



Meeting Notice

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

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City of Oakland

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Executive Director

Arthur L. Dao

Planning, Policy and Legislation Committee

Monday, March 14, 2016, 10:30 a.m.

**1111 Broadway, Suite 800
Oakland, CA 94607**

Mission Statement

The mission of the Alameda County Transportation Commission (Alameda CTC) is to plan, fund, and deliver transportation programs and projects that expand access and improve mobility to foster a vibrant and livable Alameda County.

Public Comments

Public comments are limited to 3 minutes. Items not on the agenda are covered during the Public Comment section of the meeting, and items specific to an agenda item are covered during that agenda item discussion. If you wish to make a comment, fill out a speaker card, hand it to the clerk of the Commission, and wait until the chair calls your name. When you are summoned, come to the microphone and give your name and comment.

Recording of Public Meetings

The executive director or designee may designate one or more locations from which members of the public may broadcast, photograph, video record, or tape record open and public meetings without causing a distraction. If the Commission or any committee reasonably finds that noise, illumination, or obstruction of view related to these activities would persistently disrupt the proceedings, these activities must be discontinued or restricted as determined by the Commission or such committee (CA Government Code Sections 54953.5-54953.6).


Reminder

Please turn off your cell phones during the meeting. Please do not wear scented products so individuals with environmental sensitivities may attend the meeting.

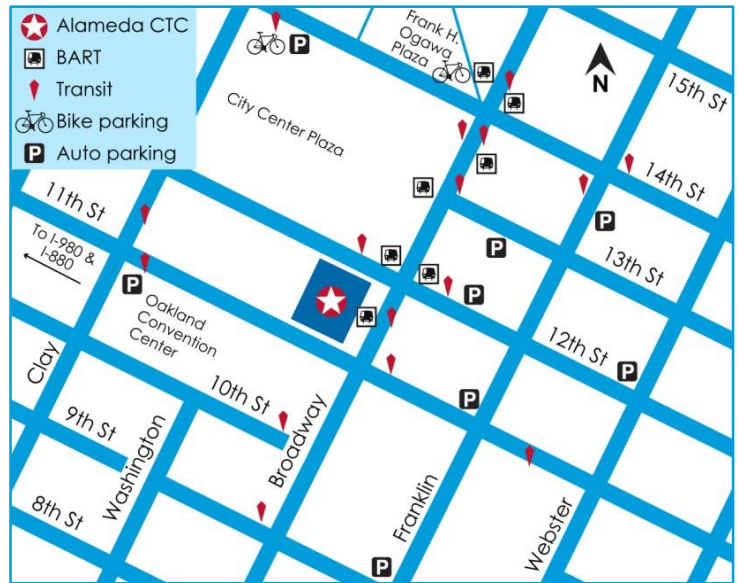
Glossary of Acronyms

A glossary that includes frequently used acronyms is available on the Alameda CTC website at www.AlamedaCTC.org/app_pages/view/8081.

Location Map

 Alameda CTC
1111 Broadway, Suite 800
Oakland, CA 94607

Alameda CTC is accessible by multiple transportation modes. The office is conveniently located near the 12th Street/City Center BART station and many AC Transit bus lines. Bicycle parking is available on the street and in the BART station as well as in electronic lockers at 14th Street and Broadway near Frank Ogawa Plaza (requires purchase of key card from bikelink.org).



Garage parking is located beneath City Center, accessible via entrances on 14th Street between 1300 Clay Street and 505 14th Street buildings, or via 11th Street just past Clay Street. To plan your trip to Alameda CTC visit www.511.org.

Accessibility

Public meetings at Alameda CTC are wheelchair accessible under the Americans with Disabilities Act. Guide and assistance dogs are welcome. Call 510-893-3347 (Voice) or 510-834-6754 (TTD) five days in advance to request a sign-language interpreter.



Meeting Schedule

The Alameda CTC meeting calendar lists all public meetings and is available at www.AlamedaCTC.org/events/upcoming/now.

Paperless Policy

On March 28, 2013, the Alameda CTC Commission approved the implementation of paperless meeting packet distribution. Hard copies are available by request only. Agendas and all accompanying staff reports are available electronically on the Alameda CTC website at www.AlamedaCTC.org/events/month/now.

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Planning, Policy and Legislation Committee Meeting Agenda

Monday, March 14, 2016, 10:30 a.m.*

*Or immediately following the I-580 Express Lane Policy Committee

1111 Broadway, Suite 800, Oakland, CA 94607 • 510.208.7400 • www.AlamedaCTC.org

Chair: Mayor Ruth Atkin, City of Emeryville
Vice Chair: Mayor Barbara Halliday, City of Hayward
Commissioners: Laurie Capitelli, Wilma Chan, Scott Haggerty, John Marchand, Rebecca Saltzman
Ex-Officio Members: Rebecca Kaplan, Bill Harrison
Staff Liaison: Tess Lengyel
Executive Director: Arthur L. Dao
Clerk: Vanessa Lee

1. Pledge of Allegiance
2. Roll Call
3. Public Comment
4. Consent Calendar

Page A/I

- | | | |
|---|---|---|
| 4.1. February 8, 2016 PPLC Meeting Minutes: Approval of the February 8, 2016 meeting minutes. | 1 | A |
| 4.2. Congestion Management Program (CMP): Summary of Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments | 5 | I |

5. Legislation

- | | | |
|--|---|---|
| 5.1. Legislative Update: Receive an update on state and federal legislative activities and approve legislative positions | 9 | A |
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6. Planning and Policy

- | | | |
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| 6.1. Affordable Student Transit Pass Program: Review and approve the Student Transit Pass Program site selection and model program evaluation framework. | 15 | A |
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7. Committee Member Reports (Verbal)

8. Staff Reports (Verbal)

9. Adjournment

Next Meeting: April 11, 2016

All items on the agenda are subject to action and/or change by the Commission.

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1. Pledge of Allegiance

2. Roll Call

A roll call was conducted. All members were present with the exception of Commissioner Carson and Commissioner Chan.

Subsequent to the roll call:

Commissioner Campbell-Washington arrived as an alternate for Commissioner Chan prior to the vote on Item 5.1. Commissioner Carson arrived during item 6.1. Commissioner Haubert was excused prior to the vote on item 6.1.

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. January 11, 2016 PPLC Meeting Minutes: Approval of the January 11, 2016 meeting minutes.

4.2. Congestion Management Program: Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments

Commissioner Haubert moved to approve the Consent Calendar. Commissioner Thorne seconded the motion. The motion passed with the following vote:

Yes: *Atkin, Haubert, Marchand, Ortiz, Thorne, Haggerty, Kaplan*

No: *None*

Abstain: *Ortiz (Item 4.1)*

Absent: *Carson, Chan*

5. Legislation

5.1. Legislative Update

Tess Lengyel provided an update on state and federal legislative initiatives and recommended that the Commission approve recommended bill positions. On the federal side, Tess provided information on the FAST Act and the president's budget. On the state side, Tess update the committee on the governor's budget, the rainy day fund, and recommended that the Commission take a support and seek amendment position on AB 1591 (Frazier).

Commissioner Atkin moved to approve this item. Commissioner Haubert seconded the motion. The motion passed with the following vote:

Yes: *Atkin, Haubert, Marchand, Ortiz, Thorne, Haggerty, Kaplan, Campbell-Washington*

No: *None*

Abstain: None
Absent: Carson

6. Planning and Policy

6.1. Final Countywide Goods Movement Plan: Approval of the final Countywide Goods Movement Plan.

Tess recommended that the Commission approve the final Countywide Goods Movement Plan. She stated that the Commission approved the draft plan on December 3, 2015. A range of stakeholders reviewed and commented on the Draft Plan during the month of December and staff is recommending approval of the Final Countywide Goods Movement Plan which incorporates stakeholder's comments. Tess then introduced Michael Fischer of Cambridge Systematics, who provided an overview of development process, the opportunity categories and six major comments on the plan.

Commissioner Carson applauded staff and the consultant team on the work that was put into the development of the plan. He also wanted to ensure that the plan considers and addresses impacted communities and areas throughout the county.

Commissioner Atkin asked how the plan addresses noise impacts and railroad quiet zones programs. Tess stated that both issues are addressed in opportunity package number one.

There were public comments on this item by the following:

Matt Davis
Jill Ratner
Joel Ervice
Brian Beveridge

Commissioner Kaplan moved to propose that the committee approve the final plan with a companion resolution that will go to the full Commission. The resolution will address public health issues and reference the bullet points outlined in the Ditching Dirty Diesel handout provided by members of the public to the committee members. Commissioner Ortiz seconded the motion. The motion passed with the following vote:

Yes: Atkin, Marchand, Ortiz, Thorne, Haggerty, Kaplan, Campbell-Washington
No: None
Abstain: None
Absent: Carson, Haubert

7. Committee Member Reports

There were no committee member reports.

8. Staff Reports

There were no staff reports.

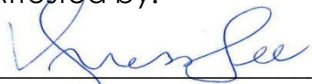
9. Adjournment/ Next Meeting

The next meeting is:

Date/Time: Monday, March 14, 2016 at 10:30 a.m.

Location: Alameda CTC Offices, 1111 Broadway, Suite 800, Oakland, CA 94607

Attested by:



Vanessa Lee,
Clerk of the Commission

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Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607 • 510.208.7400 • www.AlamedaCTC.org

DATE: March 7, 2016

SUBJECT: Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments

RECOMMENDATION: Receive an update on the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments.

Summary

This item fulfills one of the requirements under the Land Use Analysis Program (LUAP) element of the Congestion Management Program (CMP). As part of the LUAP, Alameda CTC reviews Notices of Preparations (NOPs), General Plan Amendments (GPAs), and Environmental Impact Reports (EIRs) prepared by local jurisdictions and comments on them regarding the potential impact of proposed land development on the regional transportation system.

Since the last update on February 8, 2016, the Alameda CTC reviewed a Draft Environmental Impact Report. Comments were submitted on this document and the comment letter is included as Attachment A.

Fiscal Impact: There is no fiscal impact.

Attachments:

- A. Comments on Draft Environmental Impact Report for the City of Albany's 2035 General Plan

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy

[Daniel Wu](#), Assistant Transportation Planner

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January 25 2016

Anne Hersch
Senior Planner
Community Development – Planning Division
1000 San Pablo Avenue
Albany, CA 94706

SUBJECT: Comments on Draft Environmental Impact Report for the City of Albany's 2035 General Plan

Dear Ms. Hersch,

Thank you for the opportunity to comment on the Draft Environmental Impact Report for the City of Albany's 2035 General Plan. The City of Albany's 2035 Draft General Plan is intended to be the foundation for future land use and capital improvement decisions and will replace the City's existing 1992 General Plan. Implementation of Albany's Draft General Plan is forecast to result in 850 additional jobs and 815 additional housing units by 2035. This implementation would result in a total population of 20,385 residents and 8,660 housing units, which is roughly consistent with the 2013 ABAG population and household projections of 21,800 residents and 8,510 housing units, respectively. Consistent with these projections, the proposed 2035 General Plan does not significantly alter existing or create new land use designations, or result in significant redesignation of land in the City of Albany.

The Alameda County Transportation Commission (Alameda CTC) respectfully submits the following comments:

Comments on the DEIR

- Chapter 4 C (page 83), Section 1c: Study locations should indicate that 10 (7 arterial segments and 3 highway segments) of the roadway segments listed for traffic impacts analysis are on 2002 MTS network and required by Alameda CTC's Congestion Management Program (CMP).
- Chapter 4 C (page 95), Section 2a (2): Please correct the report's language to reflect that:
 - The CMP does not establish significance analysis thresholds for designated roadways. The CMP requires a land use analysis when a project will cause a net increase of over 100 afternoon peak hour trips relative to trips generated by existing General Plan land use.
 - The CMP requires studying impacts to roadways on the 2002 Metropolitan Transportation System, which includes the following roadways in Albany: I-580, I-80, San Pablo Avenue, Solano Avenue, Marin Avenue, and Buchanan Street. In addition, the CMP also requires that the report address potential impacts of the projects on MTS transit operators (BART and AC Transit), Countywide Bicycle Network, and Pedestrian Areas of Countywide Significance.
- Chapter 4 C (page 96), Section 2a (2): Please note that the Alameda CTC's former Citizen Watchdog Committee is now the Independent Watchdog Committee. This committee ensures that funds are expended in accordance with the voter approved expenditure plans.

- Chapter 4 C (page 100), Section 3b (1): Note that Alameda CTC made minor refinements to its travel demand model in the summer of 2015.
- Chapter 4 C (page 110), Section 3b (3): As previously noted, the CMP requires studying the impacts of the General Plan's implementation on MTS transit operators. The DEIR should also address how the Plan's implementation would impact BART ridership and parking at stations used to travel to and from the City of Albany.

Thank you for the opportunity to comment on this DEIR. Please contact me at (510) 208-7428 or Daniel Wu of my staff at (510) 208-7453 if you have any questions.

Sincerely,



Tess Lengyel
Deputy Director of Planning and Policy

cc: Daniel Wu, Assistant Transportation Planner

file: CMP/Environmental Review Opinions/2016



DATE: March 7, 2016

SUBJECT: Legislative Update

RECOMMENDATION: Receive an update on state and federal legislative activities and approve legislative positions

Summary

This memo provides an update on federal, state, and local legislative activities including an update on the federal budget, federal transportation issues, legislative activities and policies at the state level, as well as an update on local legislative activities. This is an action item.

Background

The Commission unanimously approved the 2016 Legislative Program in January 2016. The final 2016 Legislative Program is divided into six sections: Transportation Funding, Project Delivery, Multimodal Transportation and Land Use, Climate Change, Goods Movement, and Partnerships. The program is designed to be broad and flexible to allow Alameda CTC the opportunity to pursue legislative and administrative opportunities that may arise during the year, and to respond to political processes in Sacramento and Washington, DC. Each month, staff brings updates to the Commission on legislative issues related to the adopted legislative program, including recommended positions on bills as well as legislative updates.

State Update

The following updates provide information on activities and issues at the state level and include information from Alameda CTC's state lobbyist, Platinum Advisors.

The following updates provide information on activities and issues at the state level and include information from Alameda CTC's state lobbyist, Platinum Advisors.

Medical Tax Deal and Transportation: The Senate and the Assembly are set to vote during the first week of March on a proposal to close a \$1 billion shortfall facing the state's healthcare program by expanding a tax on managed care organizations – known as the MCO tax. The complicated proposal includes a combination of tax

increases and tax cuts that will net over \$1 billion annually. This plan now has the support of the insurance providers, and Senate and Assembly leadership have negotiated additional provision in order to secure 2/3 support of both houses needed to move this package to the Governor.

In addition to the tax changes, the package includes a budget trailer bill aimed at addressing some Republican demands regarding transportation. This includes having the general fund repay \$173 million in loans made from various transportation accounts. This payment includes providing \$148 million for Traffic Congestion Relief Program projects, \$11 million for trade corridor improvements, \$9 million for Transit and Intercity Rail Capital Program, and \$5 million for SHOPP projects. This budget trailer bill also appropriates \$105 million to assist residents impacted by wildfires last year, and a \$240 million payment toward retiree health care liability.

If the MCO tax can be taken care of, it is assumed the Legislature can then focus on addressing transportation funding needs.

BOE Reduces Excise Tax: At the Board of Equalizations (BOE) hearing in Culver City, the Board adopted staff's recommendation to reduce the price based excise tax by 2.2 cents starting on July 1st. This reduces the total excise tax on gasoline from 30 cents to 27.8 cents per gallon, resulting in a revenue reduction of \$328 million for the 2016-17 fiscal year. This reduction matches the rate assumed in the Governor's proposed 2016-17 budget, and it matches the rate assumed by the CTC when adopting its revised fund estimate for the 2016 STIP. This also affects local streets and roads funding for cities and counties.

With respect to diesel fuel the calculation is reversed. The gas tax swap increased the sales tax on diesel fuel and reduced the excise tax in order to keep it revenue neutral. Based on BOE staff calculations, the Board adopted the recommendation to increase the excise tax on diesel fuel by 3 cents, raising the excise tax rate to 16 cents.

Cap & Trade: Numerous hearings were held at the end of February examining the use of cap & trade auction revenue. The first was a joint hearing of the Senate Environmental Quality Committee and the Select Committee on AB 32 Implementation. This hearing was basically a review of California's climate change program successes in comparison to the goals in the Paris Climate Accord.

The Senate Budget Committee held another hearing that examined how the cap & trade expenditure plan addresses legislative priorities. This lengthy hearing included testimony from several agency Secretaries, including CalEPA Secretary Matt Rodriguez, CalSTA Secretary Brian Kelly, Resources Secretary John Laird, Food & Agriculture Secretary Karen Ross, and Randall Winston, Executive Director of the Strategic Growth Council.

While there was very little discussion about the Legislature not appropriating nearly 40% of the auction revenue in the current fiscal year, there was significant discussion about the level of emission reductions attained with the funds spent so far. The focus on cost effectiveness was raised by the Legislative Analyst's Office (LAO), who has repeatedly questioned the effectiveness of spending auction revenue on programs within sectors already covered by the cap. The LAO believes that spending funds within capped sectors may not achieve the expected GHG emission reduction. The LAO has urged the Legislature to re-adopt the program with a 2/3 vote in order to provide it greater flexibility on spending the funds on programs that better match legislative priorities. Department of Finance representative countered that the cost effectiveness is a single factor, but a more holistic approach is needed that considers cost benefits and co-benefits of a project.

The final hearing of was a joint hearing held by the Assembly Committee on Transportation and the Senate Committee on Transportation & Housing. This was the first of what will be several hearings examining all of the emission reduction programs administered by the Air Resources Board and how they relate to transportation. It was not limited to only cap & trade funded programs. The singular focus of Assemblyman Frazier was his repeated request for Air Board staff to show how much has been spent on these programs and the resulting air quality benefit. Air Board staff was not able to provide data at the hearing due to it either not existing, or miscommunication between the Air Board and Committee staff. This initial hearing was wide ranging and at times confrontational. The Committees will be scheduling additional hearings that will focus on specific Air Board programs.

Clean Transit: While Air Board staff continues to work with transit operators and industry representatives on developing regulations that would transition all transit vehicles to zero emission vehicles, Air Board staff provided an update on their work at the Air Board's meeting last week. Board members were very clear that any new requirement should not impact current service levels.

Chair Mary Nichols closed the discussion by stating her support for making transit cleaner, but questioned whether implementing a purchase requirement is the best path.

State Legislation Recommendation: Alameda CTC sponsored a bill this year to would facilitate improvements to future financing opportunities for the agency by making minor changes to our enabling legislation in the PUC 180000 series. The following provides background information and the rationale for these proposed changes.

In certain market environments, it is best to issue premium bonds to satisfy investor demand. Investors frequently desire premium bonds in a low interest rate environment, such as today's. If an agency issues par or discount bonds when

investors desire premium bonds (in an effort to comply with PUC section 180260 as currently written), the agency will have trouble selling the bonds at the lowest interest rates, and it will cost the agency more money in interest costs. PUC Section 180260 does not allow issuers to structure bonds to best meet investor demand, and that inefficiency costs more taxpayer's dollars than necessary.

The desire is to ensure the most cost efficient outcome when going to the bond market; therefore it is recommended that the language in the PUC Sections 180258 and 180260 be modified to allow for the issuance of premium bonds with all proceeds to be used for the purposes for which the debt is incurred.

The original language in the Public Utilities Code (PUC) Section 180260 limits an issuer's ability to structure municipal bonds to best meet investor demand and in doing so promotes structures that lead to higher interest costs. Commonly in California and nationally, municipal issuers can issue bonds with either a par structure, discount structure or premium structure. Additionally, all proceeds from the bond sale, including any premium generated through a premium bond structure, are eligible to be used for project costs.

The original language in PUC Section 180260 has been interpreted by legal counsels to mean that proceeds generated through bond sale premium can only be used to pay debt service (principal and interest) on the bonds, not towards project costs or other purposes for which the bonds are being issued. This reduces the flexibility of issuers and limits their ability to offer a premium structure to investors which is often inconsistent with investor demand. This restriction is inconsistent with current practice in the municipal bond market and promotes bond structures that have higher interest costs which, in turn, reduces the amount of money available for transportation projects.

Ideally a transportation authority should be able to issue bonds consistent with investor demand in order to minimize borrowing costs and use more taxpayer dollars for projects. This should include the ability to issue premium bonds to fund eligible project costs if and when this structure results in the lowest borrowing cost.

The goal for the proposed changes to the PUC is to remove the restrictive language that currently requires bond premium from the sale of bonds to be used only for the payment of principal and interest on the bonds.

Under transportation funding to protect and enhance voter approved funding, Alameda CTC's legislative program states, "Support efforts that streamline financing and delivery of transportation projects and programs." AB1919 supports streamlining and savings on interest costs, therefore, staff recommends a SUPPORT position on AB 1919. The proposed changes per AB1919 have been discussed with and supported in concept by other Self Help counties in California.

| | |
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| <p>AB 1919 (Quirk D) Local transportation authorities: bonds.</p> | <p>The Local Transportation Authority and Improvement Act provides for the creation in any county of a local transportation authority and authorizes the imposition of a retail transactions and use tax by ordinance, subject to approval of the ordinance by 2/3 of the voters. Current law requires the bond proceeds to be placed in the treasury of the local transportation authority and to be used for allowable transportation purposes, except that accrued interest and premiums received on the sale of the bonds are required to be placed in a fund to be used for the payment of bond debt service. This bill would instead provide for accrued interest and premiums received on the sale of the bonds to be placed in the treasury of the local transportation authority to be used for allowable transportation purposes. (Introduced: 2/11/2016)</p> |
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Federal Update

The following update provides information on activities and issues at the federal level and include information contributed from Alameda CTC's lobbyist team (CJ Lake/ Len Simon).

President Obama's Final Budget Request: President Obama submitted his eighth and final annual federal agency budget request to Congress in February, which officially began the Fiscal Year 2017 Budget and Appropriations process. As previewed in his State of the Union address in January, the President's Request reflects the priorities of his legacy initiatives including climate change and energy sector transformation, technology investment, criminal justice reform, substance abuse treatment and prevention, college affordability, cancer research and repairing the country's aging infrastructure. Congress will determine whether any of these initiatives survive and/or receive funding in 2017. To that point, the House and Senate Budget Committee chairs announced that they do not intend to receive testimony from the Administration on the Budget Request, highlighting its lack of relevance to their agenda.

Budget and Appropriations Update: Early in the new year, House Speaker Paul Ryan indicated his intention to adhere to the "regular order" of budget processing, meaning that both the House and Senate would pass Budget Resolutions in early spring defining overall funding levels for the various federal agencies and that the Chambers would also then draft, debate, and pass 12 separate appropriations bills governing program level funding for all the agencies by the fiscal year deadline of September 30, 2016. Senate leaders expressed their desire to follow this process as well, but it is a daunting task, particularly as all funding legislation must originate in the House before consideration by the Senate. The last time the House considered and passed all 12 agency funding bills was in 2006. The task this year is further complicated by a

compressed House calendar and an additional challenge by the Republican Study Committee (RSC) which voted to oppose last year's budget deal in late February.

The RSC is one of the most powerful groups within the House Republican Conference, including 170 of the 246 Republican House members. Their decision to oppose the deal is an added pressure on Speaker Paul Ryan along with the hardline conservatives in the House Freedom Caucus urging to renege on the budget deal and push for steeper cuts.

Speaker Ryan has said that a lower budget number would make it nearly impossible to pass any FY17 appropriations bills and will make passing a budget resolution extraordinarily difficult. If the FY17 budget numbers that were agreed to as part of last year's two-year budget deal and the appropriations process is not completed by October as Speaker Ryan has hoped, Congress will be forced to fund the government with another continuing resolution and/or an omnibus package.

Fiscal Impact: There is no fiscal impact.

Attachments

A. Alameda CTC 2016 Legislation Program

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy



Memorandum

6.1

1111 Broadway, Suite 800, Oakland, CA 94607 • 510.208.7400 • www.AlamedaCTC.org

DATE: March 7, 2016

SUBJECT: Affordable Student Transit Pass Program Site Selection and Model Program Evaluation Frameworks

RECOMMENDATION: Approve the Affordable Student Transit Pass Pilot Program site selection and model program evaluation frameworks.

Summary

The cost of transportation to school is often cited as a significant barrier to school attendance and participation in afterschool activities by middle and high school students. In recognition of this problem, the Measure BB 2014 Transportation Expenditure Plan approved by voters in November 2014 incorporated the implementation of a pilot program to test various ways of designing an affordable student transit pass that would meet a variety of program goals. Two key elements of this pilot program design are the methodologies used for selecting model program sites in each of four subareas in the county and evaluating the effectiveness of each of these model program sites. A framework for each of these elements is described as follows.

The site selection framework defines the approach for how to identify the middle schools and high schools that are strongest candidates for model program sites. The framework, which includes site criteria and the selection process, is an equitable model that takes into account geographic diversity, socioeconomic need, and public transit capabilities to guide the identification of the model program sites most likely to showcase the effectiveness of different concepts for implementing an Affordable Student Transit Pass program (Affordable STPP).

The model program evaluation framework provides an outline of the indicators that will be used to assess and compare the performance of the pilots to be implemented throughout the county.

Background

The Alameda County Transportation Commission (Alameda CTC) has undertaken the development, implementation, and evaluation of an Affordable STPP that it intends to pilot in middle schools and high schools in four communities in Alameda County beginning in the 2016-2017 school year. This pilot program provides a crucial opportunity to assess student transportation needs in Alameda County and develop an approach to

meet those needs through the implementation of a sustainable program to provide affordable student transit passes that can be used on the various transit providers that serve schools, afterschool activities, and job locations in Alameda County. This pilot program is identified in the 2014 Transportation Expenditure Plan (TEP) and is funded by Measure BB; the TEP specifies that the funds will be used to implement “successful models aimed at increasing the use of transit among junior high and high school students, including a transit pass program for students in Alameda County¹.”

The Affordable STPP aims to do the following:

- Reduce barriers to transportation access to and from schools
- Improve transportation options for Alameda County's middle and high school students
- Build support for transit in Alameda County
- Develop effective three-year pilot programs

To date, the Affordable STPP team has researched national best practices and the current conditions and needs of Alameda County middle and high school students, as well as the availability and service provided by existing transit services. This research informs the recommended framework. The Affordable STPP team will now gather the necessary information to begin the process of identifying potential model program sites and developing respective pass program parameters for each selected model program site based on the recommended framework.

Details of the Affordable STPP parameters will be specific to the model program sites to be identified and will be brought to the Commission for approval in May, prior to implementation. As previously directed by the Commission in October 2015, at least one of the model program sites will include a universally free pass.

Development and implementation of the pilot Affordable STPP programs will be designed to allow for measurable outcomes that facilitate assessment of progress in meeting the Affordable STPP goals. Prior to implementation, a number of pass program parameters will be determined for each selected model program site, such as which students will be eligible, when and where the pass can be used, the administrative processes, and the physical attributes of the pass itself.

Site Selection Framework

The framework for site selection addresses geographic and demographic diversity among the potential model program sites. As previously established by Alameda CTC, there will be one model program pilot in each of the county's planning subareas. However, to allow for adequate comparison, similar school sites will be identified across the planning areas to test for the effectiveness of different pass program characteristics:

¹ TEP, 2014

| School Site Characteristics – Needs-Based Assessment | |
|---|--|
| School Type | <ul style="list-style-type: none"> ▪ Middle, high, mixed ▪ Charter/non-charter traditional |
| School Need | <ul style="list-style-type: none"> ▪ Poverty level as indicated through free and reduced-price meal eligibility |
| Transit Presence | <ul style="list-style-type: none"> ▪ Bus stop within 1/4 mile of the school ▪ Number of routes serving schools |
| Geographic Location | <ul style="list-style-type: none"> ▪ North, central, south, east subareas ▪ Paired schools (these could be schools within proximity of one another, middle schools that feed a particular high school, or a high school that draws from select middle schools) |
| Existing Programs | <ul style="list-style-type: none"> ▪ Presence of Safe Routes to Schools programs and other unique attributes of potential model program sites |
| Other Characteristics | <ul style="list-style-type: none"> ▪ Percent minority ▪ Ethnic diversity ▪ School interest ▪ School readiness ▪ Availability of crossing guards ▪ Potential student and community participation |

A detailed description of the site selection methodology is included in Attachment A: Criteria and Process for Site Selection

Model Program Evaluation Framework

The framework for model program evaluation describes quantitative and qualitative performance measures that can be used to understand how well each of the model programs supports the goals of the Affordable STPP.

The evaluation framework consists of two components: 1) Attachment B is a matrix showing how each of the proposed indicators relates to the overall goals of the Affordable STPP; and 2) Attachment C presents a list of the performance indicators and metrics (measurable source of data) that intend to capture relevant changes in outcomes at each model program site.

Once the site recommendations are approved and the pilot pass program parameters are determined, the Affordable STPP team will begin collecting relevant data at each model program site. This will include both pre-implementation data collection, as well as preparations for other types of data gathering during and after the pilot period. This information will be compiled in the annual evaluation reports for each of the model program sites, and will be used to adjust the programs as necessary for the following year. At the end of the three-year pilot period, these performance measures will be used to compare progress over time at each site as well as to compare program sites.

Stakeholder Workshop Overview

In January of 2015, Alameda CTC resumed meetings with stakeholders regarding the development of the Affordable STPP. These workshops occurred throughout the year and into 2016. Stakeholders invited to the workshops are from school districts, advocacy groups, the Alameda County Technical Advisory Committee and more. (Attachment D includes the invitee list.)

The proposed methodology was brought to the Affordable STPP Workshop on February 18, 2016. Participants provided comments on the proposed methodology, performance measures, and evaluation approach. Overall, participants were supportive of the approach. Some had questions and provided suggestions, which were addressed in the methodology and summarized below.

Summary of comments:

- Understanding where students live and how close their residences are to existing transit stops is important. It was acknowledged that this data is not readily available due to confidentiality requirements.
- Frequency of transit service should be considered in the selection process. Participants suggested other data that might be available from transit agencies. Staff from AC Transit clarified that ridership based on passes cannot be isolated at the school level, but could potentially be tracked at a given stop.
- Reach out to school districts to understand how student enrollment is distributed among the different schools.
- Ensure enough funding is available for administration at school sites.
- Request that funding in the TEP for crossing guards be used from the bicycle/pedestrian funding.
- Include the continuation schools as potential pilot sites, because they have a high incidence of truancy, and a transit pass could be a tool to reverse that. Based on this feedback, continuation schools that operate during traditional school hours will also be considered for potential pilot program implementation.
- Track the impact on existing yellow school bus ridership to determine the net effect of student transit ridership, affording an understanding of students potentially switching modes.
- Consider impacts on greenhouse gas emissions or vehicle-miles traveled. This will be considered in the evaluation as a secondary impact.
- There is concern about student perceptions of safety, particularly in East Oakland, and how safety might be considered in the evaluation.

- The Metropolitan Transportation Commission's equity measure looks to the reduction of household transportation expenses by 10 percent, which could be a useful measure for consistency.

Attendees at the February 18, 2016 workshop are listed in Attachment E.

Fiscal Impact:

There is no fiscal impact.

Attachments

- A. Criteria and Process for Site Selection – Preliminary Phase of Looking at Schools
- B. Alignment of Program Goals and Performance Measures
- C. Performance Measures and Metrics for Model Program Evaluation
- D. Affordable STPP Workshop Invitation List
- E. Sign in Sheet for the Affordable STPP Workshop on Thursday, February 18, 2016

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Criteria and Process for Site Selection – Preliminary Phase of Looking at Schools

Site selection represents the first phase (Phase I) of the pilot program development process. The selection process includes definition of the site selection framework—described in this attachment—followed by an assessment of potential sites and subsequent recommendation of model program sites that will come before the Commission in May 2016.

Phase II of the development process is to design the program for the model sites, including program parameters, tailoring program characteristics to each model program site, and finalizing the implementation process.

Phase III represents the implementation of the pilot program at a minimum of four model program sites.

Methodology

The proposed approach deploys seven different steps using a mix of tools to assess characteristics of the student body, transit availability, and readiness of a school to administer the program. Starting with data collection and analysis, the steps are described as follows:

1. Identify paired schools within each subarea.

Approach

In this step, the Affordable STPP team will identify paired schools within each of Alameda County's four planning subareas. Paired schools are those in close proximity to one another that have access to the same transit system. They may have similar demographic characteristics and likely include middle schools that feed a common high school, or possibly a high school and the middle schools from which it draws students. Any of these combinations could represent a single model program site.

Rationale

A program site does not need to be a single school. By identifying two or more schools that can represent a model program site ("paired" or "linked" schools), Alameda CTC can:

- 1) Broaden the reach of the pilot to serve a greater number of students;
- 2) Build support for the program by serving more communities;
- 3) Allow for cohort analysis to assess how transit use with an affordable student transit pass might change over time (i.e., if middle and high schools are paired, the Affordable STPP team can track how pass use changes for students transitioning from middle school to high school);
- 4) Allow for evaluation of different outcomes in different schools within the same geographic area; and
- 5) Allow for evaluation of potentially different administrative approaches at schools participating in the "same" pilot program.

2. Tally enrollment to understand registration implications.

Approach

In this step, enrollment will be tallied by grade level to understand the implications in terms of the number of possible registrants for the program.

Rationale

Given funding constraints, it will be essential to understand cost implications and the number of students who can reasonably be accommodated as part of the pilot program.

3. Update demographic data.

Approach

In the third step, demographic data that was collected as part of the existing conditions analysis will be updated. Several schools are missing information about minority enrollment, and updated information is needed about ethnic diversity and the percentage of students who are eligible for free or reduced-price lunches; this information feeds directly in to critical selection criteria in the next step.

Rationale

It is important to ensure that data from multiple sources is correct, and currently there are some anomalies. Demographic data will be considered in the model program site selection process.

4. Conduct initial sort.

Approach

In the fourth step, the Affordable STPP team will conduct an initial sort of the schools, based on factors deemed to be most important in establishing a baseline of schools to pilot the Affordable STPP.

These factors include:

- 1) Whether there is an existing transit stop within 1/4 mile of the school;
- 2) Whether the school operates during the traditional school day time;
- 3) Whether logical pairs were identified in Step # 1;
- 4) Whether the schools are in a geographic location where they might be able to leverage additional grant funding; and for schools where a free pass might be introduced; and
- 5) Whether the school is considered a high-poverty school, meaning that 75 percent or more of the students are eligible for free and reduced price lunches (based on a Title I measure of poverty in schools).

Rationale

These criteria are suggested to begin to narrow the number of schools appropriate for implementation of a pilot program:

- 1) Proximity of transit to school is important. Virtually all Alameda County schools are within 1/2 mile of a transit stop. Most studies substantiate the assumption that 3/4 mile is the distance people are most likely to walk to/from transit.
- 2) A traditional school program includes any school operating during daytime "school day" hours, inclusive of charter schools and magnet schools. Evaluating the program in schools that serve the general population during a traditional school day will be essential to establish approaches appropriate for eventual countywide implementation and for pilot comparative evaluation.
- 3) Paired/linked schools are more desirable (as noted above) for broadening participation in the pilot program and gathering information for the evaluation effort.
- 4) Schools in some areas may be eligible for state and regional opportunities for leveraging grants (including Metropolitan Transportation Commission Climate Initiatives, state cap-and-trade funds, and funds identified for Communities of Concern). The possibility of schools qualifying for future funding under these programs will be taken into consideration during the evaluation.
- 5) Because the pilot program will offer free transit passes for at least one site, income is an appropriate tool to assess which schools are likely the best candidates for free passes.

5. Sort for deployment-readiness characteristics and factors.

Approach

The paired schools within each subarea will then be sorted to assess various characteristics for the model program sites, based on the program goals and objectives.

Key factors identified include:

- 1) More than one transit route serving the stops within 1/4 mile of the school (also sorting by the frequency of transit routes serving the school during peak school travel hours);
- 2) The school district has identified transportation as an important issue in the school's Local Control and Accountability Plan (LCAP) or that transportation has been indicated by the school in public information, outreach, or advocacy efforts as an important tool for meeting educational goals;
- 3) Student population characteristics including minority versus non-minority enrollment and ethnic diversity;
- 4) School participation in the Safe Routes to Schools program (although participation is not a prerequisite and schools that do not participate will also be considered); and
- 5) The school participates in or has participated in transit travel training programs.

Rationale

These characteristics and factors are useful for selecting schools for onsite assessments:

- 1) Transit stops within 1/4 mile of a school suggest a higher propensity for transit use; higher frequency of transit service at these stops illustrates more transit options for students. Understanding the implications of access to transit on use of an affordable student transit pass will be important for evaluating the pilot program;
- 2) Where transportation has been identified as an issue by the district/school in an LCAP or other document, the school or district has prioritized seeking solutions and has a stated commitment to work on transportation issues, which will be essential for a successful pilot;
- 3) Two student population characteristics are considered for program design purposes: minority enrollment and ethnic diversity within the enrolled student body. These factors ensure diverse participation in the pilot program and ensure that the pilot model program site selection is balanced. Ethnic diversity factors also allow for the evaluation to consider different implementation experiences and outcomes in more homogeneous versus more heterogeneous schools;
- 4) Safe Routes to Schools participation is not a determining factor of whether the program should be implemented at a particular site, but it is illustrative of a school's experience with other school transportation programs. It may serve as a possible indicator of readiness and commitment by school administrators, parents and students; and
- 5) Similar to Safe Routes to School participation, a school's ongoing or past transit travel training participation is illustrative of experience with other school transportation programs and serves as a possible indicator of readiness and commitment by school administrators, parents, and students.

6. Conduct school site screen for highest-ranked model program sites.

Approach

In step six, an onsite assessment will take place at the schools identified based on the sorting criteria used in the first five steps. The assessment will allow the program team to assess the top-ranked schools based on administrative readiness to implement the program, potential staffing and administrative support, active student groups and their interest, parent involvement, languages spoken, safety/pedestrian incidents (and the availability of crossing guards or need for crossing guards), student body educational opportunities, and other factors which will be refined and incorporated into an assessment form.

Rationale

These onsite assessments will offer a qualitative determination of whether the schools in the model program site area could provide successful pilot program locations and

what their specific needs might be in the development of site-specific program parameters. Successful implementation will require a school to be responsive, collect and share information, and work closely with the Affordable STPP team.

7. Recommend preferred model program sites.

Based on the previous steps, at least four model program sites (each program site may include paired school)—one in each planning subarea—will be recommended to the Commission in May.

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Alignment of Program Goals and Performance Measures

Proposed goals and objectives are listed in the table below. Proposed metrics that will be recommended to be used to assess progress in meeting each goal are included in Attachment C.

| GOALS | Goal 1: Reduce barriers to transportation access to and from schools | Goal 2: Improve transportation options for Alameda County's middle and high school students | Goal 3: Build support for transit in Alameda County | Goal 4: Develop effective three-year pilot programs |
|---|---|--|--|--|
| INDICATORS | | | | |
| Quantitative | | | | |
| 1. <i>Student perception of transit options and barriers</i> | X | X | X | |
| 2. <i>Transportation costs to families (participant cost)</i> | X | X | | X |
| 3. <i>Participant or student attendance</i> | X | | | |
| 4. <i>Pass availability and use</i> | X | | | |
| 5. <i>After-school activity participation</i> | | X | | |
| 6. <i>Student ridership (including non-pass holders)</i> | | X | X | |
| 7. <i>Inclusion of students, parents, community members, administrators</i> | | | X | X |
| 8. <i>Diverse participant reach</i> | | | | X |

| GOALS | Goal 1: Reduce barriers to transportation access to and from schools | Goal 2: Improve transportation options for Alameda County's middle and high school students | Goal 3: Build support for transit in Alameda County | Goal 4: Develop effective three-year pilot programs |
|--|---|--|--|--|
| INDICATORS | | | | |
| 9. Program cost per participant | | | | X |
| 10. Administrative costs as a proportion of total program costs | | | | X |
| Qualitative | | | | |
| 11. Effectiveness of marketing and outreach | X | | X | X |
| 12. Linkages with existing fare payment option(s) | | X | X | |
| 13. Leverage with other school-based transportation programs | X | X | | |
| 14. Leverage with other funding and administration programs | | X | | |
| 15. Transit operator response(s) | X | X | X | X |
| 16. Ease of participation | X | X | | X |
| 17. Ease of administration (county-wide, site-level, operator-level) | X | X | | X |
| 18. Cost performance against expectations | | | | X |

Performance Measures and Metrics for Model Program Evaluation

Proposed performance measures and metrics for the evaluation are presented below. These indicators support the goals listed in Attachment B.

| Indicators | Rationale | Metric | Data Source | Collection Time |
|---|---|---|--|---------------------------------|
| Quantitative | | | | |
| 1. <i>Student perception of transit options and barriers</i> | To understand how students understand transportation options and perceive barriers to accessing those options | Number and extent to which students perceive pass options and barriers to accessing those options, including cost | Surveys or focus groups conducted by program team and school sites | Annual |
| 2. <i>Transportation costs to families (participant cost)</i> | To determine the financial burden of transportation to/from school | Amount that families pay for school transportation and/or the pass | Determined as part of model program parameters; surveys | Before and after implementation |
| 3. <i>Participant or student attendance²</i> | To discern a relationship between pass program design and attendance | Average daily attendance | Mandated school reporting | Annual |

² Secondary metrics associated with this indicator, such as graduation rates and test scores, may be used to evaluate potential implications for school performance.

| Indicators | Rationale | Metric | Data Source | Collection Time |
|---|--|--|--|---|
| 4. <i>Pass availability and use</i> | To determine the level of penetration of the pilot program (i.e. how many students could use the pass vs. actually use the pass) | Number of eligible students; Number of passes distributed; Number of passes used (depending on choice of model program fare media) | School sites, transit operators, and Clipper if applicable | Before implementation and annually after implementation |
| 5. <i>After-school activity participation</i> | To discern a relationship between pass program design and after-school activity participation | Attendance of students at key clubs, activities, and organizations associated with each model program site | School site and afterschool programs | Monthly |
| 6. <i>Student ridership (including non-pass holders)³</i> | To determine the impact of the pass program on ridership (i.e. net and gross change in ridership) | Number of passes provided; Agency-level student ridership; Yellow bus ridership (if applicable) | Transit operators; Travel diaries and hand tally surveys from program team and school sites; baseline data collection | Annual |
| 7. <i>Inclusion of students, parents, community members, administrators</i> | To determine if community members are integrated and informed | Attendance of these stakeholders at meetings; Amount of comments received | Sign-in sheets and feedback submissions | Throughout program implementation |

³ Metrics associated with this indicator may be used to evaluate potential implications for greenhouse gas emissions and traffic congestion.

| Indicators | Rationale | Metric | Data Source | Collection Time |
|--|--|--|---|---------------------------------|
| 8. <i>Diverse participant reach</i> | To determine that geographic diversity and equity are addressed | Demographic information of model program sites | Determined as part of model program parameters | Before implementation |
| 9. <i>Program cost per participant</i> | To understand the overall cost-benefit ratio of the pass program | Overall program costs per participant, beyond what the pass price is (if applicable) | Model program parameters; Financial information provided by schools, county agencies, and transit operators | Annual |
| 10. <i>Administrative costs as a proportion of total program costs</i> | To understand the overall cost-benefit ratio of the pass program | Costs borne by the transit operators, schools, etc. Including costs with an onsite administrator | Financial information provided by schools, county agencies, and transit operators | Annual |
| Qualitative | | | | |
| 11. <i>Effectiveness of marketing and outreach</i> | To ensure that community members are integrated and informed | Extent to which participants know about the program | Student and parent feedback | Annual |
| 12. <i>Linkages with existing fare payment option(s)</i> | To discern if linkages with existing options affects pilot outcomes | Key features of fare payment options | Determined as part of model program parameters; Clipper if applicable | Before and after implementation |
| 13. <i>Leverage with other school-based transportation programs</i> | To discern if coordination with existing programs affects pilot outcomes | Aspects that benefit related programs (SR2S, crossing guards, etc.) | Determined as part of model program parameters | Before and after implementation |

| Indicators | Rationale | Metric | Data Source | Collection Time |
|---|---|---|---|-----------------------------------|
| <i>14. Leverage with other funding and administration programs</i> | To understand potential for future funding opportunities | Key findings regarding funding eligibility and partnerships | Program team assessment of model program design | Before and after implementation |
| <i>15. Transit operator response(s)</i> | To understand how the pilot programs are perceived by transit operators | Perceived impacts of program to service delivery | Transit operator feedback | Throughout program implementation |
| <i>16. Ease of participation</i> | To discern how students perceive the model program and how to use it | Perceived ease of use of model program | Participant surveys | Annual |
| <i>17. Ease of administration (county-wide, site-level, operator-level)⁴</i> | To discern how program administration is perceived by different entities involved at different scales | Perceived ease of administration by school sites, transit operators, and county-wide coordination | Feedback from school sites, transit operators, other stakeholders | Throughout program implementation |
| <i>18. Cost performance against expectations</i> | To understand or anticipate any potential future costs and issues | Degree to which any cost overruns represent “one-time” versus recurring and/or unpredictable issues | Feedback from school sites, transit operators, other stakeholders | Before and after implementation |

⁴ Metrics associated with this indicator may be used to evaluate potential implications for the level of decentralized oversight and potential for replication in other schools.

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Affordable Student Transit Pass Program

Workshop

ROSTER OF ATTENDANCE

Wednesday, February 18, 2016, 3:30 to 5:00 p.m.

6.1E

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

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| 37. | Josiah Garcia | Acce | | |
| 38. | Octavio Piña Junior | ACCE | | |
| 39. | Davonte Ford | ACCE | | |
| 40. | Brandon Ortega | ACCE | | |
| 41. | Jonathan Soria | ACCE | | |
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