accept current taxi insurance coverage minimums and establish a secondary policy to cover potential claims and liabilities above the taxi company coverage levels.





Figure 7.1 cont'd

Organization	Responsibilities
Taxi Company	<ul style="list-style-type: none"> • Operate service in accordance with the specifications of the service agreement and service schedule. • Operate service in accordance with schedules provided by GGT. • Ensure availability of required capacity. • Maintain trip logs (see Section 7.3) and provide management reports as required. • Prepare monthly invoices in accordance with GGT requirements. • Consistently assign this work to a small pool of drivers to ensure familiarity with routes, schedules, and passenger pick up/drop off locations. • Where feasible, assign GGT feeder trips to accessible taxis. If accessible taxis are not consistently available, process advance bookings for wheelchair accessible service for appropriate assignment on an as required basis. • Participate in evaluation of demonstration project.

7.5 Evaluation Framework

There must be benefits from the assignment of GGT feeder services to a taxi contractor. Generally, these benefits are recognized in terms of cost savings and increased ridership. The cost per passenger trip on the proposed taxi feeder service should be lower than the cost to serve the trip with regular GGT or Marin Transit service. Also, productivity should be high enough to achieve minimum farebox recovery benchmarks.

The following provides a methodology for the calculation of cost differences between passenger trips accommodated on the proposed taxi feeder service and on regular GGT or Marin Transit service.

7.5.1 Operating Cost per Passenger Trip on Regular Transit Service

Cost per passenger trip = (variable operating costs per revenue hour + administrative overhead per revenue hour) *divided by* passengers per revenue hour





Where:

Variable costs per revenue hour =	(Direct operator labor costs + fuel + insurance costs + fleet maintenance costs) <i>divided by</i> revenue hours operated
Administration costs per revenue hour =	Applicable agency administration costs <i>divided by</i> total revenue hours operated
Passengers per revenue hour =	Total passengers carried <i>divided by</i> total revenue hours

7.5.2 Operating Cost per Passenger Trip on Taxi Feeder Service

Cost per passenger trip = Average gross taxi cost per passenger trip + agency administration overhead per passenger trip

Where:

Average gross taxi cost per passenger trip =	Gross taxi billings (before fare net off) <i>divided by</i> total completed passenger trips by taxis
Agency administration costs per passenger trip =	Total applicable agency administration costs <i>divided by</i> total number of passengers carried on all agency services

7.6 Costs

Figure 7.2 provides a summary of potential annual costs for the Golden Gate Transit Taxi Feeder Demonstration Project. Costs are based on current meter charges, reflecting a \$1.90 flag drop charge per one way trip and a variable rate of \$3.00 per mile. Cost estimates assume up to 10 miles per one way trip, a shared ride many to one service structure⁹, three am and three pm one way trips per weekday (254 weekdays/year), MTMMO staff costs to manage the

⁹ Assumes multiple pick ups at different locations and that the taxi meter charges begin at the first pick up on the am inbound trip and end at the last drop off on the pm outbound trip. Meter charges will be lower if total trip lengths are less than 10 miles.





project and coordinate trips (Mobility Manager – 0.1 FTE; Trip Coordinator – 0.25 FTE), and modest marketing costs. Annual operating costs can be lower if the one way feeder trips are shorter. The cost per passenger served will be reduced as the number of passengers carried per one way taxi trip increases. The majority of MTMMO costs should be viewed as operating costs associated with the booking and scheduling of trips. Essentially, the MTMMO will act as a trip broker, similar to a dispatch center. MTMMO costs may appear to be relatively high during the demonstration project period because of the limited number of feeder trips proposed. As the number of feeder trips and the number of passengers increase, MTMMO overheads, which will not change significantly with service volume changes, become a smaller proportion of the total program costs.

Golden Gate Transit Taxi Feeder Demonstration Project service operating costs will be budgeted for in GGT's annual operating budget, whereas demonstration project management costs will be budgeted for the GGT annual administration budget or the MTMMO annual budget.



Figure 7.2: Golden Gate Transit Taxi Feeder Demonstration Project Cost Summary

Costs*	Cost Element	Year 1 FY 2009/10	Year 2 FY 2010/11	Total
Annual Operating Cost	Based on flag drop charges of \$1.90 and variable meter charges of \$3.00/mile (2007/08 costs)			
	15,240 revenue miles/year at \$3.00/mile	\$51,500	\$53,045	\$104,545
	Estimated one way trip length = 10 miles			
	254 service days/year			
	Three round trips/service day			
Project Management Costs (based on Marin Transit Mobility Manager Office staff costs - Senior Planner, Trip Coordinator)	Senior Planner (Step 2) - 0.1 FTE	\$7,160	\$7,375	\$14,535
	Trip Coordinator - 0.25 FTE	\$15,170	\$15,625	\$30,795
	Overhead (40%)	\$8,932	\$9,200	\$18,132
	Total Staff Costs	\$31,262	\$32,200	\$63,462
Miscellaneous	Marketing	\$5,000	\$5,150	\$10,150
	Insurance**			
TOTAL		\$87,762	\$90,395	\$178,157

* Assumes a 3% annual rate of inflation.

** Assumes insurance costs would be covered as a secondary insurance policy under existing GGT insurance costs.

7.7 Implementation Timeline

Figure 7.3 provides a possible timeline for the implementation of the Golden Gate Transit Taxi Feeder Demonstration Project. It would be implemented following the establishment of the MTMMO.





8. Taxi Voucher Program for Marin County Seniors

Generally taxi voucher programs are implemented to provide service to seniors and persons with disabilities outside of ADA complementary paratransit programs. Taxi voucher programs are established as subsidized programs to provide a higher level of affordable public transportation service for seniors and persons with disabilities than is generally provided by local ADA complementary paratransit services such as Whistlestop Wheels.

Voucher program registrants are provided a limited number of discounted taxi vouchers to be used with participating taxi companies. Program registrants can book service directly with the participating taxi company of their choice. Vouchers are used for full or partial payment for the trip based on the taxi meter charges. Program participants are responsible for the cost difference between the voucher value and the actual meter charge.

Participating taxi companies are reimbursed for the program vouchers that they turn in to the agency in accordance with the agency's billing cycle. Monthly voucher ceilings are established for budget control purposes, and program auditing is accomplished through the review of vouchers turned in by the taxi companies.

From the initial stakeholder input and subsequent Project Oversight Working Group discussions, a potential taxi voucher demonstration project was identified to evaluate the feasibility and potential of a taxi voucher program to improve mobility for Marin County seniors who have lost their drivers licenses.

8.1 Objectives

The objectives of the Taxi Voucher Program for Marin County Seniors Demonstration Project are to:

- Evaluate a taxi voucher program as a viable alternative for independent senior travel.
- Evaluate a taxi voucher program as a support program to encourage independent living by seniors.
- Facilitate more flexible travel for senior residents of Marin County.
- Expand the market base for accessible taxis in Marin County.

8.2 Program Overview

A two year taxi voucher demonstration project will be implemented to test the impact of a taxi voucher program on a limited senior population group. The proposed demonstration project will be managed by the MTMMO. The Mobility Manager Office will also administer the distribution of vouchers and the reimbursement of taxi company invoices. Within the proposed demonstration project scope:



- Eligibility will be limited to seniors who can no longer drive, but are not ADA eligible, who need a service alternative to access goods, services, and activities so that they can remain living independently.
- The voucher program will be limited to a small test population¹⁰ to measure changes in travel behavior (more frequent travel, usage patterns by trip purpose, shorter trips, shared ride usage, and trip costs).
- While ambulatory program participants can use taxi sedans or minivans to participate in a taxi voucher program, the participation of seniors who use a wheelchair will be contingent on the operation of accessible taxis in regular taxi service. The taxi companies participating in the For-Hire Accessible Taxi Demonstration Project will be strongly encouraged to participate in the taxi voucher program.
- Vouchers could be used for trips originating in Marin County and ending within or beyond Marin County, assuming the trip is made with a Marin County taxi company participating in the voucher program.
- Participants will be eligible for up to twenty \$5.00 vouchers per month at a cost of \$1.00 per voucher (80% subsidy). One or more vouchers could be used per trip to offset the taxi meter charges. \$5.00 vouchers are suggested to encourage short trips.
- The program will operate on an arm's length basis between Marin Transit and the taxi industry. There would be no contract between Marin Transit and the participating taxi companies.
- Taxi voucher services will be operated under the current terms of the Marin General Services Authority Taxi Regulation Program (including the insurance coverage requirements required under the Marin General Services Authority Taxi Regulation Program).
- The travel subsidy will be directly to the voucher program participant, who will be able to select their own taxi provider.
- All taxi operators licensed to operate in the County could participate, assuming they were willing to invoice Marin Transit on a monthly basis for the vouchers collected.

8.3 Roles and Responsibilities

Figure 8.1 provides a summary of suggested roles and responsibilities for the proposed Taxi Voucher Program for Marin County Seniors Demonstration Project.

¹⁰ A test population of 100 is suggested. A test study area centered on San Rafael is suggested to benefit from the concentration of taxis that tend to operate in and around San Rafael. The concentration of the study area around San Rafael would shorten response times and taxi deadheading, facilitating a higher service quality and a greater willingness of taxi drivers to respond to voucher trip requests.



Figure 8.1: Taxi Voucher Program for Marin County Seniors Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
Marin Transit	<ul style="list-style-type: none"> • Voucher program administration. • Establish funding base with Marin County Department of Health and Human Services. • Voucher production and distribution. • Public outreach – explain program requirements and procedures. • Invoice processing and program audits. • Record trip making using vouchers. • Monitor and evaluate demonstration project impact. • Investigate participant and taxi company complaints and concerns. • Reimburse taxi companies for vouchers turned in for payment.
Marin County Department of Health and Human Services	<ul style="list-style-type: none"> • Identify program participants (eligibility). • Provide agency transportation cost data. • Establish funding base with Marin Transit. • Participate in program evaluation.
Program Participants	<ul style="list-style-type: none"> • Purchase vouchers on a monthly basis. • Book travel needs through taxi company of choice. • Validate voucher (sign) and provide to taxi driver. • Pay taxi driver for the metered charge net the value of the voucher. • Participate in program evaluation.
Taxi Companies	<ul style="list-style-type: none"> • Serve trip requests. • Collect vouchers and net value from taxi meter charges to calculate passenger charges. • Submit vouchers on a monthly basis to Marin Transit for reimbursement. • Participate in program evaluation.





Figure 8.1 cont'd

Organization	Responsibilities
Marin Paratransit Coordinating Committee	<ul style="list-style-type: none">• Participate in the development of demonstration project evaluation criteria.• Participate in the evaluation of the demonstration project and in the planning of service improvements.

8.4 Evaluation Framework

Benefits could be realized by Marin County seniors and agencies serving seniors who have lost their drivers licenses. In addition, it may be more cost effective to serve senior travel needs through a taxi voucher program than with more traditional demand response paratransit services.

8.4.1 Benefits to Voucher Program Participants

Participating seniors could establish a travel log for a period prior to the implementation of the voucher program and maintain it during the demonstration project. A comparison of trip rates could be made between the pre-demonstration project timeframe and the actual demonstration project. This evaluation would provide more of qualitative assessment of the voucher program. In addition, participating seniors could benefit from more spontaneous travel – traveling where and when they want to go.

8.4.2 Benefits to Social Service Agencies

Social service agencies could benefit from a reduced requirement of staff to assist seniors in finding transportation to meet their medical or shopping trips. Seniors participating in a taxi voucher program would be much more independent and able to make their travel arrangements directly with a taxi company. Measuring the impact on social service agency staff time may not be feasible or practical within this demonstration project framework.

8.4.3 Measuring Potential Cost Efficiency

A taxi voucher program may be a more cost effective way of serving senior travel needs than demand response paratransit services, and may be a more efficient means of serving future senior public transportation services. A more quantitative way of measuring if it is less expensive to serve senior travel needs with a taxi voucher program than through the provision



of demand response paratransit would be to compare the average public subsidy cost per taxi voucher trip during the demonstration project with the cost to serve the trip with a demand response paratransit service such as Whistlestop Wheels. Using Whistlestop Wheels service costs as a paratransit benchmark for comparison:

Cost per passenger trip on Whistlestop Wheels =	{(variable operating costs per revenue hour + administrative overheads per revenue hour) <i>divided by</i> passengers per revenue hour} <i>minus</i> the average fare collected per passenger
Cost per passenger trip through taxi voucher program =	(annual program overheads ¹¹ + annual taxi invoices ¹² <i>minus</i> program participant contributions ¹³) <i>divided by</i> total number of voucher trips

8.5 Costs

Figure 8.2 provides a summary of potential annual costs for the Taxi Voucher Program for Marin County Seniors Demonstration Project. Costs are based on voucher subsidy costs, MTMMO staff costs to manage the project and administer the voucher program (Mobility Manager – 0.1 FTE; Accounting Clerk – 0.50 FTE) and the production and distribution of vouchers.

¹¹ Annual voucher program overheads could include, but not be limited to, Marin County staff time (Section 8.5) and voucher printing costs.

¹² The total value of vouchers submitted by taxi companies for reimbursement.

¹³ The revenue from the sale of vouchers to the program registrants.



Figure 8.2: Taxi Voucher Program for Marin County Seniors Demonstration Project Cost Summary

Costs	Cost Element	Year 1 FY 2010/11	Year 2 FY 2011/12	Total
Voucher Subsidy Costs	Based on: 100 program participants \$4.00 subsidy on \$5.00 voucher Monthly ceiling of 20 vouchers per participant	\$96,000	\$96,000	\$192,000
Project Management Costs (based on Marin Transit Mobility Manager Office staff costs - Senior Planner, Accounting Clerk)*	Senior Planner (Step 2) - 0.25 FTE	\$18,435	\$18,988	\$37,423
	Accounting Clerk - 0.50 FTE	\$26,250	\$27,038	\$53,288
	Overhead (40%)	\$17,874	\$18,410	\$36,284
	Total Staff Costs	\$62,559	\$64,436	\$126,995
Miscellaneous *	Voucher Production and Distribution	\$7,500	\$7,725	\$15,225
TOTAL		\$166,059	\$168,161	\$334,220

* Assumes a 3% annual rate of inflation.

8.6 Potential Funding

Potential funding for the subsidization of vouchers has been identified through the Marin County Department of Health and Human Services, Division on Aging and possibly Measure A funding allocations. Potential demonstration project funding is also available through the National





Center on Senior Transportation (NCST) for innovative programs that support the Federal Transit Administration's *United We Ride* goals to:

- Increase transportation options for older adults
- Simplify older adults' access to transportation services
- Increase the quality of transportation services for older adults

The intent of the Taxi Voucher Program for Marin County Seniors Demonstration Project is certainly supportive of the above goals. Demonstration project grants from \$50K to \$90K are available and will be awarded based on an evaluation of submitted proposals¹⁴.

8.7 Implementation Timeline

Figure 8.3 provides a possible timeline for the implementation of the Taxi Voucher Program for Marin County Seniors Demonstration Project. It would be implemented following the establishment of the MTMMO.

¹⁴ Proposals for the current NCST demonstration project grant cycle are due December 17, 2007.



Figure 8.3: Taxi Voucher Program for Marin County Seniors Demonstration Project Implementation Timeline

Task	FY 2007/08												FY 2008/09												FY 2009/10												FY 2010/11												FY2011-2013											
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J
1 Establish Mobility Manager Office												■																																																
2 Identify Funding for Taxi Voucher Program for Marin County Seniors Demonstration Project																								■																																				
3 Approve Taxi Voucher Program for Marin County Seniors Demonstration Project																																																												
4 Establish Voucher Values and Monthly Limits for Individual Voucher Program Participants																																																												
5 Recruit Taxi Company Participants																																																												
6 Select and Establish Case Study Population for Project Participation																																																												
7 Hire Part Time Accounting Clerk																																																												
8 Implement Demonstration Project																																				*																								
9 Ongoing Monitoring																																																												
10 Project Evaluation																																																												
11 Evaluation and Recommendation Reports																																																												
12 Implement Changes as Required																																																												
13 Decision to Continue, Expand or End Program																																																												





9. Social Service Taxi Coordination

A number of potential social service transportation markets for Marin County taxi companies were identified through stakeholder interviews and by members of the Project Oversight Working Group. The various options identified assume the availability of sufficient accessible taxicab capacity. The options include:

- Seniors who can no longer drive but are not ADA eligible need a service alternative to access goods, services, and activities so that they can remain living independently. A senior taxi program would have to be made affordable, possibly subsidized, for persons living on limited fixed incomes. (This option is the basis for the Taxi Voucher Program for Marin County Seniors Demonstration Project – refer to Chapter 8.)
- Taxis could support Kaiser’s Home Bound Program.
- Taxis could deliver groceries, prescriptions and laundry to seniors who have lost their drivers licenses.
- Taxis could supplement the Project Independence volunteer transportation program. Taxi drivers would have to be willing to assist frail senior passengers into their homes or at their destinations. Through their “hawkeye” volunteer program, Project Independence provides rides home for seniors discharged from day surgery. Hawkeye volunteers drive the patient home, help them get settled into their homes, and check to make sure the patient is safe and secure. Taxi services would not be expected to provide this level of assistance.
- Low-income persons living in the Canal District of San Rafael need a flexible transportation service beyond current public transit service area and service hours span to seek and hold service sector or entry level jobs scattered throughout the County. Many potential job locations are outside the transit service area, and shifts may start before and end after transit service hours.
- Taxis could provide direct service to and from dialysis for non-ADA registrants.
- Taxis could provide a lower cost alternative for those inter-hospital transfers not requiring on-board medical oversight.

On The Move and North Bay Taxi Cooperative currently provide social service transportation for a number of agencies (refer to *Technical Memorandum 2: Needs Assessment & Potential Barriers to Taxi Industry Involvement*). Agencies generally deal directly with the two major taxi companies to arrange trips for their clients, spending staff time finding a ride for their clients and processing taxi invoices. This takes up case worker and administration time that could otherwise be spent serving other client needs.

Members of the Project Oversight Working Group recognized benefits from the central coordination of social service taxi trips. They also recognized the potential role of the proposed MTMMO to effectively coordinate social service taxi trip needs. Not only could the MTMMO arrange for taxi service, it could also identify potentially lower cost trip alternatives such as



regular public transit, Whistlestop Wheels, or volunteer driver programs. Benefits to social service agencies from the central coordination of taxi trip needs could include:

- Finding a better fit for their client travel needs through the effective management of taxi trip requests with taxi capacity (by time of day or area of the County).¹⁵
- Reducing the amount of agency staff time required to find a ride for their clients.
- Purchasing taxi vouchers from the Mobility Manager Office on a full cost recovery basis for distribution by agencies to their clients at a level of subsidy determined by the individual agency. Agency clients could then arrange for taxi services.
- Acting as a clearing house for service reimbursement and invoicing.
- Potentially finding a lower cost transportation alternative to taxi service.

From the initial stakeholder input and subsequent Project Oversight Working Group discussions, a potential demonstration project was identified to evaluate the feasibility and potential benefits of centralized social service taxi coordination through the MTMMO.

9.1 Objectives

The objectives of a Social Service Taxi Coordination Demonstration Project are to:

- Provide a flexible and effective taxi service alternative for social service agency client transportation needs in Marin County.
- Increase mobility options for social service agency clients.
- Reduce agency staff time and associated costs to arrange and administer taxi services for their clients.
- Expand the market base for accessible taxis in Marin County.

9.2 Program Overview

The Social Service Taxi Coordination Demonstration Project implementation is contingent on the MTMMO framework proposed and outlined in Chapter 5 of this report. The coordination of social service taxi trips would be a key function of the MTMMO. Within the scope of the proposed demonstration project:

- The MTMMO will establish service agreements with Marin County taxi companies and Memoranda of Understanding (MOUs) with participating social service agencies, assign

¹⁵ The MTMMO would work closely with participating taxi companies to understand taxi capacity fluctuations and to make trip assignments to different taxi companies based on available capacity.



trip requests to taxi companies (based on availability and accessible taxi requirements), maintain a mobility option database, attempt where possible to find the most cost effective alternative to meet social service agency requirements, process taxi company billings, and invoice participating agencies on a monthly basis.

- Social service agencies will refer their taxi trip requirements to the MTMMO for assignment and administration.
- Participating taxi companies will accommodate trip requests in accordance with the service agreement specifications.

9.3 Contract Requirements

Service agreements must clearly define and explain service expectations (policies and procedures), administrative procedures, and contractual requirements. At a minimum, the service agreements should include:

- Service delivery expectations, including applicable social service expectations and general public paratransit parameters such as on-time performance, pick up and drop off windows, and driver assistance.
- Administrative oversight expectations, including record keeping and reporting formats and protocols (driver and dispatch logs submitted monthly and available on a daily basis for complaint investigation, drug and alcohol testing records, and current insurance and licensing status documentation).
- The number of trips that the taxi companies are able to service by time period (weekday peaks and midday hours, evenings and weekends).
- Trip cancellation procedures.
- Compensation for trips carried (meter charges net any fares collected), administrative overhead (for dispatching and record keeping), additional insurance coverage, and no-shows.
- Service vehicle specifications (trip assignment priority to accessible taxis, requirements for age and operating condition of contract vehicles).
- Random drug and alcohol testing requirements.
- Driver training and orientation requirements.
- Driver qualifications (trip assignment limited to a short list of drivers who have been trained, participate in the random drug and alcohol testing program, and are willing to serve special needs transportation customers).
- Billing cycle and invoice requirements.



- Insurance requirements.¹⁶

9.4 Roles and Responsibilities

Figure 9.1 provides a summary of suggested roles and responsibilities for the proposed Social Service Taxi Coordination Demonstration Project.

¹⁶ Insurance requirements for supplemental taxi contracts remain an issue. The taxi ordinance only requires \$350,000 coverage, while Whistlestop Wheels requires a minimum \$2M coverage and is currently compensating its taxi contractor for increased insurance coverage on the vehicles participating in the MOU taxi service. Both North Bay Taxi Cooperative and On The Move have indicated that they will not participate if they are required to increase their fleet insurance coverage to \$2M without compensation. Strategies to overcome this issue include:

- Lower public agency insurance requirements to \$350,000 per single claim.
- Underwrite the additional premium costs (\$1,000,000 coverage) per taxicab participating in public agency services for demonstration project period.
- Establish secondary coverage to insure participating public agencies for claims above the current taxi company coverage. This is often done in conjunction with public agency-sponsored volunteer driver programs where agencies obtain a secondary policy to cover claims above the volunteer's primary policy. Claims are initially made against the primary policy holder up to the limit of their coverage.
- Increase liability insurance minimums in the Marin General Services Authority Taxi Regulation Program to \$1,000,000 per occurrence. *Raising the taxi insurance minimums could reduce overall taxi capacity and service in the Marin County.*



Figure 9.1: Social Service Taxi Coordination Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
MTMMO	<ul style="list-style-type: none"> • Hire trip coordination and accounting staff. • Write service specification requirements and establish service agreements with participating taxi companies. • Establish trip coordination fee (per trip fee to cover overheads related to trip assignment and invoice processing). • Negotiate MOUs with participating social service agencies. • Develop and maintain an updated mobility option database. • Assign social service trip requests to taxi companies based on available taxi capacity or to a lower cost alternative (regular transit, Whistlestop Wheels, or a volunteer driver program) if appropriate. • Maintain secondary insurance policy to cover damage claims that exceed limits of taxi company insurance coverage. • If necessary, resolve insurance issues. At a minimum, accept current taxi insurance coverage minimums and establish a secondary policy to cover potential claims and liabilities above the taxi company coverage levels. • Process taxi invoices and bill participating social service agencies on a monthly basis. • Monitor and investigate complaints. • Conduct regular audits of trips (sampling) to monitor for overcharges. • Evaluate demonstration project experience.
Participating Social Service Agencies	<ul style="list-style-type: none"> • Define service requirements. • Establish MOU with MTMMO. • Refer client transportation needs to MTMMO. • Reimburse MTMMO on a monthly basis for taxi service charges and a trip coordination fee. • Participate in service evaluation.





Figure 9.1 cont'd

Organization	Responsibilities
Taxi Companies	<ul style="list-style-type: none"> • Execute service agreement with MTMMO. • Provide driver training and orientation on a cost recovery basis or as a form of in-kind compensation. • Establish random drug and alcohol testing program for participating drivers. • Assign agency trips to those drivers who have taken the training and orientation program, are participating in an approved random drug and alcohol testing program, and are willing to serve special needs transportation customers. • Priority assignment of trips to accessible taxis based on space availability. • Establish realistic capacity limitations by time of day and area of the County (the number of trips they can realistically serve). • Respond to MTMMO trip requests in accordance with specifications defined in service agreement. • Maintain dispatch and driver logs of trip assignments in accordance with service agreement. • Invoice for trips served on a monthly basis. • Provide MTMMO with access to drug and alcohol testing files upon request. • Participate in service evaluation.
Marin Paratransit Coordinating Committee	<ul style="list-style-type: none"> • Participate in the development of demonstration project evaluation criteria. • Participate in the evaluation of the demonstration project and in the planning of service improvements.

9.5 Evaluation Framework

Marin Transit, the participating social service agencies, and the Marin Paratransit Coordinating Committee will develop monitoring and evaluation protocols for the evaluation of the Social Service Taxi Coordination Demonstration Project. Criteria could include but not be limited to:

- Cost/client trip
- Recorded reductions in agency staff time to arrange and process client trips
- Number of client trips served





- On-time performance for appointments
- Response time
- Quality of customer service

9.6 Costs

Figure 9.2 provides a summary of potential annual costs for the Social Service Taxi Coordination Demonstration Project. Costs are based on MTMMO costs and do not reflect client transportation costs and the coordination fee charged by the MTMMO. These operating and coordinating costs will be reflective of the scope of the program and the number of taxi trips requested by participating agencies, and will be offset by MTMMO charges to the participating agencies for taxi trips processed. MTMMO staff costs to manage the project and administer the taxi trip coordination are reflected in the following positions: Mobility Manager (0.25 FTE), Accounting Clerk (0.50 FTE), and Trip Coordinator (0.50 FTE). Secondary insurance costs for Marin Transit would be covered under current policies. It is assumed that each participating agency will be responsible their own secondary insurance coverage.

MTMMO staff and administration costs will be covered in the annual Marin Transit administration budget. Taxi trip coordination costs will be offset through trip coordination fees charged to participating agencies. Taxi trip costs and trip coordination fee charges will be covered in the annual budgets of participating agencies. *MTMMO administration overheads and trip coordination charges per trip can be reduced through economies of scale as trip volumes increase or as the range of taxi contract work managed by the MTMMO expands.*



Figure 9.2: Social Service Taxi Coordination Demonstration Project Cost Summary

	Cost Element	Year 1 FY 2011/12	Year 2 FY 2012/13	Total
Project Management Costs (based on Marin Transit Mobility Manager Office staff costs - Senior Planner, Accounting Clerk, & Trip Coordinator)	Senior Planner (Step 2) - 0.25 FTE	\$18,988	\$19,558	\$38,546
	Accounting Clerk - 0.50 FTE	\$26,250	\$27,038	\$53,288
	Trip Coordinator - 0.50 FTE	\$26,250	\$27,038	\$53,288
	Overhead (40%)	\$28,595	\$29,453	\$58,048
	Total Staff Costs	\$73,833	\$76,048	\$149,881
TOTAL		\$73,833	\$76,048	\$149,881

* Assumes a 3% annual rate of inflation.

9.7 Implementation Timeline

Figure 9.3 provides a possible timeline for the implementation of the Social Service Taxi Coordination Demonstration Project. It would be implemented following the establishment of the MTMMO.





Figure 9.3: Social Service Taxi Coordination Demonstration Project Implementation Timeline

Task	FY 2007/08			FY 2008/09			FY 2009/10			FY 2010/11			FY 2011-2012			FY 2012-2013																							
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J			
1 Establish Marin Transit Mobility Manager Office				■																																			
2 Approve Social Service Taxi Coordination Demonstration Project												■																											
3 Negotiate MOUs with Participating Agencies													■	■	■																								
4 Establish Service Expectations													■	■	■																								
5 Establish Taxi Service Agreements															■	■	■	■																					
6 Hire Accounting Clerk												■																											
7 Hire Trip Coordinator									◆									■																					
8 Implement Social Service Taxi Coordination Demonstration Project																		*																					
9 Ongoing Monitoring																		■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■			
10 Project Evaluation																																							
11 Evaluation and Recommendation Reports																																							
12 Implement Changes as Required																																							→
13 Decision to Continue or End Program																																							*

◆ Trip coordinator hired in late FY 2008/09 if required for Golden Gate Transit Taxi Feeder Demonstration Project proposed for FY 2009/10 and FY 2010/11.





10. Expansion of Supplemental Taxi Contract Scope for Whistlestop Wheels

Supplemental taxi contracts are essentially subcontracts with public agencies to provide paratransit or transit service. Whistlestop Wheels currently has a supplemental taxi service Memorandum of Understanding (MOU) with North Bay Taxi Cooperative to serve those non-ADA mandated trips that Whistlestop Wheels is unable to serve because of commitments to mandated trip requests. An MOU formalizes the arrangement between Whistlestop Wheels and North Bay Taxi Cooperative. Due to insurance issues, only two taxis are currently available to Whistlestop Wheels. One is an accessible taxi. Whistlestop Wheels expressed an interest in expanding the scope of their supplemental taxi MOU to include mandated trips.

The following strategy explores an expanded scope of services that local taxi companies could provide under a supplemental taxi contract with Whistlestop Wheels.

Paratransit vehicles operated directly under an ADA complementary program (such as Whistlestop Wheels' buses) are vehicles that are dedicated exclusively to ADA service. In contrast, supplemental taxis participate as non-dedicated vehicles providing service to the general taxi market and, when needed, to the ADA paratransit service. In theory, and often in practice, taxis can provide a cost-efficient alternative to dedicated paratransit services because they are able to spread their operating costs and overhead over a broader general public market when not operating as an ADA paratransit supplement.

Potential supplemental taxi applications include:

- Reassignment of trips from paratransit routes running behind schedule due to congestion, on-board passenger incidents, breakdowns, or accidents. (Flexible taxi capacity can reduce the need to send out an extra run with a minimum number of billable hours.)
- Reduce off peak revenue hours and increase overall system hourly productivity (night owl service when demand and hourly productivity are low).
- Handle open booking list trips that cannot be squeezed onto runs as cancellations come in (avoidance of trip denials).
- Accommodating medical will-calls rather than sending back a dedicated, scheduled vehicle.

Other specific paratransit applications identified through stakeholder interviews and by members of the Project Oversight Working Group include:

- Taxis could provide a much more flexible service for ADA registrants for return trips from dialysis. As opposed to pre-booked travel, taxis can be requested at the time a post-dialysis patient is actually ready to travel. This could also free up Whistlestop Wheels capacity for other trips.



- ADA services only extend $\frac{3}{4}$ mile beyond the bus route. ADA eligible individuals who live outside the ADA service area do not have dependable access to service. Expanded supplemental taxi services would increase their trip opportunities.
- Whistlestop Wheels does not provide subscription or “standing order” trips for ADA registrants requiring regular service to employment, school, or programs. Taxis could be used to increase capacity without increasing Whistlestop Wheels’ fleet size, and to accommodate subscription trips during peak hours without having to deny non-subscription trips.

Barriers include the limited number of taxis with the required insurance coverage, the cost per taxi to purchase the additional insurance (\$4,000/taxi/year), the number of drivers covered in the random drug testing program, limited wheelchair capacity (one vehicle), and the limited number of trained drivers. The implementation of the proposed For-Hire Accessible Taxi Demonstration Project will increase accessible taxi capacity in Marin County, making the expansion of supplemental taxi services more feasible for Whistlestop Wheels. Whistlestop Wheels could utilize accessible taxis, standard taxi sedans, and non-accessible minivans to supplement the operation of its dedicated service vehicles. However, the additional cost of \$4,000 per taxicab required to bring the participating taxicab coverage to the \$2,000,000 required by Whistlestop Wheels will make the use of supplemental taxis cost prohibitive for anything other than back up service for breakdowns or schedule adherence problems. Strategies to reduce insurance costs will be explored in conjunction with the implementation of the taxi demonstration projects developed in this study.

10.1 Objectives

The objectives of expanding Whistlestop Wheels’ supplemental taxi services are to:

- Expand the market base for accessible taxis in Marin County.
- Improve service efficiency by avoiding the assignment of unproductive extra shifts to cover overloads, breakdowns, late service, and trips that do not productively fit on pre-scheduled runs.
- Improve efficiency by reducing less productive off peak shifts (for example, early morning or night service). Supplemental taxi services could be used for early morning and late night trips to facilitate the later start and earlier end of Whistlestop Wheels bus shifts.
- Improve service flexibility by accommodating medical will-calls, subscription trips, and open booking lists.

Will-Calls: A will-call is a same day booking for a return trip when the original trip to a destination was booked in advance. Many agencies offer will-calls for medical return trips when passengers are not sure when they will be finished with their appointment or treatment, or (in the case of dialysis treatment) when they will be able to travel. In moderation, will-calls can provide a higher degree of passenger flexibility, reduce no-shows for medical return trips, and



reduce the need to send a second vehicle back to pick up a person who was not ready for the initial pick up (increased service efficiency).

Subscription Trips: Although not an ADA requirement, subscription service is often provided for reoccurring trips (common origin and destination pair, consistent pick up and drop times, and recurring on a daily or weekly basis) to reduce the travel request volumes and to establish productive master schedules. In the case of Whistlestop Wheels, a supplemental taxi contract would increase daily service capacity to facilitate the accommodation of subscription bookings while ensuring sufficient space for non-subscription bookings.

Open Booking List: Open booking lists are used to reduce denials, accommodate the preferred travel times of customers, reduce the cancellation rate, and improve service productivity. An open booking list is made up of those trips that do not initially fit onto scheduled runs at the time the trip request is made. Rather than deny the trip, a booking is processed on speculation. While a pick up time is confirmed with the customer at the time of the request, the trip is not actually assigned to a regular run. It is assigned sequentially to an open booking list by pick up time. With Trapeze, an additional run (without a vehicle assignment) can be created to hold these trips. Trips are moved from this list when the runs are optimized or, on the day of service, dispatchers assign trips from this list to runs as cancellations come in. Dispatchers set open booking list trip ceilings based on their knowledge of daily cancellation trends. A supplemental taxi contract can be used to accommodate those trips that cannot be squeezed onto a run by the dispatcher.

10.2 Operational Framework

Supplemental taxi agreements could be established with the taxi companies participating in the For-Hire Accessible Taxi Demonstration Project. This could be accomplished through an expansion of the scope of Whistlestop Wheels' current MOU with North Bay Taxi Cooperative and the establishment of a new MOU with On The Move. Supplemental taxi agreements should be established on an annual basis to facilitate a trial period to assess benefits, avoid long term commitments, and allow greater flexibility to introduce procedural or contractual changes.

Under the terms of the supplemental taxi agreements:

- Whistlestop Wheels would book all trip requests for ADA paratransit service and decide on the assignment of trips to either one of their runs or to one of their taxi contractors.
- Assignments would be made on the evening before or, on a more limited basis, on the same day of service (if, for example, the taxi is serving as backup for an assigned Whistlestop Wheels vehicle when a backup Whistlestop Wheels vehicle is not available). In the case of two or more supplemental taxi agreements, trip assignments would be equitably distributed to the participating companies on the basis of capacity agreements established between Whistlestop Wheels and the taxi contractors.
- Taxi dispatchers would assign Whistlestop Wheels trips to taxis on a space available basis. To maximize the market for accessible taxis, trip assignment preference would be



distributed to the accessible taxis. Ambulatory trip assignments that cannot be effectively accommodated by available accessible taxis would be assigned to non-accessible taxis.

- Whistlestop Wheels dispatchers would inform taxi contractors of cancelled trip assignments in a timely manner to avoid the actual assignment of cancelled trips to taxi drivers.
- Taxi trip assignments would be limited to a short list of qualified taxis and taxi drivers. Taxicab qualification could be based on insurance requirements and vehicle specification requirements. Driver qualification would be based on participation in a driver orientation/training program and a taxi company-administered random drug and alcohol testing program.
- All assigned Whistlestop Wheels trips would be served by the taxi companies in accordance with scheduled pick up and drop off times (within scheduling windows), on-time performance standards, fare collection policy and procedures, courtesy guidelines, and driver assistance policies.
- Taxi trip rates would be based on a pre-agreed formula. This could be based on the existing MOU rates or on alternative rates, such as a flat rate per distance traveled or a volume-based driver discounted meter rate net the passenger fares collected. As taxi trip volumes increase, there may be a potential for discounted rates below the current full meter charge.
- Taxi logs of Whistlestop Wheels trips would be maintained by individual taxi drivers or taxi dispatchers; the logs would record pick up and drop off times and locations, fare collection, and meter charges.

10.3 Contract Requirements

A supplemental service contract could be based on an expansion of Whistlestop Wheels' current MOU with North Bay Taxi Cooperative and the establishment of an MOU with On The Move (assuming they are participating in the For-Hire Accessible Taxi Demonstration Project). Service agreements must clearly define and explain service expectations (policies and procedures), administrative procedures, and contractual requirements. At a minimum, the service agreements should include:

- Service delivery expectations, including applicable Whistlestop Wheels service policies and parameters (on-time performance, pick up and drop off windows, driver assistance, and fare policy).
- Administrative oversight expectations, including record keeping and reporting format and protocols (updated driver and vehicle lists, mileage, detailed dispatch logs submitted monthly and available on a daily basis for complaint investigation, drug and alcohol testing records, and current insurance and licensing status documentation).



- The number of trips that the taxi companies are able to service by time period (weekday peaks and midday hours, evenings and weekends).
- Trip assignment procedures (the percentage of trips required the night before and the percentage of trips that can be accommodated on short notice [same day]).
- Trip cancellation procedures.
- Compensation for trips carried (meter charges net fares collected), administrative overhead (for dispatching and record keeping), additional insurance coverage costs, and no-shows.
- Service vehicles (trip assignment priority to accessible taxis, requirements for age and operating condition of contract vehicles).
- Random drug and alcohol testing requirements.
- Driver training and orientation requirements.
- Driver qualifications (trip assignment limited to a short list of drivers who have been trained, participate in the random drug and alcohol testing program, and are willing to provide ADA service).
- Billing cycle and invoice requirements.
- Insurance requirements¹⁷.

10.4 Roles and Responsibilities

Figure 10.1 provides a summary of suggested roles and responsibilities for an Expansion of Supplemental Taxi Contract Scope for Whistlestop Wheels Demonstration Project.

¹⁷ Insurance requirements for supplemental taxi contracts remain an issue. The taxi ordinance only requires \$350,000 coverage while Whistlestop Wheels requires a minimum \$2M coverage and is currently compensating its taxi contractor for increased insurance coverage on the vehicles participating in the MOU taxi service. Both North Bay Taxi Cooperative and On The Move have indicated that they will not participate if they are required to increase their fleet insurance coverage to \$2M without compensation. Potential strategies to deal with the insurance issue are identified in Figure 10.1.



Figure 10.1: Expansion of Supplemental Taxi Contract Scope for Whistlestop Wheels Demonstration Project: Roles and Responsibilities

Organization	Responsibilities
Marin Transit	<ul style="list-style-type: none"> • Manage accessible taxi lease during demonstration period. • Evaluate impact of taxi trip assignments on Whistlestop Wheels productivity, trip denials and cost per passenger trip.
Whistlestop Wheels	<ul style="list-style-type: none"> • Expand service MOU with North Bay Taxi Cooperative; establish a service MOU with On The Move. • Broaden scope of MOU. • Resolve insurance issue through one of the following: <ul style="list-style-type: none"> • Subsidize additional insurance premiums for participating taxicabs. • Establish monthly trip minimums to compensate for additional insurance costs incurred by taxi companies. • Put in place a secondary insurance policy to cover damage claims above the taxi company coverage. • Hold taxi companies responsible for additional costs for public agency insurance coverage requirements. <i>Raising the taxi insurance minimums could reduce overall taxi capacity and service in Marin County.</i> • Provide driver training and orientation on a cost recovery basis or as a form of in-kind compensation. • Establish parameters for taxi trip assignments (guidelines for assignment by dispatch to ensure cost efficiency) and taxi capacity limits. • Provide taxi trip lists the night before service is required. • Assign same day trips (medical will-calls and trip reassignments as required, including breakdowns, accidents, and/or buses running late). • Monitor and investigate complaints. • Monitor taxi companies' random drug and alcohol testing program. • Monitor impact on service productivity, trip denials, and costs per passenger trip. • Conduct regular audits of trips (sampling) to monitor for overcharges.





Figure 10.1 cont'd

Organization	Responsibilities
Taxi Companies	<ul style="list-style-type: none"> • Establish random drug and alcohol testing program for participating drivers¹⁸. • Assign Whistlestop Wheels trips to those drivers who have taken the Whistlestop Wheels training and orientation program and who are participating in an approved random drug and alcohol testing program. • Priority assignment of trips to accessible taxis based on space availability. • Establish realistic capacity limitations by time of day and area of the County (the number of trips they can realistically serve). • Respond to Whistlestop Wheels in accordance with service specifications defined in MOU. • Maintain dispatch and driver logs of trip assignments in accordance with MOU. • Invoice for trips served on a monthly basis. • Provide Whistlestop Wheels with access to drug and alcohol testing files upon request. • Participate in service evaluation.

10.5 Evaluation Framework

There must be benefits from the assignment of paratransit trips to a taxi contractor. These benefits can be defined in terms of improved service to paratransit customers, the avoidance of trip denials, meeting or exceeding ADA on-time performance and trip denial requirements, and cost savings. If there are cost savings, a greater assignment of trips to taxi contractors can be justified. If there are no cost savings, then the assignment of trips to taxi contractors should be limited to ADA compliance issues or emergencies.

The following provides a methodology for the calculation of cost differences between the assignment of trips to regular Whistlestop Wheels runs and supplemental taxi services. A cost benefit occurs when the cost per passenger trip is lower on the taxi service than on a Whistlestop Wheels run. The cost per passenger trip difference increases as Whistlestop

¹⁸ Whistlestop Wheels currently administers the random drug and alcohol testing program for the supplemental taxi MOU. If the scale of Whistlestop Wheels' supplemental taxi service increases, it may be more appropriate and more feasible for the participating taxi companies to introduce their own random testing program in conjunction with other transit and social service contract work. The taxi companies would then become responsible and accountable for their own random testing program(s).





Wheels productivity decreases or increases. When Whistlestop Wheels productivity is high, the cost per passenger trip will likely be lower on a Whistlestop Wheels run; when Whistlestop Wheels productivity is low, the cost per passenger trip will likely be lower on a taxi run.

10.5.1 Operating Cost per Passenger Trip on Whistlestop Wheels Runs

Cost/passenger trip = (variable operating costs per revenue hour + administrative overhead per revenue hour + scheduling cost per passenger trip) *divided by* passengers per revenue hour

Where:

Variable costs per revenue hour =	(Direct operator labor costs + fuel + fleet maintenance costs) <i>divided by</i> revenue hours operated
Administration costs per revenue hour =	Total Whistlestop Wheels administration costs assigned to Whistlestop Wheels ADA paratransit <i>divided by</i> total revenue hours operated
Passengers per revenue hour =	Total passengers carried <i>divided by</i> total revenue hours (for a specified timeframe – month, quarter year, full year as well as for peak and off peak hours such as weekday morning and afternoon, weekday evenings, Saturdays, or Sundays)
Scheduling cost per passenger trip =	Whistlestop Wheels scheduling and dispatch costs <i>divided by</i> total <u>scheduled</u> trips (for the same specified time period)

10.5.2 Operating Cost per Passenger Trip on Whistlestop Wheels Taxi Services

Cost per passenger trip = Average gross taxi cost per passenger trip + Whistlestop Wheels administration overhead per passenger trip + scheduling cost per passenger trip





Where:

Average gross taxi cost per passenger trip =	Gross taxi billings (before fare net off) <i>divided by</i> total completed passenger trips by taxis
Scheduling cost per passenger trip =	Whistlestop Wheels scheduling and dispatch costs <i>divided by</i> total <u>scheduled</u> trips (<i>for the same specified time period</i>)

10.6 Costs

Figure 10.2 provides a summary of annual supplementary taxi service costs for a five year period. In the first year, the cost per trip was \$25.30 based on meter charges reflecting \$3.00/mile and \$1.90 flag drop rates and an average trip length of 7.8 miles. Other costs included an initial drug and alcohol test cost of \$300/driver and insurance costs of \$24,000 to increase the minimum insurance coverage to \$2M on six taxicabs¹⁹. Driver training and Whistlestop Wheels dispatch costs are not included, as there are no additional costs to train taxi drivers or to dispatch taxi trips. Taxi drivers are integrated into regular Whistlestop Wheels staff training sessions and dispatch costs are absorbed into general dispatch/scheduling costs. Operating and administration costs would be covered in annual Whistlestop Wheels administration and operating budgets.

¹⁹ This cost is prohibitively high and increases the cost/passenger trip significantly. Insurance costs will have to be effectively addressed if supplemental taxi use by Whistlestop Wheels is to be truly cost effective.





Figure 10.2: Cost Summary for Expansion of Supplemental Taxi Contract Scope for Whistlestop Wheels Demonstration Project

Costs*	Cost Element	Year 1	Year 2	Year 3	Year 4	Year 5
Costs for Taxi Trips	Based on: 1,000 trips in Year 1 1,200 trips in Year 2 1,440 trips in Year 3 1,730 trips in Year 4 2,070 trips in Year 5 7.8 miles/taxi trip (\$3.00/mile meter charge & \$1.90 flag drop charge in Year 1) 6 taxis and drivers (driver turnover = 2 per year)	\$25,300	\$31,272	\$38,650	\$47,835	\$58,954
	Additional Costs					
	Initial Drug/Alcohol Testing	\$1,800	\$637	\$655	\$676	\$696
	Insurance	\$24,000	\$24,720	\$25,462	\$26,225	\$27,012
TOTAL		\$51,100	\$56,629	\$64,766	\$74,736	\$86,662
Cost/Taxi Trip		\$51.10	\$47.19	\$44.98	\$43.20	\$41.87

* Assumes a 3% annual rate of inflation.

10.7 Implementation Timeline

The Expansion of Supplemental Taxi Contract Scope for Whistlestop Wheels Demonstration Project will occur outside of the proposed enhanced taxi service demonstration projects. An implementation timeline will be established by Whistlestop Wheels management and staff based on their service requirements and comfort level with the increasing taxi trip assignments. Figure 10.3 provides an implementation plan and possible timeline.





11. Enhanced Taxi Service Implementation Plan Conclusions

A number of opportunities to integrate taxi services into public transportation programs were identified in the *Enhanced Taxi Services for Social Service Transportation & Public Transit Programs in Marin County* Study through a consultative process with public agency stakeholders and taxi company representatives. These included a series of demonstration projects to test a number of potential applications to:

- Test the market for accessible taxi services in Marin County.
- Evaluate the costs and benefits of contracting with taxi companies.
- Assess the feasibility of integrating taxi services into publicly subsidized transportation services.

The suite of proposed demonstration projects included:

1. For-Hire Accessible Taxi Demonstration Project (Chapter 4)
2. Muir Beach Taxi Jitney Demonstration Project (Chapter 6)
3. Golden Gate Transit Taxi Feeder Demonstration Project (Chapter 7)
4. Taxi Voucher Program for Marin County Seniors Demonstration Project (Chapter 8)
5. Social Service Taxi Coordination Demonstration Project (Chapter 9)

In addition to the five proposed demonstration projects, a strategy to expand the current Whistlestop Wheels supplemental taxi service (Chapter 10) was presented for consideration and a Mobility Manager Office within Marin Transit (Chapter 5) was proposed as an administrative framework for the management of the five proposed demonstration projects.

The For-Hire Accessible Taxi Demonstration Project is the most critical of the five proposed demonstration projects. At a minimum, this project would add four accessible taxis to Marin County taxi fleets, expanding for-hire taxi options for persons using a wheelchair and requiring an accessible vehicle. Increasing the accessible taxi fleet from one to five vehicles is also critical to the effectiveness of the other proposed enhanced taxi service demonstration projects. The increased accessible taxi capacity will allow passengers or clients who use a wheelchair to be served by the proposed services or programs. The increased accessible taxi fleet will also increase the flexibility of expanded Whistlestop Wheels supplemental taxi services. Funding has been approved for the procurement of the four accessible taxis to be used in the proposed demonstration project. In addition, the For-Hire Accessible Taxi Demonstration Project could be implemented and managed with current Marin Transit staff resources prior to the implementation of the MTMMO. Although there would certainly be benefits to the community from the For-Hire Accessible Taxi Demonstration Project without the implementation of any of the other proposed demonstration projects, the success of the For-Hire Accessible Taxi Demonstration Project is somewhat dependent on the expansion of the accessible taxi market created by the contract services generated by the Muir Beach Taxi Jitney, Golden Gate Transit



Taxi Feeder, Taxi Voucher Program for Marin County Seniors, and Social Service Taxi Coordination Demonstration Projects, as well as the expanded taxi use by Whistlestop Wheels.

The establishment of a Mobility Manager Office within Marin Transit has been proposed for the management of the five demonstration projects, and to provide central coordination for social service taxi use beyond the initial demonstration project. The MTMMO could eventually expand its scope to include the expansion of trip assignments and referrals to a broader range of mobility alternatives, and to include the coordination of non-transit commuter services such as carpools and vanpools. *MTMMO administration overheads and trip coordination charges per trip can be reduced through economies of scale as trip volumes increase or as the range of taxi contract work managed by the MTMMO expands.*

The expansion of Whistlestop Wheels supplemental taxi use is not proposed as a demonstration project. Whistlestop Wheels already has experience with supplemental taxi services for non-mandated trips. Whistlestop Wheels will proceed with any expanded taxi use independent of the proposed demonstration projects and at an implementation schedule that meets their specific requirements.

While the proposed demonstration projects will provide a test and service planning environment for the integration of taxi services into the delivery of public transit, senior, and social service transportation services, taxi insurance coverage will remain an issue beyond the demonstration project timeframes. Within the proposed demonstration project framework, Marin Transit will provide insurance coverage beyond the current \$350,000 coverage maintained by local taxi firms through a secondary insurance policy. Whistlestop Wheels will continue to subsidize the insurance costs required to increase taxi premiums to the \$2M coverage they require. The subsidization of taxi insurance premiums increases the cost of taxi trips to public agencies and may decrease any cost advantage of taxi trip assignments.

A reduction of public agency minimum insurance premiums from \$2M to \$1M has been suggested by members of the study's Project Oversight Working Group. This reduction would decrease insurance cost subsidy costs, and could be more affordable to Marin County taxi companies. At some point in the future, consideration could be given to increasing the taxi insurance premium minimums from the current \$350,000 to \$1M per claim in the Marin General Services Authority Taxi Regulation Program. Increased taxi premiums might be more acceptable to local taxi companies if their revenue volumes were increased through contracting with public agencies.