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SOLANO TRANSPORTATION AUTHORITY

Member Agencies:
Benicia ♦ Dixon ♦ Fairfield ♦ Rio Vista ♦ Suisun City ♦ Vacaville ♦ Vallejo ♦ Solano County

One Harbor Center, Ste. 130, Suisun City, CA 94585-2473 ♦ Phone (707) 424-6075 / Fax (707) 424-6074
Email: info@sta.ca.gov ♦ Website: sta.ca.gov

November 23, 2015

Erin Hannigan, Chair
Solano County Board of Supervisors
675 Texas St., Ste. 6500
Fairfield, CA 94534

RE: Request the Solano County Board of Supervisors Place a Countywide Measure on the June 2016 Ballot Providing Local Funding for Local Streets and Roads and Road Safety

Dear Chairperson Hannigan:

We are writing as the seven Mayors of Solano County and members of the Solano Transportation Authority's Board of Directors to request the Solano County Board of Supervisors consider placing a local measure on the ballot before Solano County's voters. The measure would request voter consideration of passage of a short-term (five years), general countywide half cent sales tax to provide local funding for Solano County's seven cities and the County to address critically needed maintenance of local streets and roads, road safety, and senior/disabled mobility needs.

Currently, 79% of the funding for our local streets and roads comes from the State Gas with local (14%) and federal (7%) funding sources collectively providing only 21% of the funding for our local streets and roads. Due to recent funding cuts by the State of California this year, Solano County's cities and the County will experience a 25%, or approximately $5 million, reduction in these state gas tax funds that are used to maintain and repair our aging local roads, which are already woefully unfunded, further reducing an already inadequate investment in our local streets and roads maintenance and safety and accelerating the continuing downward trend of the condition of our local streets and roads.

In 2014, the public works staff from the County and the seven cities, working in partnership with the Solano Transportation Authority (STA), developed the Solano 2014 Annual Pothole Report that documents and provides an inventory of the current status of Solano County's local streets and roads and the amount of available funds being dedicated on an annual basis to preserve the quality and safety of this important local infrastructure. In summary, the report identifies that Solano County's local streets and roads have an average Pavement Condition Index (PCI) rating of 64, which is only fair and projected to continue to worsen, and that the countywide local expenditure of $20.5 million for local streets and roads is $24 million short of the annual amount needed to just maintain Solano County's streets and road at a PCI rating of 60, barely fair, over the next 5 years.

As the road quality deteriorates, road safety is impacted. According to the STA's updated Solano Travel Safety Plan, each year, there are an annual average of 2,500 collisions on local Solano County roads resulting in an estimated 1,400 injuries and 37 fatalities.

In March of 2015, the STA conducted a public opinion poll of 400 Solano County voters regarding the relative importance of local streets and roads and other transportation priorities in relationship to other countywide priority issues. According to those surveyed, fixing and maintaining local streets and roads and road safety was one of three issues supported as a priority by over 70% of those surveyed (along with public safety and education).

After several months of discussions with County and city public works staff, the Solano City Managers Group, and the elected officials serving on the Solano Transportation Improvement Authority (STIA), there was consensus that a local funding source is needed to assist each city in addressing their local streets and roads funding shortfall, road safety, and to specifically provide $5 million for mobility funding for Solano County's growing population of seniors and persons with disabilities. On October 14, 2015, the Solano Transportation Authority's Board of Directors unanimously took action to forward this request to the Solano County Board of Supervisors for consideration of a local funding source to address and include the following:

1. Maintenance and Repair of Local Streets and Roads and Road Safety Projects (96%)
2. Senior/Disabled Mobility (3%)
3. Oversight and Accountability (1%)

The third action is in recognition of the importance of establishing trust and accountability with Solano County's voters by providing strong oversight and accountability provisions that will ensure public review and recommendation prior to allocations of local revenues being made and providing audits and accountability that any local revenues have been spent appropriately.

We thank you in advance for considering this important request. Attached for your information is a copy of the STA's 2014 Annual Pothole Report, staff presentations pertaining to Local Streets and Roads, Travel Safety Plan, Senior/Disabled Mobility and the STIA and STA Board staff reports on the subject. If you have any questions regarding the specifics of this recommendation, please contact STA's Executive Director, Daryl Halls at (707) 424-6075.

Sincerely,

Elizabeth Patterson, STA Board Chair
Mayor, City of Benicia

Pete Sanchez, STA Board Member
Mayor, City of Suisun City

Norman Richardson, STA Board Vice-Chair
Mayor, City of Rio Vista

Len Augustine, STA Board Member
Mayor, City of Vacaville

Jack Batchelor, Jr., STA Board Member
Mayor, City of Dixon

Osby Davis, STA Board Member
Mayor, City of Vallejo

Harry Price, STA Board Member
Mayor, City of Fairfield

Jim Spering, STA Board Member
Supervisor, Solano County Board of Supervisors

Cc: Solano County Board of Supervisors
STA Board Members
Birgitta Corsello, County Administrator, County of Solano
Dennis Bunting, County Counsel, County of Solano
Solano County City Managers:
-Brad Kilger, City Manager, City of Benicia
-Jim Linley, City Manager, City of Dixon
-David White, City Manager, City of Fairfield
-Tim Chapa, City Manager, City of Rio Vista
-Suzanne Bragdon, City Manager, City of Suisun City
-Laura Kuhn, City Manager, City of Vacaville
-Dan Keen, City Manager, City of Vallejo
Solano County Public Works Directors

Attachments:

1. Solano Annual Pothole Report
2. Powerpoint Presentation from STA Board Meeting of October 2015 on Local Streets and Roads, Solano Travel Safety Plan and Senior/Disabled Mobility
3. STIA and STA Board Staff Reports

Solano County Pothole Report

Solano Transportation Authority
. . . working for you!

October 2014

Solano Transportation Authority,

Streets and Roads Pavement and Rehabilitation Report

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Table of Contents

Executive Summary 1

Why Care about Street Pavement? 3

Your Trips, Your Roads 3

Pavement Condition Index (PCI): What it Means & What it is in Solano County 3

What PCI Looks Like 4

Bad Roads Mean Big Bills 5

Street Pavement: Local Government Foundations or Credit Cards 6

6.5 Times More Funding Needed to Cost-effectively Maintain Local Streets and Roads in Solano County 8

Some Solano Cities need as much as 19.7 times more funding 8

Funding Sources for Solano County Roadways 9

Exploring New Technologies to Save Tax Dollars 11

Innovative Methods to Maintain or Increase PCI Scores 12

Summary and Conclusion 13

Table of Tables

Table 1: Pavement Condition Categories 3
Table 2: 3 - Year Moving PCI Average 4
Table 3: Solano County Pavement Condition Index (PCI) from 2001-2013 5
Table 4: Draft 28-Year Plan Bay Area LS& R Needs and Revenues (Millions) 8
Table 5: Draft 28-Year Solano County LS&R Needs and Revenues (in Millions) 8
Table 6: Local Jurisdictions with Temporary Sales Tax Measures (No Dedicated Amount to LS&R) 10
Table 7: Bay Area County's Transportation Sales Tax Percentage Dedicated to LS&R 11

Table of Figures

Figure 1: Pothole Example 1
Figure 2: PCI Rating and Visual Condition 4
Figure 3: PCI Condition and Cost of Rehabilitation 6
Figure 4: Local Funding Is Needed to Pay for an Increasing Number of Expensive California City Street Reconstruction Projects 6
Figure 5: Local, State and Federal Investments by Solano Jurisdictions, from 2009-2013 7
Figure 6: Bay Area Countywide Transportation Funding Source Annual Revenue Estimates (Millions) 10
Figure 7: Conventional Method vs. CIR (Source: MTC) 11

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Executive Summary

How would you build a street and maintain its pavement?

Do you know how your public works department maintains your street? Do you know what they are doing to keep the roads in good condition? Do you understand the financial or technical constraints that they are under to perform this critical work?

Figure 1: Pothole Example

The purpose of this report is to produce a comprehensive description of the condition of Solano County's local streets and roads pavement rehabilitation efforts, and pavement conditions. Timely investment in roadway preservation can save cities millions of tax dollars in long-term maintenance costs. A municipality that spends $1 on timely maintenance to keep a section of roadway in good condition would have to spend $5 to restore the same road if the pavement is allowed to deteriorate to the point where major rehabilitation is necessary. (MTC, 2011) With this in mind, an analysis of Solano County's current roadway investment strategy is appropriate. This report will help to showcase financial shortfalls, which may assist public works staff with project planning and future funding requests.

While the Metropolitan Transportation Commission (MTC) and the California Association of Counties (CSAC) produce statewide and bay area wide local streets and roads annual reports, the broad focus of these reports lack the local detail that speaks to local elected officials and local residents about the state of their local agency's street pavement. For instance, how does Solano County's 10-year $544M and 28-year $2.7 B pavement rehabilitation shortfall compare to the state's 10-year $82.2 B shortfall or the Bay Area's 10-year $12.3B shortfall or 28-year $29.9 B shortfall? These long-term 10-year and 28-year shortfall projections are difficult to understand when a local government council or board is adopting a public works annual capital improvement program and weighing the pros and cons between another street rehabilitation project, a new community park, a fire station, or a water treatment pipeline. Producing a Solano County specific pothole report will help inform decision makers on the fiscal reality of our roadway infrastructure needs and provide city staff and Solano Transportation Authority (STA) staff valuable information to present to the public.

As of June 2014, unincorporated Solano County and its 7 cities are cumulatively investing slightly less than half of the $44M needed annually to maintain local streets and roads with a Pavement Condition Index (PCI) of 60 "fair condition." To reach the higher PCI goal of 75 "good condition", the approved goal in the Solano Comprehensive Transportation Plan, $50M additional funds are needed annually over the next 15 years to reach a 'state of good repair' – two and a half times more than our current investment. Solano County needs a healthy investment in our roadway infrastructure or pavement quality will decline substantially. More money spent now in long-term roadway maintenance can save our communities millions in the future and strengthen our local economy.

The appendix of this report provides a city-specific summary of pavement conditions for past years, present conditions, and projections for future roadway investment needs.

The Solano County Pothole Report is organized into the following chapters.

Why Care about Street Pavement?

General issues, PCI statistics and Images, Worst first vs. Best practices

6.5 Times More Funding Needed to Cost-effectively Maintain Local Streets and Roads

Bay Area vs. Solano County shortfalls by agency, New Technologies & Revenue Sources

Summary and Conclusion

Appendix of Local Agency Handouts Describing Pavement Conditions, Pavement Maps and Finances

Seven cities and the county's pavement investment info

Why Care about Street Pavement?

Your Trips, Your Roads

There are few local infrastructure investments used by almost every citizen, but nearly everyone benefits from local streets and roads (LS&R). From sidewalks and crosswalks, to neighborhood streets and 4-lane boulevards, effective LS&R promote mobility for Solano County residents traveling to their jobs, getting to school, and making local purchases. Every trip begins and ends with local streets and roads and every mode of surface travel relies on the local streets and roads infrastructure. Ignoring these critical facilities can affect quality of life and cost a city more than its roadway system.

Pavement Condition Index (PCI): What it Means & What it is in Solano County

The Pavement Condition Index (PCI) rates the condition of the surface of a road network. The PCI provides a numerical rating for the condition of road segments within the road network, where 0 represents the worst possible condition and 100 represents the best possible condition. The PCI measures two conditions: (1) The type, extent and severity of pavement surface distresses and (2) the smoothness and ride comfort of the road. The classifications used to rate LS&R pavements are shown in table 1 below.

Table 1: Pavement Condition Categories

Very Good-Excellent (PCI = 80-100)	Pavements are newly constructed or resurfaced and have few if any signs of deterioration.
Good (PCI = 70-79)	Pavements require mostly preventive maintenance and have only low levels of distress, such as minor cracks or peeling or flaking off of the top layer of asphalt as a result of water permeation.
Fair (PCI = 60-69)	Pavements at the low end of this range have significant levels of distress and may require a combination of rehabilitation and preventive maintenance to keep them from deteriorating rapidly.
At Risk (PCI = 50-59)	Pavements are deteriorated and require immediate attention including rehabilitative work. Ride quality is significantly inferior better pavement categories.
Poor (PCI = 25-49)	Pavements have extensive amounts of distress and require major rehabilitation or reconstruction. Pavements in this category affect the speed and flow of traffic significantly.
Failed (PCI = 0-24)	Pavements need reconstruction and are extremely rough and difficult to drive on.

(MTC, 2013)

The average condition of the Bay Area's LS&R network, which includes nearly 42,500 lane miles, was 66 as of 2013. This PCI rating places the region's roadway network in the "fair" category. The average condition of Solano County's LS&R network, which includes approximately 3,465 lane miles of roadway, is 65. This score is based on a 3-year moving average:

Table 2: 3 - Year Moving PCI Average

	2011	2012	2013
BENICIA	61	60	59
DIXON	78	77	77
FAIRFIELD	73	73	71
RIO VISTA	47	51	58
SOLANO COUNTY	68	71	75
SUISUN CITY	68	67	62
VACAVILLE	73	70	68
VALLEJO	51	51	49
COUNTYWIDE	**66**	**66**	**65**

Using a three-year average provides a more accurate picture, since not all jurisdictions submit their streets and roads data at the same time, and a single project can cause a significant jump in the annual PCI score for a small city with just a few miles of streets.

What PCI Looks Like

The photos displayed in figure 2 show streets and roads that represent a PCI rating of Excellent/ Good, At-Risk, and Very/Poor Failed. Most of the streets and roads in Solano County fall under the At-Risk (Fair) category. While this condition category may not look so bad on the surface, the costs associated with falling below this threshold can be rather significant.

Figure 2: PCI Rating and Visual Condition

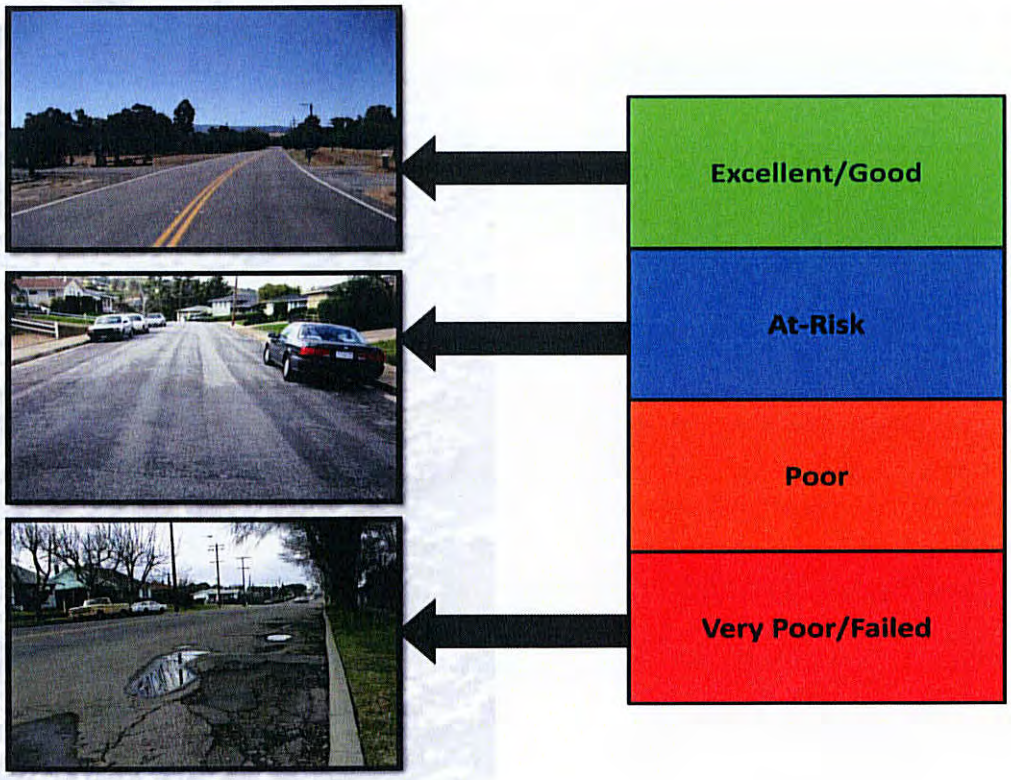
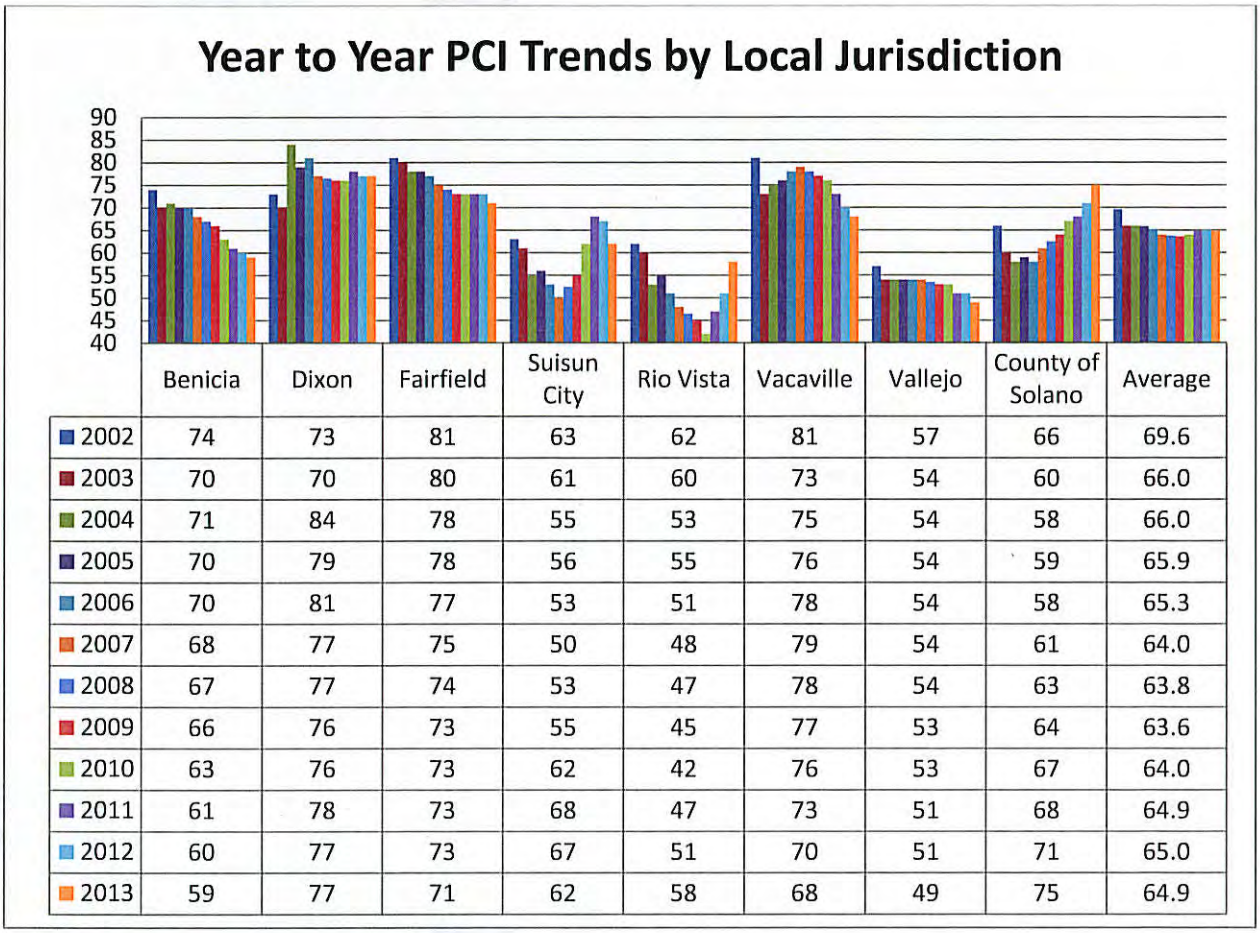


Table 3: Solano County Pavement Condition Index (PCI) from 2001-2013



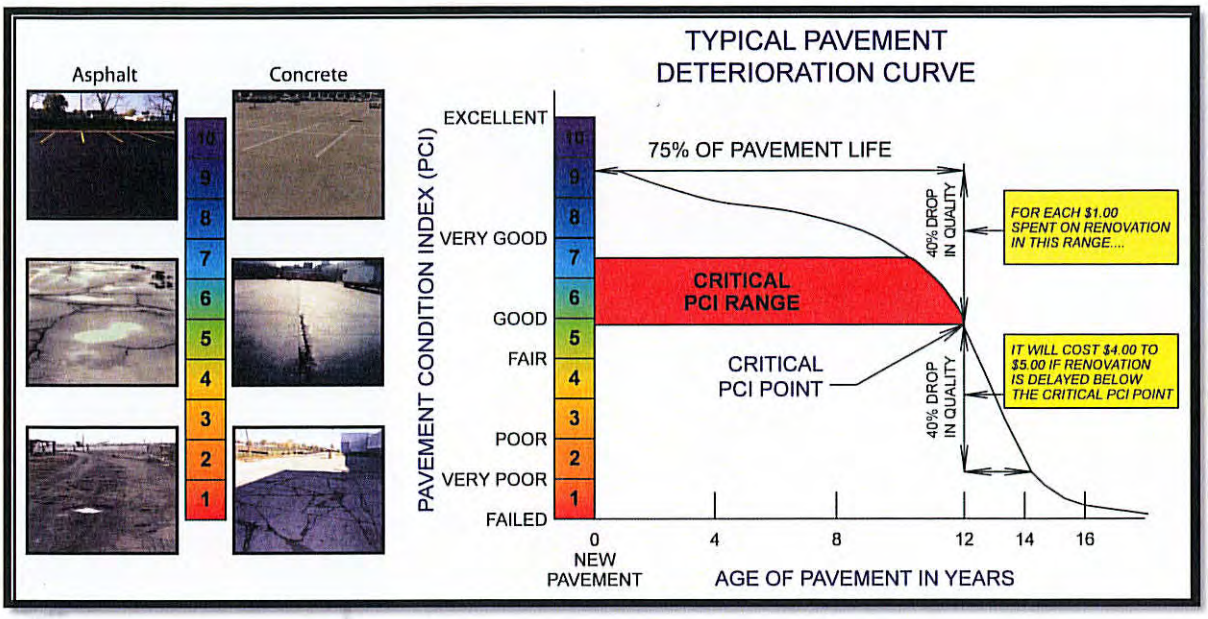
	Benicia	Dixon	Fairfield	Suisun City	Rio Vista	Vacaville	Vallejo	County of Solano	Average
2002	74	73	81	63	62	81	57	66	69.6
2003	70	70	80	61	60	73	54	60	66.0
2004	71	84	78	55	53	75	54	58	66.0
2005	70	79	78	56	55	76	54	59	65.9
2006	70	81	77	53	51	78	54	58	65.3
2007	68	77	75	50	48	79	54	61	64.0
2008	67	77	74	53	47	78	54	63	63.8
2009	66	76	73	55	45	77	53	64	63.6
2010	63	76	73	62	42	76	53	67	64.0
2011	61	78	73	68	47	73	51	68	64.9
2012	60	77	73	67	51	70	51	71	65.0
2013	59	77	71	62	58	68	49	75	64.9

Bad Roads Mean Big Bills

A PCI Score of 65 is considered "fair" (PCI 60-69), and indicates the critical need for maintenance because of the rapid increase in rehabilitation costs that occurs once below this threshold. Once a pavement's condition rating reaches 60, it will begin to deteriorate rapidly. As shown in Figure 3, a new pavement will deteriorate slowly for the first 12 years of its standard 20 year life span. Without any intervention, the pavement will drop from the fair category to the "failed" category in the next five years. This deterioration holds serious implications for the cost of system preservation. Pavements that are still in good condition (a PCI of 70 or above) can be preventively maintained at a low cost, whereas pavements that need significant rehabilitation or reconstruction require five to 15 times the amount of funding. Thus, a PCI of 65 should be viewed with caution, as it indicates that our local streets and roads are poised on the edge of a maintenance cliff. "Every dollar invested in maintenance saves taxpayers from future repairs that are 10 times more expensive," said Caltrans Director Malcolm Dougherty.

The cost of repairing roadways is not the only expense that drivers have to consider. A recent report by the Washington-based research and advocacy group TRIP estimated the additional cost of auto repairs and traffic due to bad roads to be $2,200 annually per vehicle. This large expense is largely not quantified when it comes to the costs and benefits of the quality of our roadways.

Figure 3: PCI Condition and Cost of Rehabilitation

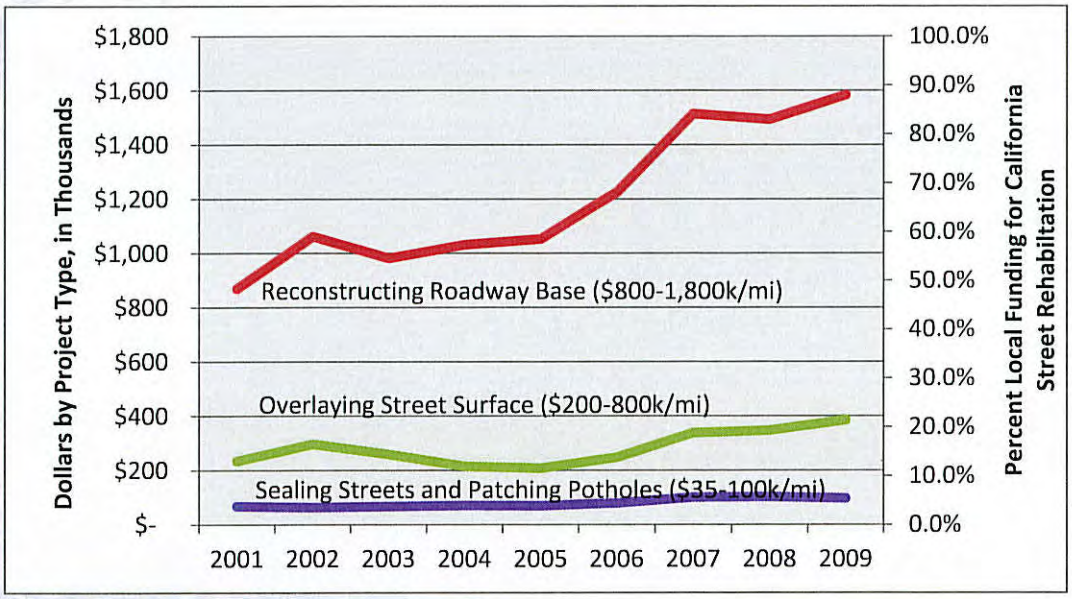


Street Pavement: Local Government Foundations or Credit Cards

By deferring maintenance, cities balloon the cost of street rehabilitation projects, resulting in uncomfortable tradeoffs for cities (e.g., building new community centers vs. repairing failed streets). When cities wait until streets reach critical and expensive maintenance needs, cities must pay for additional labor and materials to rebuild the road, potentially magnifying the cost.

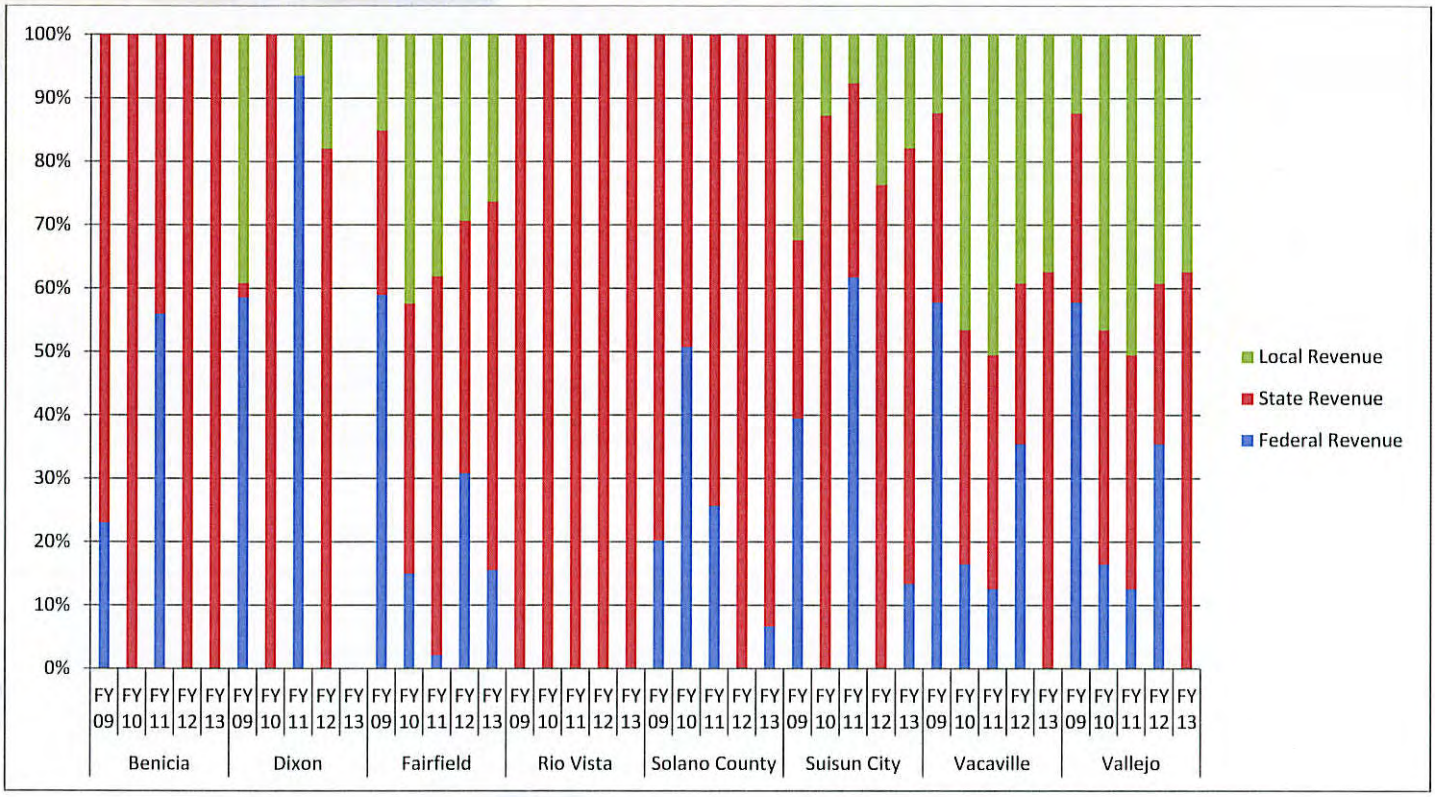
Between 2005 and 2009, California cities paid for a greater number of more expensive street repairs with local funding, not federal or state funds.

Figure 4: Local Funding Is Needed to Pay for an Increasing Number of Expensive California City Street Reconstruction Projects



In Solano County, the investments made between 2009 and 2013 reflect this trend. The chart below illustrates how the majority of city street rehabilitation funding came from state or federal sources. With state and federal sources decreasing, local funding sources may have to make up the difference.

Figure 5: Local, State and Federal Investments by Solano Jurisdictions, from 2009-2013



6.5 Times More Funding Needed to Cost-effectively Maintain Local Streets and Roads in Solano County

On December 5, 2011, MTC released "Final Draft Local Streets and Roads Long-Range Needs/ Revenue Assessment" for the Plan Bay Area Regional Transportation Plan (RTP). MTC estimated how much funding each Bay Area county needs to maintain current conditions or reach a state of good repair.

Table 4: Draft 28-Year Plan Bay Area LS&R Needs and Revenues (Millions)

Draft 28-Year Plan Bay Area LS&R Capital Needs and Revenues (In Millions)							
County	Revenues for Capital Pavement Rehab Needs*	Cost to "Maintain Existing PCI" Scenario	Cost to reach a "State of Good Repair, PCI 75"	Shortfall, "Maintain Existing PCI" Scenario	Shortfall, "State of Good Repair, PCI 75" Scenario	Ratio of "Maintain Existing PCI" Cost to Revenues	"State of Good Repair, PCI 75" Cost to Revenues
Solano	**488**	**2,186**	**3,195**	**1,699**	**2,707**	**4.5**	**6.5**
Napa	219	872	1,516	653	1,297	4.0	6.9
Sonoma	994	2,858	5,018	1,863	4,023	2.9	5.0
Marin	393	1,054	1,506	661	852	2.7	3.8
Santa Clara	3,374	8,817	10,894	5,443	7,519	2.6	3.2
Alameda	2,153	5,332	7,798	3,179	5,650	2.5	3.6
San Mateo	1,368	3,317	3,913	1,950	2,471	2.4	2.9
Contra Costa	2,868	4,863	5,786	1,995	2,871	1.7	2.0
San Francisco	2,299	3,263	4,778	965	2,480	1.4	2.1
REGION	14,156	32,563	44,404	18,407	29,869	2.3	3.1
* Revenues include committed sources such as gas taxes, sales taxes, registration fees and other local revenues							

Some Solano Cities need as much as 19.7 times more funding

Based on MTC's figures, countywide local streets and roads face a funding shortfall over the next 28 years of $1.7 billion to maintain current conditions and $2.7 billion to reach a state of good repair.

Table 5: Draft 28-Year Solano County LS&R Needs and Revenues (in Millions)

Draft 28-Year Solano County LS&R Capital Needs and Revenues (In Millions)							
Solano Agencies	Revenues for Capital Pavement Rehab Needs*	Cost to "Maintain Existing PCI" Scenario	Cost to reach a "State of Good Repair, PCI 75" Scenario	Shortfall, "Maintain Existing PCI" Scenario	Shortfall, "State of Good Repair, PCI 75" Scenario	Ratio of "Maintain Existing PCI" Cost to Revenues	Ratio of "State of Good Repair, PCI 75" Cost to Revenues
Dixon	5.7	100.2	112.2	94.5	106.5	17.6	19.7
Benicia	16.5	137.3	217.0	120.8	200.5	8.3	13.2
Vallejo	60.2	357.9	874.0	297.6	813.8	5.9	14.5
Fairfield	105.9	561.3	664.6	455.3	558.6	5.3	6.3
Vacaville	119.1	515.9	584.0	396.7	464.8	4.3	4.9
Suisun	35.6	116.4	176.7	80.7	141.0	3.3	5.0
Rio Vista	5.6	15.5	61.6	9.9	56.0	2.8	11.0
County	139.1	382.0	504.8	242.9	365.7	2.7	3.6
TOTAL	**487.8**	**2186.4**	**3194.8**	**1698.5**	**2707.0**	**4.5**	**6.5**

Funding Sources for Solano County Roadways

There are a limited number of funding sources that local jurisdictions can access to fund local streets and roads maintenance activities.

As showcased in Figure 5, the majority of funds used for LS&R investments come from state and local sources. Over the past decade the percentage of funds coming from the federal government has declined and the percentage coming from local sources has increased. The federal gas tax was last raised in 1993, nearly 21 years ago. According to the Federal Highway Administration, the purchasing power of the federal gas tax has dropped approximately 30 percent since 1997. This trend is important going forward as local agencies might have to rely on local funding measures for their roadway needs.

Federal (25%)

- Surface Transportation Program (STP) – This funding source has most recently been packaged as part of the OneBayArea Grant (OBAG) program. This program has increased the level of regulation and limited the use of funds, with at least 50% of funds in Solano County going to PDAs or must be used in complete streets projects.
- Federal Stimulus –These one-time funds were available for roadway projects during the recession of 2009-2012. While these funds were a boost to local agencies of federal revenues, they only served to fill the gap that occurred due to a decrease in local and state revenues.

State (44%)

- Prop 1B – This funding source has been used by local agencies to augment their local streets and roads maintenance budgets since it was passed by voters in 2006. A total of approx. $5M was allocated to Solano County jurisdictions for roadway maintenance. According to Caltrans Dept of Finance, nearly all funds have been allocated. This funding source is no longer available for roadway projects.
- Gas Tax – State gas tax revenues are collected by the State and then distributed to local jurisdictions by formula. This is important source of revenue that has held steady due to "Fuel Tax Swap" legislation enacted in 2011.

Local (31%)

- City or County General Fund
- Regional Transportation Impact Fee – Recently enacted by Solano Board of Supervisors with a $1,500 per dwelling unit equivalent. This resource is not guaranteed as it is limited to new development, and funds are allocated to specific projects, not just roadway improvements.
- Local Sales Tax - In order to address the need for more local funding, three cities within Solano County have passed local sales tax measures recently, of which a portion of the funds have been allocated to LS&R maintenance. Vallejo, Fairfield, Vacaville, and Rio Vista all have passed temporary sales tax measures, with only Vallejo and Fairfield currently budgeting a portion of the revenue to LS&R.

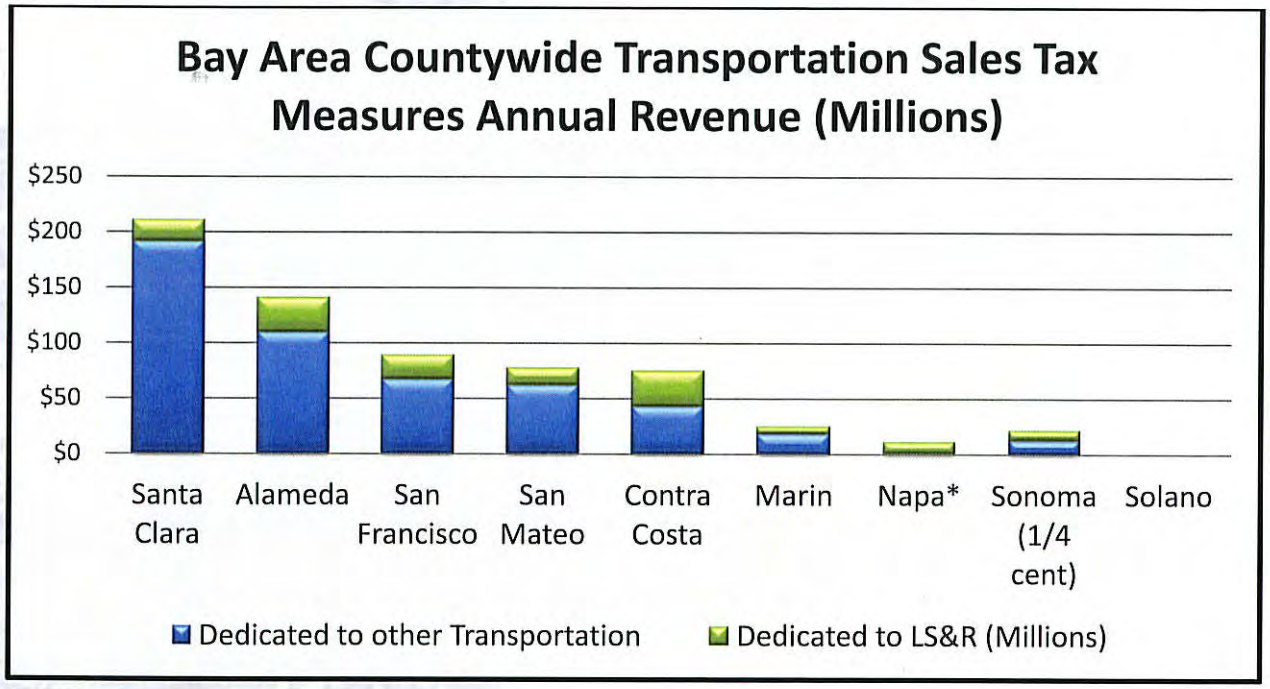
Table 6: Local Jurisdictions with Temp Sales Tax Measures

Municipality	Sales Tax Rate	Annual Budgeted to LS&R
Vallejo	1%	~$2M
Fairfield	1%	~$1M
Vacaville	.25%	N/A
Rio Vista	.75%	N/A

While four of the seven cities within Solano County currently have a sales tax, with some of the funds budgeting for LS&R, there is currently no countywide sales tax devoted to transportation improvements.

A local transportation funding source would help to alleviate some local funding shortfalls and would provide a reliable and steady source of revenue for roadway maintenance needs. In fact, Solano County is the only county within the 9 county San Francisco Bay Area that does not have a local countywide funding source dedicated to transportation improvements and roadway maintenance. Some Bay Area counties have also adopted a fee based on vehicle licensing through the Department of Motor Vehicles that directly funds transportation projects. How much revenue can a countywide funding source provide? Figure 6 and accompanying table 7 show that tens, or even hundreds of millions of dollars are generated annually for transportation projects through local voter-approved sales tax measures. Depending on how the measure was written, many of these local measures have a significant amount of funding dedicated to LS&R maintenance.

Figure 6: Bay Area Countywide Transportation Funding Source Annual Revenue Estimates (Millions)



*Napa's Measure T goes into effect in 2018.

Table 6: Bay Area Countywide Transportation Sales Taxes in Millions (All Counties 1/2% tax rate, except Sonoma)

County	Santa Clara	Alameda	San Francisco	San Mateo	Contra Costa	Marin	Napa*	Sonoma (1/4%)	Solano
Estimated 2014 Revenue	$ 211	$ 141	$ 89	$ 78	$ 75	$ 25	$ 11	$ 21	$ -
Dedicated to LS&R	$ 19	$ 31	$ 22	$ 16	$ 32	$ 7	$ 10	$ 8	$ -
Percentage to LS&R	9%	22%	25%	20%	43%	27%	92%	40%	0%

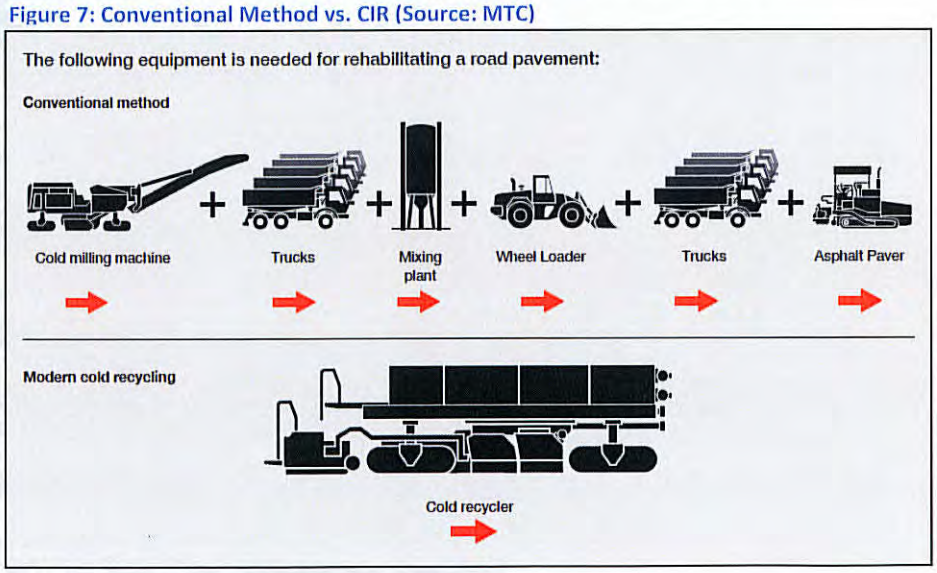
Most of the Bay Area counties have devoted between 20% and 40% of their transportation sales tax revenue to LS&R, with the exception of Santa Clara which dedicates a far lower percentage and Napa dedicating a much higher percentage. Solano County, as the only Bay Area County to not have passed a transportation sales tax measure, is currently not receiving any dedicated LS&R revenue; which has contributed to a higher back-log of roadway maintenance needs that will have to be addressed in future years, at increased cost.

Exploring New Technologies to Save Tax Dollars

New technologies, such as improved chip seal polymer, Cold In-Place Recycling (CIR) and Full Depth Reclamation (FDR) pavement technology can recycle pavement and cut project costs in half. New polymer chip seals can have improved durability and have been shown to extend pavement life 7-12 years over pavements in good condition; 5-7 years on pavements in fair condition; 3-5 years for pavements in poor condition. This declining return on investment for this technology is another reason to address roadway maintenance before costs rise.

Unincorporated Solano County roads have experienced a gradual and steady increase in PCI over the last 7 years, lifting the County's index from 61 to 78. County staff primarily attributes the 3.6% annual average PCI increase to the County's aggressive chip seal program. Every year nearly half of the County's 460 centerline miles of paved roads are physically driven and 40 miles are identified for chip seal. County crews spend about 3 months each spring preparing the selected road segments by digging out failed pavement sections, blade patching, and crack sealing.

Figure 7: Conventional Method vs. CIR (Source: MTC)



Crews have successfully addressed structural distresses in advance of the surface treatment and paid equal attention to maintaining smooth profiles to make the (unincorporated) Solano County chip seal program a great success.

Several Bay Area municipalities already are experimenting with a relatively new technology known as Cold In-Place Recycling (CIR), which eliminates the need for the extraction and processing of raw materials, as well as the transportation and lay-down of finished asphalt-concrete. MTC previously awarded a $2 million grant through its Climate Initiatives Program to help finance a joint CIR demonstration project by Sonoma County and the city of Napa, with the intention of piloting the use of this technology for possible applications elsewhere in the Bay Area. Solano County and its cities can take advantage of available grant opportunities and explore the possibility of implementing CIR technology on its road rehabilitation projects. This process has the potential to save money and resources on roadway reconstruction projects.

Full depth reclamation is a recycling method where all of the existing asphalt pavement is pulverized, combined with underlying materials, and treated with asphalt emulsions and chemical agents such as calcium chloride, portland cement, fly ash and lime, to obtain an improved base. This method has been recommended by the US Department of Transportation for pavements with deep rutting, load-associated cracks, nonload associated thermal cracks, reflection cracks, and pavements with maintenance patches such as spray, skin, pothole, and deep hot mix. It is particularly recommended for pavements having a base or subgrade problem. The engineering costs are low for this method and allow for lower material expense during reconstruction.

Innovative Methods to Maintain or Increase PCI Scores

With state and federal investment in local LS&R decreasing, local agencies are using innovative methods to maintain their pavements. While these methods might be effective, they are not able to bridge the significant funding shortfall.

1. New Growth Communities – Certain cities within Solano County have a healthy growth rate, with new roads and houses being built on an annual basis. These newly constructed roads, with PCI around 100, help to boost the average PCI score for a city overall. There is a serious issue with this approach, as new residential roads only carry a small percentage of a city's traffic. A city's collector and arterial roads carry the bulk of traffic, yet are given the same average PCI weighting as a new residential road, which serves to skew the average PCI score of a city. This only raised the average and does nothing to maintain existing roads.

2. One-Time Funds – The most recent example of one-time funds is the Federal Stimulus that was passed in 2008. These funds helped to make up for a decrease in local streets and roads funding during the economic downturn. The Federal Stimulus assisted in funding projects for approximately two years, but these funds are no longer available.

   Another example of one-time funds is California's Prop 1B transportation bond. This transportation bond was approved by popular statewide vote in 2006 and a portion was allocated to local streets and roads maintenance. Over the course of the bond, Solano County was allocated a total of approximately $5M for LS&R projects. The remainder of the funds are allocated for transit use, and no more Prop 1B funds are available for LS&R projects.

Summary and Conclusion

Whether commuting to work, dropping the kids off at school, or making a quick stop at the grocery store, nearly every trip begins and ends on local roadways. This is arguably one of the most important infrastructure investments a city can make. How and when we invest in our roads can have major implications on future budgets. Spending $1 now on timely maintenance to keep a section of roadway in good condition would cost $5 to restore the same road if the pavement deteriorates to the point of needing major rehabilitation. A quality roadway network promotes the movement of goods and services, which has a positive effect on economic activity.

As of June 2014, Solano County and its 7 cities are cumulatively investing approximately $20M annually in maintaining local streets and roads. In order to achieve an average countywide PCI goal of 60, an additional $24M annually is needed over the next 15 years. This amount is more than twice as much as we are now spending just to maintain local streets and roads in "fair condition." Since the costs of roadway rehabilitation increase substantially when PCI drops below 60 (roads categorized as "at-risk"), having a countywide goal of 60 would poise our roads on the edge of a maintenance cliff. To reach the higher PCI goal of 75, the goal approved in the Solano Comprehensive Transportation Plan, $50M additional funds are needed annually over the next 15 years to reach a 'state of good repair' – two and a half times more than our current investment.

"Strategic investment in infrastructure produces a foundation for long-term growth."
-Roger McNamee

Without a healthy investment in our roadway infrastructure, Solano County will continue its downward trend in pavement quality. This deterioration hinders Solano County from attracting new jobs, housing, tourism, and business investment. More money spent now in long-term roadway maintenance can save Solano County and the seven cities millions in the future and strengthen our local economy.

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Appendix

Local Agency Handouts Describing Pavement Conditions, Pavement Maps, and Finances

Each local agency handout will describe each agency's unique approach to pavement management, including

- Brief introductions to general pavement conditions and issues
- Brief narrative describing the local agency's pavement maintenance and rehabilitation approach
- Current Pavement Condition Maps
- Charts showing the last 5 years of pavement investments
  - Includes non-pavement investments (i.e., curbs and gutters, sidewalks, storm drains, traffic signs, signals and lights)
- Future Pavement and Revenue Needs
- PCI Projection Maps for 2014, 2018, 2023, and 2028 using Current Budget Scenario.
- Budget Scenarios:
  - Current Budget
  - Maintain Current PCI
  - Target PCI 75

15 Year Pavement Cost Projections by Jurisdiction

1990 · 2015
25th Anniversary
STA
Solano Transportation Authority
...working for you!

DATE: October 5, 2015
TO: STA Board
FROM: Daryl K. Halls, Executive Director
RE: Solano Transportation Improvement Authority (STIA) Board Recommendation: Local Transportation Funding

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Background:
The Solano Transportation Improvement Authority (STIA) was established by the Solano County Board of Supervisors back in 2001/2002 to evaluate local transportation funding options and provide recommendations regarding local transportation funding. Each of the seven cities and the County of Solano are represented on the STIA Board.

Currently, Solano County cities and the County rely heavily on state funding to fund the repair and maintenance of its local streets and roads with 79% of Solano's local street and road funding coming from state gas tax. Federal (7%) and local (14%) sources provide much smaller percentages. In February of 2015, in response to lower gas prices, the Board of Equalization voted to reduce the gas tax swap by the equivalent of 6 cents (from 18 cents to 12 cents) resulting in a 25% cut in state gas revenues being returned to local cities and counties for streets and roads. For Solano County, this is an estimated $5 million less in state gas tax to be allocated for Fiscal Year 2015-16. This loss of state gas tax funding only exacerbates the funding shortfalls for Solano County's streets and roads.

Following the action by the Board of Equalization, the STIA Board reconvened to discuss options for addressing both the near-term reduction in state gas tax funding for local streets and roads and the projected longer term funding shortfall. The STIA Board has held three meetings on this subject and is scheduled to meet for a fourth time on October 14th at 4:30pm.

Discussion:
The STIA Board is scheduled to meet on October 14th at 4:30 pm to consider a series of recommendations from the Solano City Manager's Group pertaining to funding for maintenance and repair of local streets and roads and road safety, senior/disabled mobility, and public accountability and oversight. The STIA Board has requested the STA agendize a forthcoming recommendation from the STIA pertaining to addressing the significant current, near-term and long-term shortfall in funding for local streets and roads and road safety, senior/disabled mobility, and public accountability and oversight.

Recommendation:
Consider a recommendation from the STIA Board authorizing the STA Board Chair and Board Members to forward a letter to the Solano County Board of Supervisors requesting their consideration of a local funding source to address the following:

1. Maintenance and Repair of Local Streets and Roads and Road Safety Projects
2. Senior/Disabled Mobility
3. Oversight and Accountability

Solano Transportation Improvement Authority

DATE: October 6, 2015
TO: Solano Transportation Improvement Authority (STIA) Board
FROM: Daryl K. Halls, STA Executive Director
RE: Local Transportation Funding Recommendation

Background:
Since 1998, Solano County has grappled with various options to address the growing funding gap between available federal, state, regional and local transportation funds and, specially, the funding necessary to address the maintenance of local roads and streets in Solano County, the critical improvements needed to improve local road safety, and providing access to mobility for Solano County's growing number of seniors and persons with disabilities.

In 1998, Solano County business and political leaders placed an advisory measure on the ballot (Measure F) asking Solano County voters about their prospective support for a short list of transportation improvements. Measure F was approved by 76.5% of Solano County voters, but it did not contain passage of a local sales tax ordinance for providing the funding for these specified improvements. Subsequent local measures in 2002, 2004 and 2006 collectively received a majority of voter support, but were unsuccessful in garnering the supermajority of 66.7% necessary for passage of a special tax for transportation.

In December 2014, the STA, working closely with the public works staff from County of Solano and the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville and Vallejo, completed the first annual Solano County Pothole Report which provided a detailed status of Solano County's 3,724 total lane miles of local streets and roads. The report identified an average Pavement Condition Index (PCI) of 65 (fair) with an annual funding expenditure of $20 million, but an annual shortfall of $24 million just to maintain the current PCI rating of fair. At the current rate of expenditure, Solano County's streets and roads are projected to continue to get worse in just the next seven years (2021), from the current countywide PCI rating of 64 (fair) to 57 (at-risk), unless additional funding can be identified to offset this downward trend with an increased investment for each of the seven cities and the County.

In January of 2015, the Solano Transportation Authority (STA) commissioned a public opinion poll of registered Solano County voters to assess the importance of transportation in comparison to other community priorities, the willingness of local voters to afford a local funding measure, and the degree of local trust of government to administer a local funding measure. Based on the 400 Solano County voters surveyed, local streets and roads maintenance and safety were identified as one of three top priorities with over 70% support, along with improving schools and public safety. The survey also concluded that the affordability factor among Solano County voters had improved, but the public trust pertaining to whether public funds would be spent wisely was low.

The Solano Transportation Improvement Authority (STIA) was established by the Solano County Board of Supervisors in 2001/2002 to evaluate local transportation funding options and provide recommendations regarding local transportation funding. Each of the seven cities and the County of Solano are represented on the STIA Board. In 2013, the STIA served as the forum for the development of the Regional Transportation Impact Fee (RTIF) that was added to the County's Facility Fee Program (FFP) beginning in February 2014 and which provides a small fee as part of the FFP on future development that helps mitigate the impact of future development on Solano County's roads. The RTIF program has been helpful in advancing several key projects, but does not provide funding for the maintenance and fixing of existing roads.

Currently, Solano County cities and the County rely heavily on state funding to fund the repair and maintenance of its local streets and roads with 79% of Solano's local street and road funding coming from state gas tax. Federal (7%) and local (14%) sources provide much smaller percentages. In February of 2015, in response to lower gas prices, the Board of Equalization voted to reduce the gas tax swap by the equivalent of 6 cents (from 18 cents to 12 cents) resulting in a 25% cut in state gas revenues being returned to local cities and counties for streets and roads. For Solano County, this is an estimated $5 million less in state gas tax to be allocated for Fiscal Year 2015/16. This loss of state gas tax funding only exacerbates the funding shortfalls for Solano County's streets and roads.

Following the action by the Board of Equalization, the STIA Board reconvened to discuss options for addressing both the near-term reduction in state gas tax funding for local streets and roads and the projected longer term funding shortfall.

On April 15th, the STIA Board met to discuss three topics:

1. Review the status of transportation funding, following the vote by the Board of Equalization to reduce state gas tax funding, with the specific topic focused on available current and future funding for the maintenance and repair of local streets and roads.
2. Receive a presentation on the January 2015 public opinion poll
3. Discuss local funding options

At the conclusion of the meeting, the STIA Board requested a follow up meeting be scheduled with the Solano City Managers, City Public Works Directors, and County Chief Administrative Officer and County Engineer to continue the discussion about local streets and roads and the lack of funding.

On May 13th, the STIA Board convened a follow up meeting that included the City Managers and Public Works Directors for the seven cities, and the County Chief Administrative Officer and the County Engineer to discuss the following:

1. The current and project status of local streets and roads in Solano County
2. A roundtable discussion regarding the status of local streets and roads within each of the seven cities and the County
3. Short-Term and long-term need for a local transportation funding source
4. Where do we go from here?

At the meeting, the STIA Board requested the Solano City Managers develop a recommendation focused on a return to source allocation formula for local streets and roads and to bring this back to the STIA Board at a future meeting.

On September 9th, the STIA Board met again with the Solano City Managers Group. At this meeting, the following items were discussed:

1. The Solano City Manager's Group presented a recommendation to the STIA Board for the allocation formula for a prospective local funding source for local streets and roads to be returned to cities and the County based on 40% population, 40% road miles, and 20% sales tax generated.
2. A summary of a Countywide Travel Safety Plan being updated by the STA in partnership with the County and the seven cities was presented
3. A presentation was also provided on the current and future mobility needs of seniors and people with disabilities

At the conclusion of this meeting, there was general consensus that there is a critical need for a local funding source to address the current, short-term and long-term funding needs for local streets and roads. The STIA Board requested the Solano City Manager's Group consider three additional topics and return with recommendations to the STIA Board in October. This included:

1. A recommendation regarding road safety projects
2. A recommendation regarding meeting the mobility needs of the growing population of seniors and people with disabilities
3. Recommendations for providing oversight and accountability

Discussion:

A fourth meeting of the STIA Board has been scheduled for October 14, 2015 at 4:30pm at Suisun City Council Chambers. At this meeting, the Solano City Manager's Group is scheduled to provide recommendations to the STIA Board in regards to road safety projects, mobility for seniors and people with disabilities, and for providing oversight and accountability for the public.

Recommendation:

Consider forwarding a recommendation to the STA Board authorizing the STA Board Chair and Board Members forward a letter to the Solano County Board of Supervisors requesting their consideration of a local funding source to address the following:

1. Funding for Local Streets and Roads Maintenance and Repair and Road Safety Projects Based on the 40% road lane miles, 40% population 20% sales tax generated return to source allocation formula;
2. Funding for Senior/Disabled Mobility; and
3. Provide Oversight and Accountability to the Public.

Current and Projected Status of Countywide Local Streets and Roads (LS&R) in Solano County

1

Presented to the STIA Board

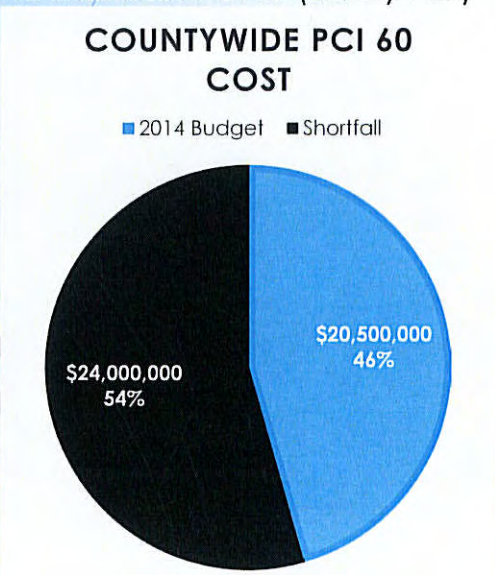
October 14, 2015

STIA
Solano Transportation Improvement Authority

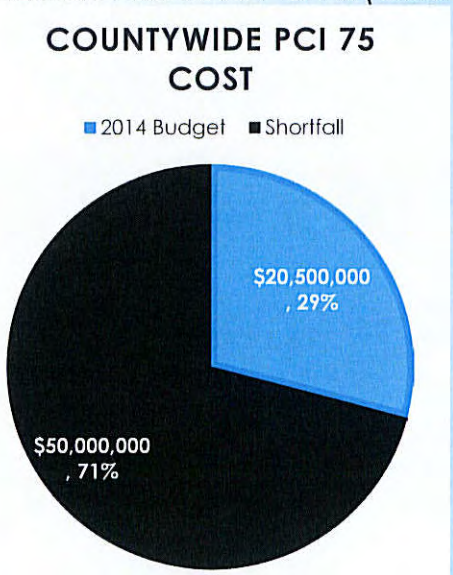
2

Countywide Annual Shortfall

Solano Countywide averages (2014) spending $20.5M, but needs to spend $44.5M annually to maintain PCI 60 (Barely Fair)



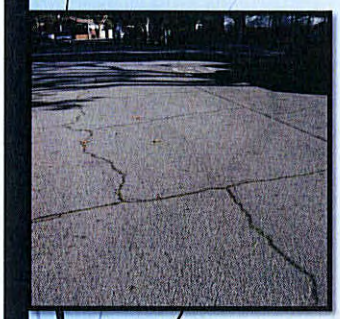
Solano Countywide averages (2014) spending $20.5M, but needs to spend $70M annually to maintain achieve PCI 75 (Good)



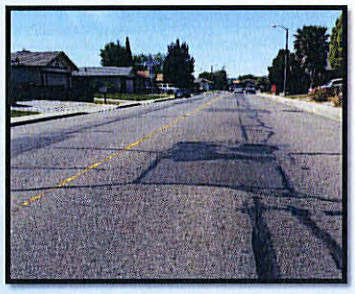
Pavement Condition Index (PCI) Chart

3

Excellent/Good
(PCI 70-100)



Fair
(PCI 60-69)



At-Risk
(PCI 50-59)

Poor/Failed
(PCI 49-0)

4

Typical Pavement Section

5

Treatments for PCI 70+ "Good" Category: Surface Sealed-Crack Sealing (up to $1.90 LF)

6

Treatments for PCI 60-70 "Fair" Category: Surface Sealed-Slurry Seal (up to $2.35/SY or $16,500 per mile)

7

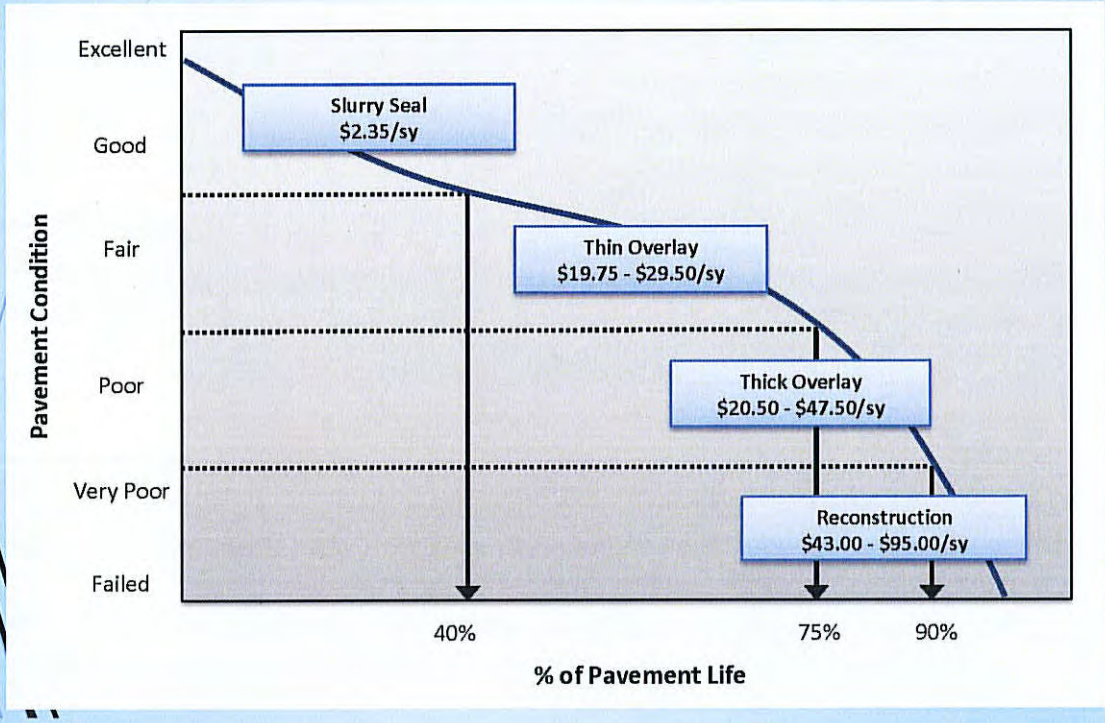
Treatments for PCI 50-60 "At-Risk" Category: Pavement Overlay (up to $47.50/SY or $334,000 per mile)

8

Treatments for PCI >50"Poor" Category: Pavement Reconstruction (up to $95/SY or $668,000 per mile)

9

Cost of Maintaining Pavements over Time



10

Solano Member Agency 2014 Pothole Report Budgets and PCI Scores

- According to the 2014 Pothole Report, Solano Countywide spent approx. $20.5 M for Local Streets and Roads.
- State Gas Tax funding (79% of revenue) decreased approx. 25% for Fiscal Year 2015/16.

Member Agency	2014 Pothole Report Budget	2014 Network PCI	Projected 2021 Network PCI
County of Solano	$ 7,285,000	79	75
Fairfield	$ 1,750,000	74	66
Dixon	$ 271,000	71	67
Vacaville	$ 5,000,000	69	60
Benicia	$ 690,000	58	52
Rio Vista	$ 138,000	55	54
Suisun City	$ 1,200,000	55	42
Vallejo	$ 4,250,000	45	43
COUNTYWIDE	$20,584,000	**64**	57

Good
Fair
At-Risk
Poor

11

Countywide Funding Source Distribution Factors

- Population (2014 Census Estimates)
- Total Lane Miles (StreetSaver Calculation)
- Total Taxable Sales (2013 Board of Equalization)

	Total Lane Miles		2014 Population Estimate		Taxable Sales by City	
	#	Pct of Total	#	Pct of Total	Total All Outlets (in $1,000s)	Pct of Total
Benicia	195.8	5%	27,930	6%	$541,741	8%
Dixon	130.3	3%	19,164	4%	$432,332	7%
Fairfield	737.3	20%	111,125	26%	$1,666,580	26%
Rio Vista	45.9	1%	8,070	2%	$81,951	1%
Suisun City	152.2	4%	29,256	7%	$95,342	1%
Vacaville	596.3	16%	95,856	22%	$1,512,401	24%
Vallejo	714.6	19%	120,228	28%	$1,119,542	18%
County of Solano	1151.8	31%	19,502	5%	$927,513	15%
TOTAL	3724.1	100%	431,131	100%	$6,377,402	100%

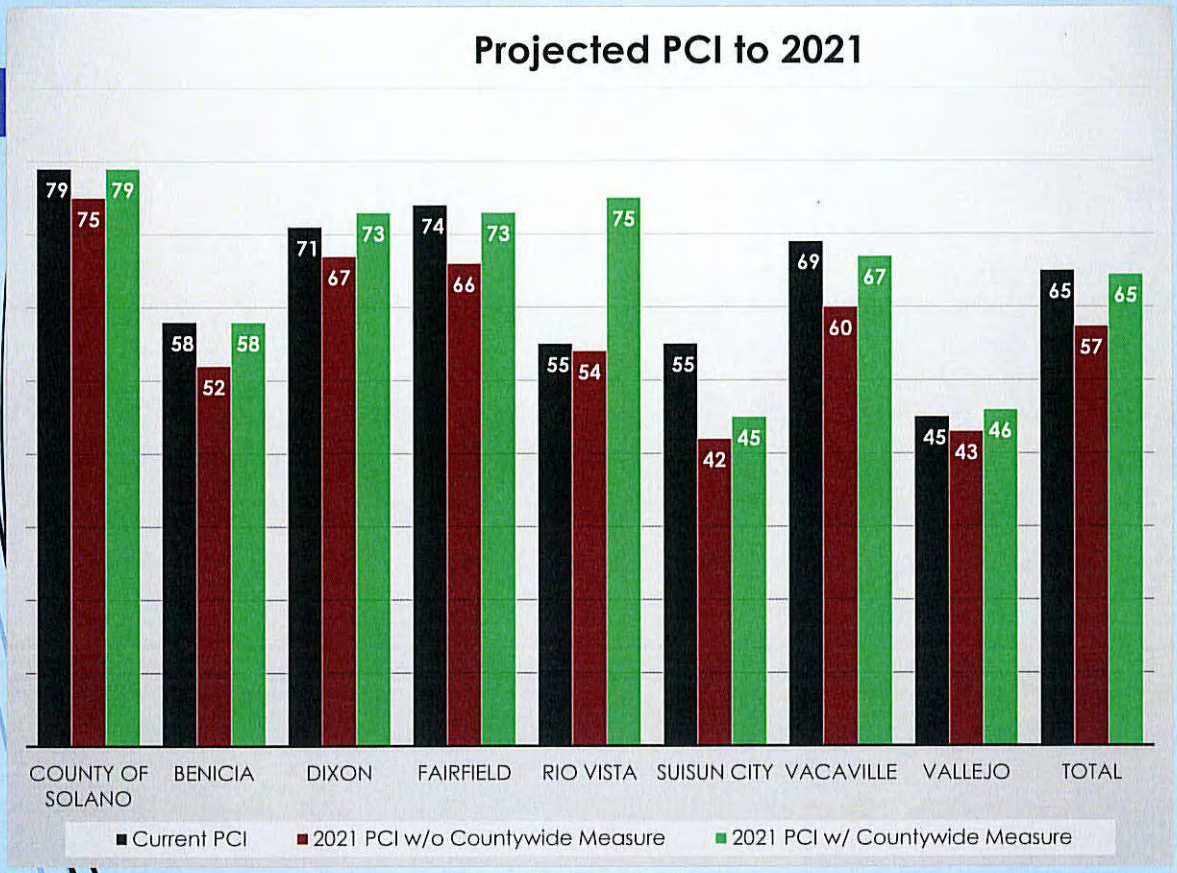
12

What if Solano had a Countywide Funding Source?

- ½ Cent Sales Tax would produce approx. $150M to $180M over 5 years
- Distribution based on 3 factors
  - Population (40%)
  - Total Lane Miles (40%)
  - Taxable Sales (20%)

Jurisdiction	Distribution Percentage	Proceeds of ½ Cent Sales Tax	
		Annually	5 Years
Benicia	6%	$1,839,000	$9,196,000
Dixon	4%	$1,276,000	$6,379,000
Fairfield	23%	$6,936,000	$34,681,000
Rio Vista	2%	$458,000	$2,288,000
Suisun City	5%	$1,513,000	$7,564,000
Vacaville	20%	$5,874,000	$29,372,000
Vallejo	23%	$6,882,000	$34,409,000
County of Solano	17%	$5,222,000	$26,110,000
TOTAL	100%	$30,000,000	$150,000,000

13

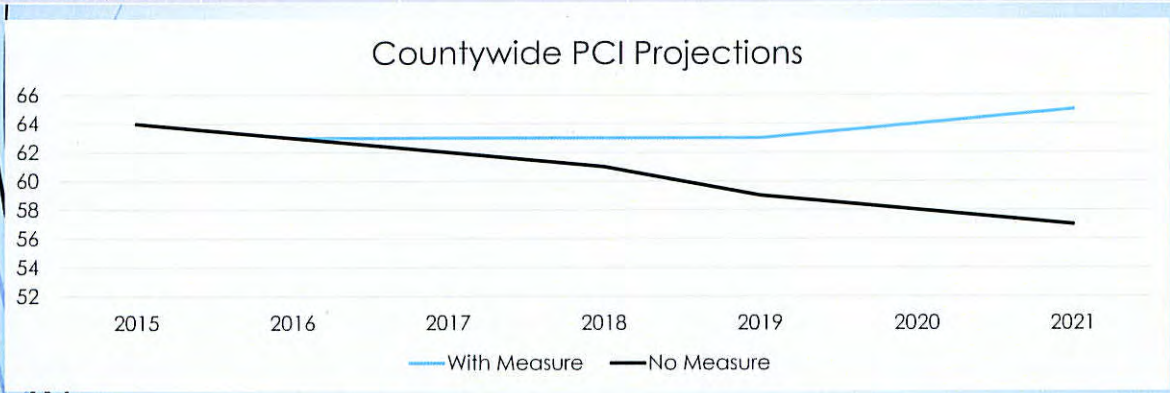


14

Solano Countywide

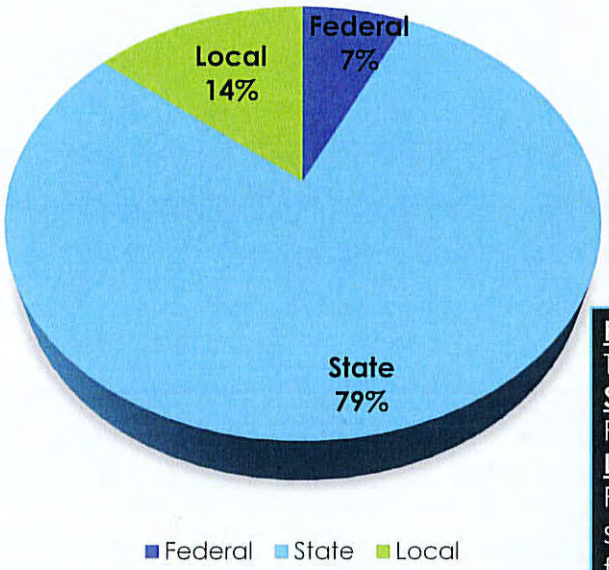
*Annual

Member Agency	2014 Pothole Report Budget	Annual Shortfall for PCI 60	Annual Shortfall for PCI 75	Est. Proceeds from ½% Countywide Measure
Solano Countywide	$20,584,000	$24,000,000	$50,000,000	$30,000,000



Countywide Tax Measure PCI Scenario							
	2015	2016	2017	2018	2019	2020	**2021**
With Measure	64	63	63	63	63	64	65
No Measure	64	63	62	61	59	58	57

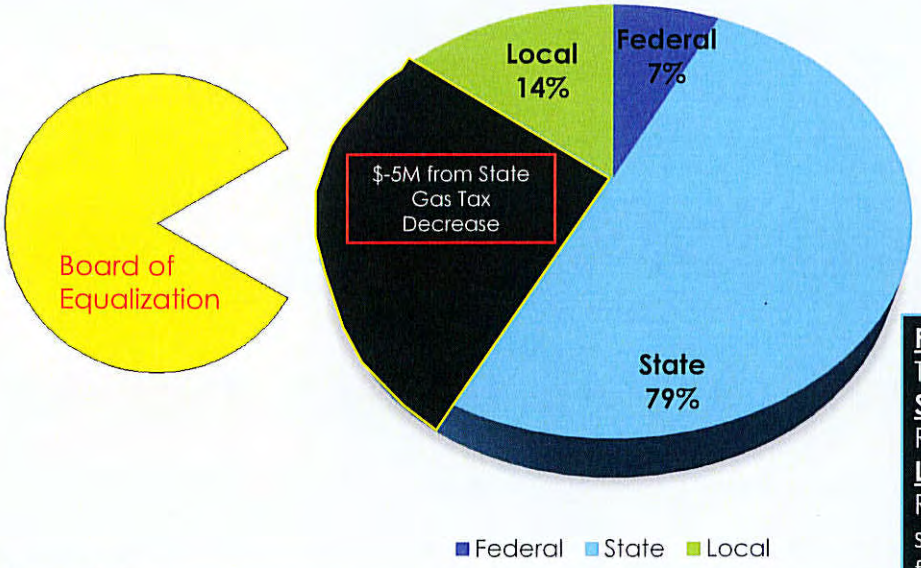
15 Funding Sources for FY 14/15 Local Streets and Roads Maintenance



Approx. $20.5M LS&R Budget

Federal: Surface Transportation Funds
State: Gas Tax Revenue
Local: Sales Tax Revenue (Only some cities supply funding)

16 Funding Sources for FY 15/16 Local Streets and Roads Maintenance



Approx. $15.5M LS&R Budget

Federal: Surface Transportation Funds
State: Gas Tax Revenue
Local: Sales Tax Revenue (Only some cities supply funding)

Solano Travel Safety Plan Update

Making Travel Safer for Autos, Bicyclists, and Pedestrians

STIA
Solano Transportation Improvement Authority

20

The Scope of the Issue

- 2014 motor vehicle collisions:
  - 4,011 total reported collisions
  - **49** fatalities
    - 11.4 fatalities per 100,000 people (9 fatalities per 100,000 average during last 10 years)
  - 2,528 injuries
- **$150 Million** (estimated economic costs of all reported motor vehicle collisions in Solano County, 2010 dollars)
- Collision trends: general Decline 2005 through 2012, increasing since then

21

Making Improvements and Progress

- What's Been Done since 2005
  - **35** Projects completed countywide including improved signaling, intersection reconfigurations, and new stop signs
- **65** locations throughout Solano County have been identified as having one or more safety-related concerns
  - Identified by a mix of local and state statistics, city and county staff knowledge of problem areas

20

List of Potential Safety Projects

- Draft Countywide Safety Plan
  - Projects provided by City Staff
  - Countywide Crossing Guard Program ($600-800K)

Member Agency	Number of Safety Locations Submitted	Sample Locations
Benicia	6	Military West at West 7th Street
Dixon	5	1st St/CA-113, from A Street to Parkway Blvd
Fairfield	9	East Tabor Avenue railroad track crossing, west of Railroad Avenue
Rio Vista	4	CA-12 at Church Road
Suisun City	11	Marina Boulevard, from CA-12 to Railroad Boulevard
Vacaville	9	Alamo Drive, from Merchant Street to Monte Vista Avenue
Vallejo	16	Broadway St; Sacramento St; Tennessee St.
Solano County	5	Pleasants Valley Road (entire length)

Solano Mobility

providing transportation options

Solano Transportation Improvement Authority (STIA)

October 14, 2015

STIA Solano Transportation Improvement Authority

Preparing for Solano County Growth in Numbers for Seniors

2

Bay Area Older Adult Population Growth by Age

	2010	2040	% Change
Solano	**46,847**	**105,912**	**126.1%**

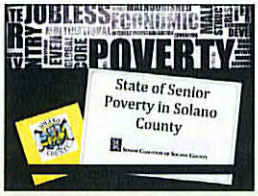
Source: 2010 Census SF1 Table P12; ABAG Forecasts

- 2010 - 7.3% of Solano County population are people who live with a disability
- 2010 – 11% of Solano County populations are seniors 65 years or older
- 2040 – 21% of Solano County residence will be seniors 65 years or older

3

Providing Mobility is Cited as Significant Issue

- Can't afford maintaining a vehicle
- Limited income restricts ability to buy bus passes
- Seniors are not aware of existing resources



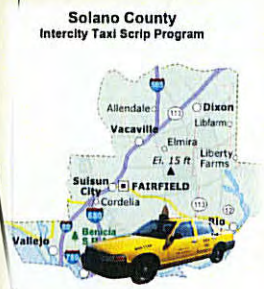
Solano Mobility

STIA Solano Transportation Improvement Authority

Change is the law of life. And those who look only to the past or present are certain to miss the future. *-John F. Kennedy*

4

Solano County Intercity Taxi Program



PHASE I

- Highly Popular Program
- Demand for trips exceeds program budget
- Most booklets/jurisdictions sell out each month (4 of 5 transit operators)
- Only addresses ADA certified <u>ambulatory passengers</u>

PHASE 2

- Phase 2 is intended to expand to include <u>non-ambulatory passengers</u> (not yet implemented)
- Local funding source is needed

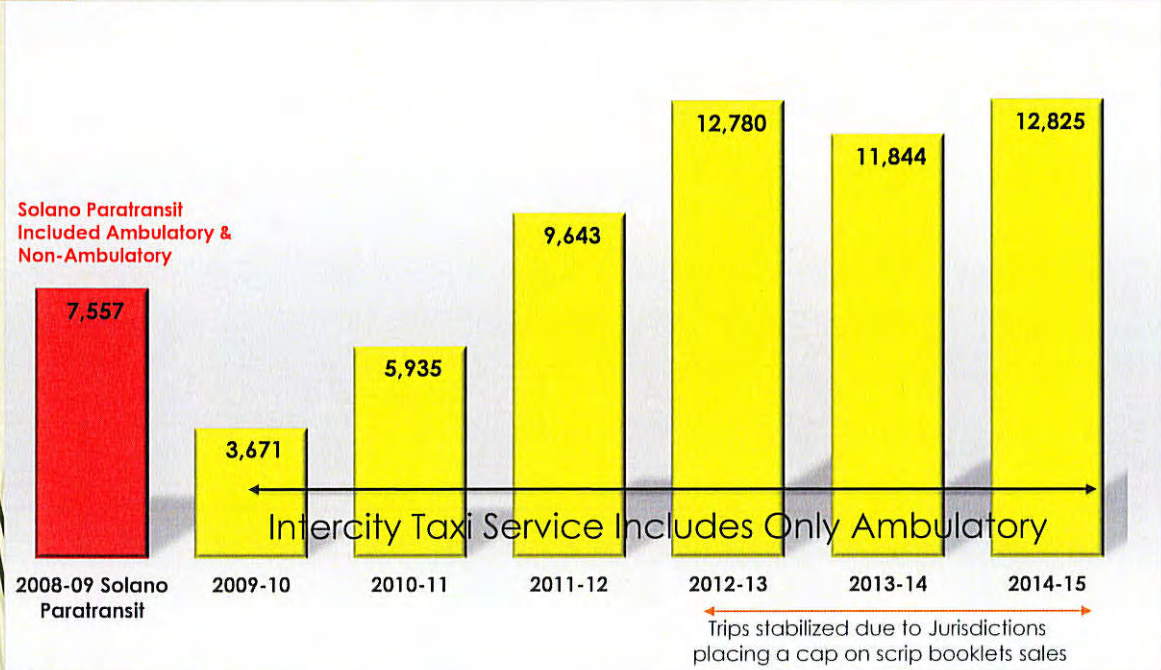
Definition:
<u>Ambulatory</u>- capable of walking
<u>Non-Ambulatory</u> - not able to walk about

Solano Mobility

STIA Solano Transportation Improvement Authority

INTERCITY TAXI SCRIP PASSENGER TRIPS BY YEAR

5

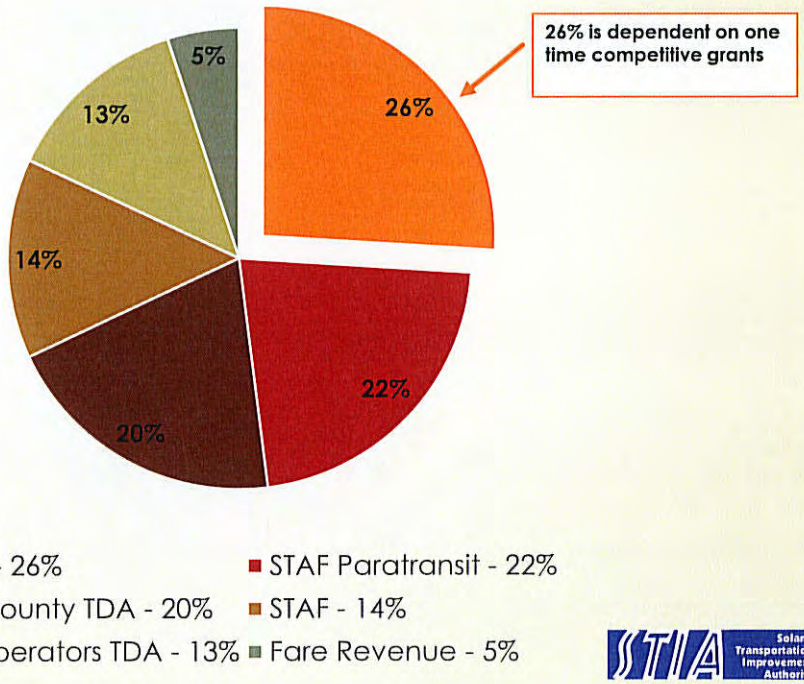


Solano Mobility

STIA Solano Transportation Improvement Authority

FY 2015-16 Mobility Management Programs Revenues of $1.8 Million

6

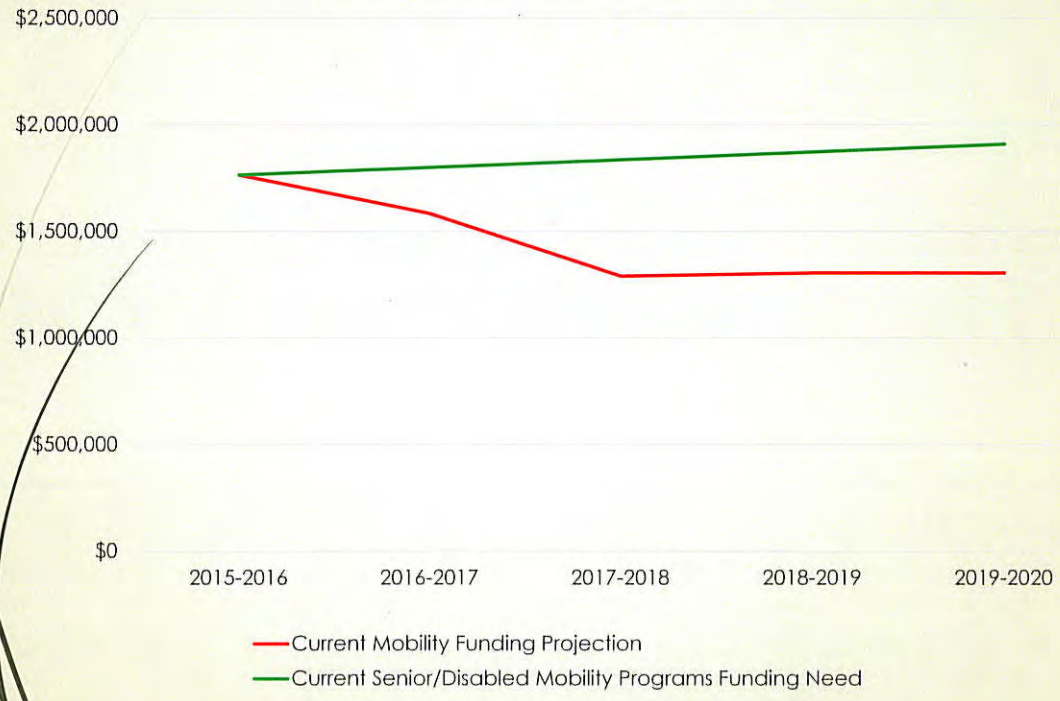


Solano Mobility

STIA Solano Transportation Improvement Authority

7

Current Funding Projection and Current Future Funding Need



8

A Few Facts About Older Drivers

- Older drivers, 75 and older, are more likely to be killed in a car accident (when controlled for miles driven) even thought hey account for only 3% of the crashed.*
- Older adults accounted for 15% of all traffic fatalities in 2005 and 20% of pedestrian fatalities nationally.*
- Over 20-% of American age 65 and over do not drive.**
- More than 50% of non-drivers, age 65 and over, stay home on any given day due, partially, to a lack of transportation options.**
- Older non-Drivers make 15% fewer visits to the doctor's office, 59% fewer shopping trips and 65% fewer trips for social, family and religious activities.**
- Older adults are more likely to receive traffic citations and get into accidents than younger drivers.
- Eighty-six percent of non-drivers state that they do not us public transportation.***

Source: Solano County Status Report of Seniors 2008
*Traffic Safety Facts, Older Population, National Center for Statistics and Analysis
** Aging Americans Stranded Without Options, Surface Transportation Policy Project, 2004
*** Straight A. (1997). Community Transportation Survey, Public Policy Institute, American Association of Retired Person, 1997

What are the priorities?

9

1. Sustain Existing Programs
   - Solano Mobility Call Center
   - Travel Training
   - Countywide In-Person ADA Assessment
   - Senior Driver Safety Information
   - Faith in Action Ride with Pride
   - Intercity Taxi Scrip – Phase 1

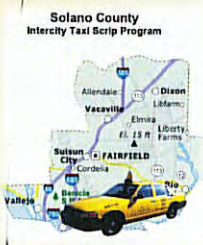
2. Implement New Programs
   - Implement Phase 2 of the Intercity Taxi Scrip/ Paratransit Service for Non-Ambulatory
   - Expand Golden Pass Program for seniors
   - Shuttle Program for Seniors
   - Shared Vehicles for Non-Profits
   - Other

Definition of Non-Ambulatory- Not able to walk

Senior/Disabled Mobility

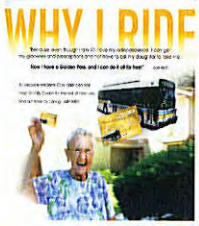
10

Improve Mobility for Seniors and People with Disabilities



Program: Intercity Taxi Scrip Program (Phase 2)

Description: Expanding the program to include ADA non-ambulatory residents



Program: Golden Pass Program for Seniors

Description: Solano County seniors would ride free on all Solano County transit systems (excluding paratransit)

Program: Shared Vehicles for Non-Profits

Description: The Program provides the vehicle, maintenance, and driver training. The Non-Profits provides the driver and gas.

Program: Senior Shuttle Program

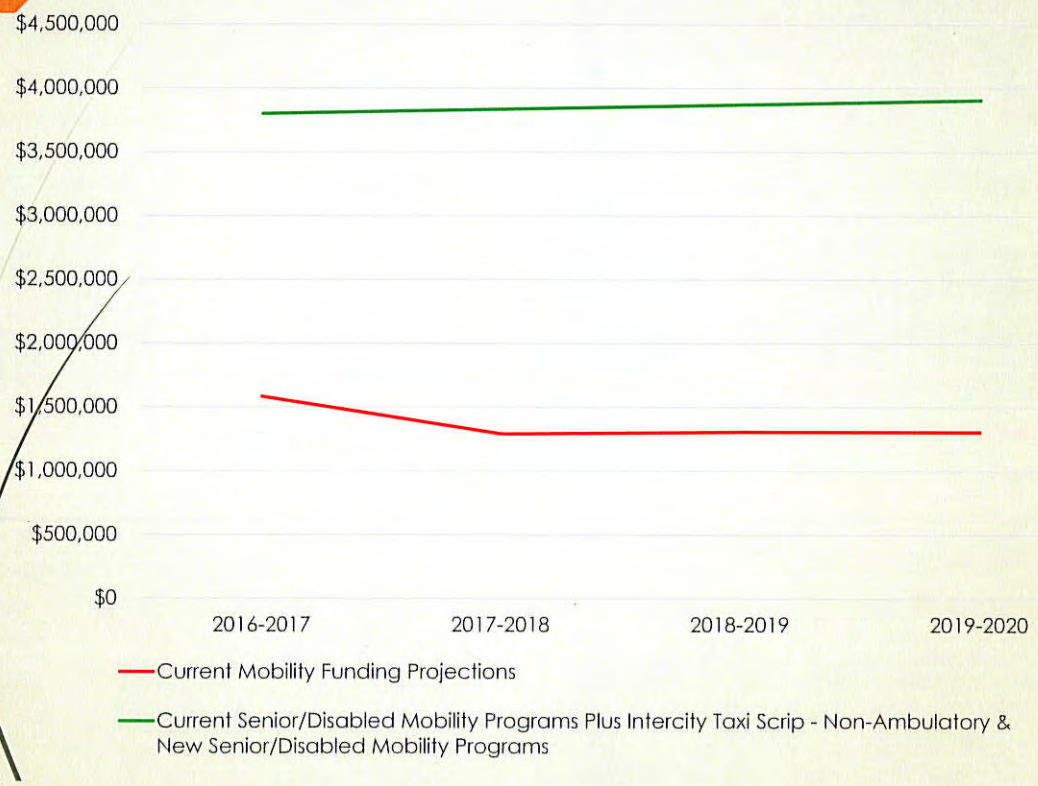
Description: Develop a similar program as the discontinued AAoA Senior Escort Program in Vallejo

Solano Mobility

STIA Solano Transportation Improvement Authority

11

Current Funding Projection and Future Funding Needs



18

Questions?